



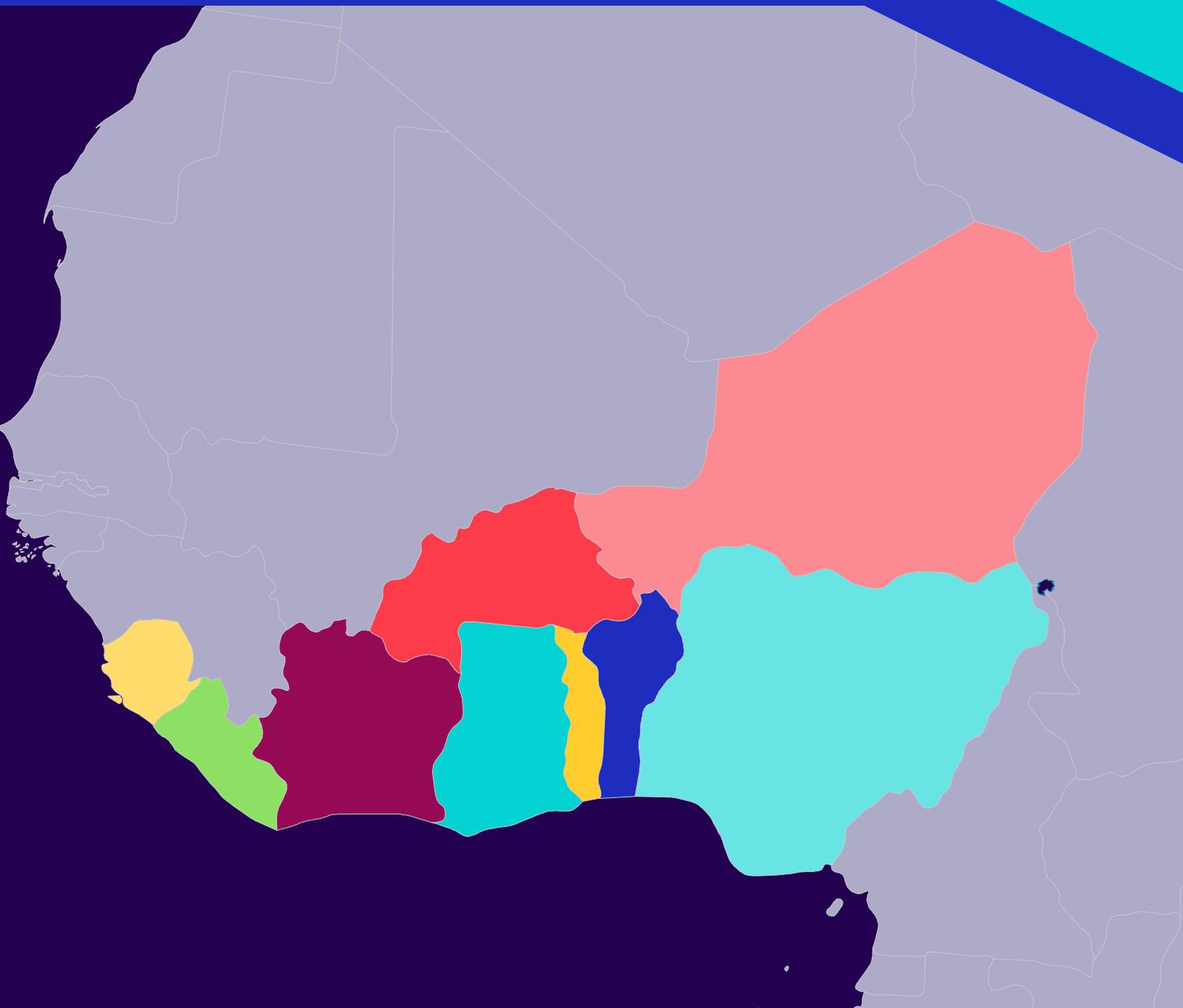
International
Labour
Organization

Evaluation
Office

► Decent Work Country Programme (2024)

► **High-level evaluation of the ILO's Decent Work Country Programme strategies and activities in Western Africa, with emphasis on Côte d'Ivoire, Ghana, Nigeria and the Economic Community of West African States (ECOWAS)**

Evaluation period: 2018-23



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ABBREVIATIONS AND ACRONYMS

AGAM	Association of Ghana Apparel Manufacturers
ACCEL	Accelerating Action for the Elimination of Child Labour in Supply Chains in Africa
ACLAWA	Action against Child Labour in Agriculture in West Africa
ACT/EMP	ILO Bureau for Employers' Activities
ACTRAV	ILO Bureau for Workers' Activities
AGRIDOM	Strengthening Governance of Labour Migration in the Agriculture and Domestic Work Sectors
ANADER	National Rural Development Support Agency (Côte d'Ivoire)
AU	African Union
AUC	African Union Commission
AVEC	Associations Villageoises d'Épargne et de Crédit (Côte d'Ivoire)
CBA	collective bargaining agreement
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CGECI	Confédération Générale des Entreprises de Côte d'Ivoire
CLEAR	Country-Level Engagement and Assistance to Reduce Child Labour
CLMS	Child Labour Monitoring System
CMU	Universal Health Coverage system (Côte d'Ivoire)
CO	Country Office
CPO	country programme outcome
CRADAT	Centre régional africain d'administration du travail
CSO	civil society organization
CTA	chief technical adviser
DWCP	Decent Work Country Programme
DWP	Decent Work Programme
DWT	Decent Work Team
ECOWAS	Economic Community of West African States
EMPLOYMENT	ILO Employment Policy Department
ENACTE	Working Together to Tackle the Root Causes of Child Labour in the Nawa Subregion (Côte d'Ivoire)
ENTERPRISES	ILO Enterprises Department
EVAL	ILO Evaluation Office
FAO	Food and Agriculture Organization of the United Nations
FOPAO	Federation of West African Employers' Organizations
FUNDAMENTALS	ILO Fundamental Principles and Rights at Work Branch
GALAB	Global Accelerator Lab project on child labour and forced labour
GEDI	ILO Gender, Diversity, Equality and Inclusion Unit
GET Ahead	Gender and Entrepreneurship Together

GOVERNANCE	ILO Governance and Tripartism Department
HLE	High-level Evaluation
IFIs	international financial institutions
ILO	International Labour Organization
INFF	integrated national financing framework
IOM	International Organization for Migration
ITCILO	International Training Centre of the International Labour Organization
ITUC	International Trade Union Confederation
LABADMIN/OSH	ILO Labour Administration, Labour Inspection and Occupational Safety and Health Branch
MSMEs	micro, small and medium-sized enterprises
MNE Declaration	Tripartite Declaration of Principle concerning Multinational Enterprises and Social Policy
NECA	Nigeria Employers' Consultative Association
NGO	non-governmental organization
NLC	Nigeria Labour Congress
NORMES	ILO International Labour Standards Department
OSH	occupational safety and health
OTUWA	Organization of Trade Unions of West Africa
PAGE	Partnership for Action on Green Economy
PE4DW	Productivity Ecosystems for Decent Work
PRODOC	project document
RBSA	regular budget supplementary account
RBTC	regular budget technical cooperation
RSTI	Social System for Self-Employed Workers (Côte d'Ivoire)
SADC	Southern African Development Community
SSBs	sugar-sweetened beverages
SCORE	Sustaining Competitive and Responsible Enterprises
SDGs	Sustainable Development Goals
SIYB	Start and Improve Your Business
SKILLS	ILO Skills and Employability Branch
SLLC	Sierra Leone Labour Congress
SMEs	small and medium-sized enterprises
SOCPRO	ILO Social Protection Department
TUC	Trade Union Congress
TVET	technical and vocational education and training
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund

UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNSDCF	United Nations Sustainable Development Cooperation Framework
WIND	Work Improvement in Neighbourhood Development



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This report was prepared by the ILO Evaluation Office (EVAL), with the assistance of an independent

team of evaluators. The team consisted of Dr Patrick Breard (team leader) and Dr Godwin Ayenor (team member).

A synthesis review of selected relevant evaluation reports was prepared by Dr Magali Bonne-Moreau, International Evaluation Consultant, as part of the preparations for the evaluation. An analysis of the country programme outcomes was prepared by Dr Ariane Agnes Corradi, International Evaluation Consultant. Ricardo Furman, EVAL Evaluation Specialist, was the task manager for the evaluation. Guy Thijs, Director of EVAL, provided inputs, technical guidance and oversight in order to ensure the independence and quality of the evaluation.

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01

▶ Executive Summary

▶ EXECUTIVE SUMMARY

PURPOSE AND SCOPE

This HLE reviews the ILO's work in the Western Africa subregion from 2018 to 2023, focusing on Côte d'Ivoire, Ghana, Nigeria, and the Economic Community of West African States (ECOWAS). The evaluation draws conclusions and recommendations from multiple sources, including key document reviews, a synthesis of 20 project evaluations, an analysis of CPOs, interviews and focus groups with 179 individuals, two surveys to ILO staff and constituents and four case studies.¹

KEY FINDINGS BY EVALUATION CRITERIA

Relevance

KEY FINDING 1

The ILO's DWCPs strategies and activities are aligned with the decent work challenges in West Africa.

.....

KEY FINDING 2

Understanding among constituents about the DWCP's purpose, governance, resourcing and monitoring is improving, but room remains for reinforcement.

.....

KEY FINDING 3

Most DWCPs in the subregion cover a broad range of policy outcomes, despite having to address specific priorities. There is limited alignment between the goals of the DWCPs and the extrabudgetary resources mobilized.

.....

KEY FINDING 4

Most DWCPs are not explicit about the integrated programmatic approaches that need to be pursued, despite acknowledging the multifaceted causes of decent work deficits.

The ILO aligned DWCP strategies and activities with the needs of constituents. Decent work country diagnostics facilitated consultative assessments and early engagement of constituents in DWCP design. The DWCPs are aligned with the ILO's P&B outcomes and regional and international development frameworks, such as the UNSDCF, the Abidjan Declaration, the African Union's Agenda 2063: The Africa We Want, and the SDGs. This alignment ensures the DWCPs effectively guide the ILO's country programming.

Differences in expectations and perspectives among ILO staff and constituents regarding the scope, ownership and objectives of the DWCPs highlight the need for clarification. The DWCPs often cover a broad range, if not all, of P&B policy outcomes. This wide spectrum creates opportunities for integrating interventions across technical areas in a programmatic manner and provides flexibility in mobilizing and channelling resources as they become available during the DWCP cycle. However, this broad scope also risks dispersing efforts and limiting impact.

¹ The survey had responses from 42 ILO staff (30% response rate) and 37 constituents (21% response rate). Interviews or focus groups involved 179 individuals (47% female) in Geneva, Dakar, New York, and nine countries: Benin, Burkina Faso, Côte d'Ivoire, Ghana, Liberia, Niger, Nigeria, Sierra Leone, and Togo. Case studies focused on Côte d'Ivoire, Ghana, Nigeria, and ECOWAS.

Additionally, the DWCPs have not always clearly specified the required integrated programme approach, despite recognizing the multifaceted causes of decent work deficits. This issue has been more effectively addressed and framed in various development cooperation projects.

One purpose only partially reflected in the DWCPs is the contribution to scaling up results and providing the necessary technical assistance for this effort. Some constituents reported an improved understanding of DWCP ownership but noted the need for further alignment, particularly regarding roles and responsibilities for mobilizing resources and funding implementation. A challenge highlighted by constituents is the misalignment between national budgeting cycles and the timing of the DWCP.

Coherence

KEY FINDING 5

There is closer integration between the UNSDCF and the DWCP, allowing constituents' priorities to inform the work of the UN system but with unclear effects. The DWCPs seldom make any reference to UN partners.

KEY FINDING 6

The DWCPs present incomplete pathways for scaling up results.

KEY FINDING 7

Constituents have been consulted in the design and development of the DWCPs, but to various extents. Employers' and workers' organizations highlighted room for stronger involvement during implementation and to better leverage their networks.

KEY FINDING 8

In countries undergoing post-crisis situations, the ILO has been able to adapt, maintaining project executions while ensuring the security of the staff.

The reform of the United Nations Development System has improved coherence between the ILO and the UN system. DWCPs are now better integrated into the UNSDCF. However, it was noted that DWCPs rarely refer to the UN system and partnerships. Collaboration with UN agencies has been variable, influenced by national policy agendas. Examples include joint work with FAO, IOM, UNCDF, UNDP, UNEP, UNHCR, UNICEF and UNIDO.

Theories of change across DWCPs are often broad, targeting a wide range of policy outcomes and lacking specificity regarding constituents' contributions and UN partners' roles. They generally fail to outline pathways for scaling up results and the expected impact of pilot projects on policy formulation.

Constituents have been involved in DWCP design, though there are calls for stronger engagement and use of this process for genuine social dialogue, rather than just reviewing interim documents. While involvement of youth, women and people with disabilities in DWCP design remains weak, it is improving with the increased use of a tripartite model that includes additional stakeholders, (e.g. Nigeria and Côte d'Ivoire). Involving additional stakeholders beyond the traditional tripartite model is seen as beneficial. The evaluation noted varying functionality of DWCP steering committees and infrequent monitoring of work plans and logframes.

The ILO adapted its interventions in response to the COVID-19 crisis, which caused project delays and temporarily reduced CPOs. The ILO has continued projects in politically unstable countries while ensuring staff security amid rising insecurity. There remains a demand for technical assistance in these countries, but the ILO's strategy for resource mobilization and engagement with constituents and promotion of social dialogue is unclear.

Effectiveness

KEY FINDING 9

The number of DWCPs has progressed in the subregion, with five out of nine countries having a DWCP under implementation and two more to start soon.

KEY FINDING 10

Regular budget technical support has been largely directed to improving employment and strengthening tripartite constituents and social dialogue, and extrabudgetary funding has been directed to enterprises and to protection for all. Policy outcomes on gender equality and skills and lifelong learning provide room for stronger attention.

KEY FINDING 11

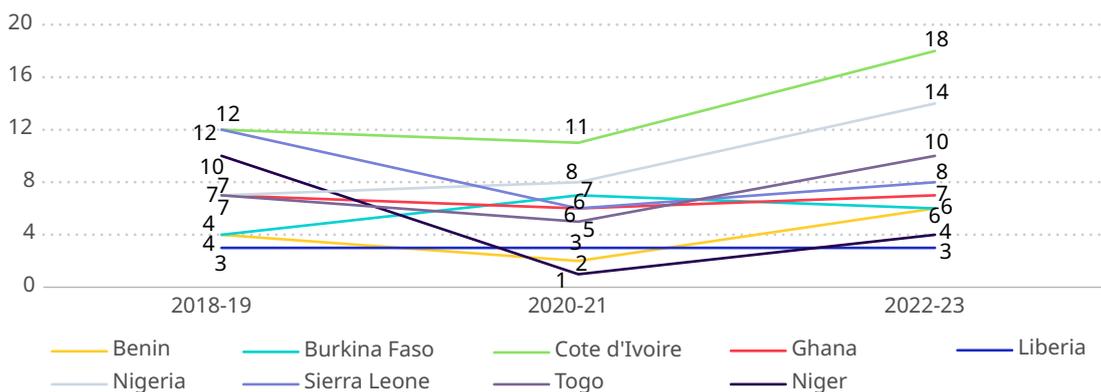
Achievements were significant on many decent work areas, including child labour, employment, enterprises, migration and social protection.

KEY FINDING 12

The ILO's engagement on international labour standards has contributed to the ratification of new Conventions and improved reporting. Social dialogue has been enhanced in several countries with room for further representation of the workers' voice. Environmental sustainability and just transition have been anchored as priorities in several countries.

Overall, the ILO's DWCPs have effectively advanced the Decent Work Agenda in Western Africa. DWCPs are currently implemented in five out of nine countries, with two more expected to be approved soon. The number of DC projects increased from 23 in 2018 to 63 in 2023, reflecting a 400 per cent budget increase. In seven countries, the ILO has strengthened areas such as entrepreneurship and protection for all, with social protection being a priority in the DWCPs, leading to significant policy, technical and institutional outcomes.

FIGURE 1. NUMBER OF DECENT WORK CPOS REPORTED PER BIENNIUM



The ILO's engagement has contributed to the adoption of new Conventions in five countries and improvements in reporting to the Committee of Experts on the Application of Conventions and Recommendations. The work on gender equality has progressed but remains under-resourced compared with the size of the agenda. Few interventions have specifically targeted people with disabilities. The performance and coverage of the ILO's work on environmental sustainability have been improved.

Several areas require continued attention, particularly resource mobilization efforts aimed at achieving better distribution among countries and improved alignment of resources with DWCP priorities. Additionally, enhanced awareness and focused resource mobilization – addressing skills, gender equality, inclusion of persons with disabilities, and informal economy challenges – are essential.

Furthermore, the ILO's management arrangements have faced several constraints, primarily the lack of a resident office in most countries of the subregion, and a distribution of the roles and responsibilities across different offices, which sometimes complicates project execution.

The ECOWAS Decent Work Programme (DWP) acted as a proxy for the ILO's subregional strategy, focusing on employment promotion, social protection, child and forced labour, social dialogue and labour standards. Despite a strong partnership, limited capacities within both ECOWAS and the ILO have impeded the DWP's implementation. The evaluation suggests further cooperation through periodic leadership meetings, capacity-building, secondment of project staff, and regular planning and monitoring sessions.

Efficiency

KEY FINDING 13

Resource mobilization has been more effective where the ILO has a country office (Côte d'Ivoire and Nigeria) or in countries that triggered particular funding partners' interest (Ghana and Sierra Leone).

KEY FINDING 14

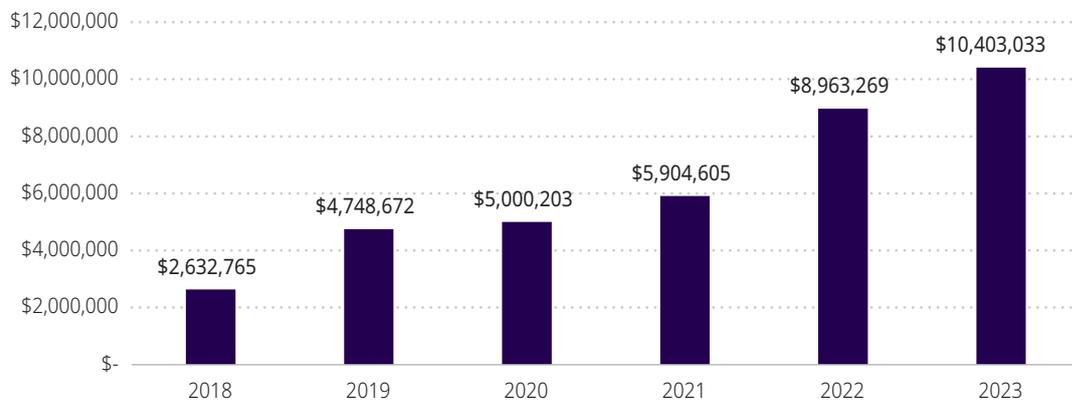
The ILO has leveraged partnerships with constituents, governments, employers' organizations, UN agencies and civil society organizations/non-governmental organizations to optimize resource efficiency and amplify results across the Western Africa subregion.

KEY FINDING 15

Internal coordination among ILO projects has occasionally contributed to cost-efficiencies. However, challenges such as slow financial disbursements and complex procurement procedures have hindered implementation and led to delays.

Extrabudgetary Technical Cooperation resources primarily supported enterprises and protection for all with limited resource mobilization for Benin, Niger and Togo. Regular Budget Technical Cooperation resources focused on strengthening tripartite constituents and social dialogue and employment. Regular Budget Supplementary Account funds were catalytic in broadening interventions through Regular Budgetary Technical Cooperation and technical support favouring the continued ILO intervention.

FIGURE 2. ANNUAL XBTC PROJECT EXPENDITURES IN THE NINE WESTERN AFRICA COUNTRIES (US DOLLARS)



The ILO has leveraged partnerships in Western Africa to enhance implementation efficiencies, despite having less funding than other UN agencies. National resources from governments and employers' organizations have been used for shared ownership and cost-sharing. Workers' organizations have also been mobilized to reach large populations cost-effectively, though there is potential for more systematic leverage. There is a need to build capacities at subnational and local levels to support compliance with the ILO's administrative requirements.

The ILO's cooperation with other UN agencies has yielded positive but often restricted results at local level, with some successful collaborations such as the Accelerating Action for the Elimination of Child Labour in Supply Chains in Africa project (ACCEL 1 and 2); ENACTE; Joint Labour Migration Programme (JLMP Action) and AGRIDOM. However, slow financial disbursements and cumbersome procurement procedures have hindered project execution, particularly in countries without an ILO office.

Sustainability

KEY FINDING 16

The ILO's DWCP strategies and activities in the Western Africa subregion have generated sustainable outcomes, including through the appropriation of strategies and approaches by constituents, and setting aside resources to build on progress and achievements.

KEY FINDING 14

Limited prospects for sustainability were often associated with the lack of exit and sustainability strategies at the project design stage, and limited engagement in scaling up interventions at national level.

Evidence of sustainable outcomes includes the ratification of the ILO Conventions and development of national policies and strategies, and funding commitments from governments and the private sector (for example, Ghana on labour migration, Nigeria on social protection, and Côte d'Ivoire on informality and child labour).

Several enabling factors were identified as bearing the potential to further increase the sustainability of the ILO's interventions. This includes stronger involvement of constituents and other key stakeholders in all stages of the DWCPs and in development cooperation projects, as adequate, while better leveraging the capabilities and networks of the employers' and workers' organizations; engagement with ministries of finance or planning; UN partnerships; and increased attention to sustainability strategies or scaling strategies over exit strategies.

Emerging impact

KEY FINDING 18

At the policy and normative levels, the ILO's interventions have influenced the adoption and implementation of international labour standards and normative frameworks across Western Africa. This includes the ratification of Conventions and adoption of new or revised policies on areas such as employment, social protection and child labour.

KEY FINDING 19

The ILO's DWCPs strategies and activities have contributed to institutional development, including with new or relaunched governance structures that have facilitated social dialogue.

KEY FINDING 20

The ILO's interventions have benefited vulnerable groups such as workers in the informal and rural economies, with notable achievement in terms of social protection and the extension of health insurance coverage. Livelihoods have also been improved, although primarily at local level and not at national level.

KEY FINDING 21

Scaling of successful interventions and their replication to other geographic areas or socio-economic groups have been limited.

Considering the resources available for the implementation of the DWCP strategies and activities in the subregion, the evaluation found that the ILO's interventions have had a notable impact on the Decent Work Agenda in the subregion, especially for vulnerable groups. This is demonstrated by the adoption of international labour standards, with the nine countries in the subregion having now ratified the eight fundamental conventions. Progress also includes the revision or development of national policies in selected countries and collaboration with ECOWAS.

The ILO's DWCPs strategies and activities have also contributed to institutional development, including with new or relaunched governance structures that have facilitated social dialogue, by enhancing the organizational capacities of public administrations and employers' and workers' organizations to fulfil their mission and objectives, as well as enhanced government responsiveness to trade unions. The support provided by the ITC-ILO was commended with calls for amplification.

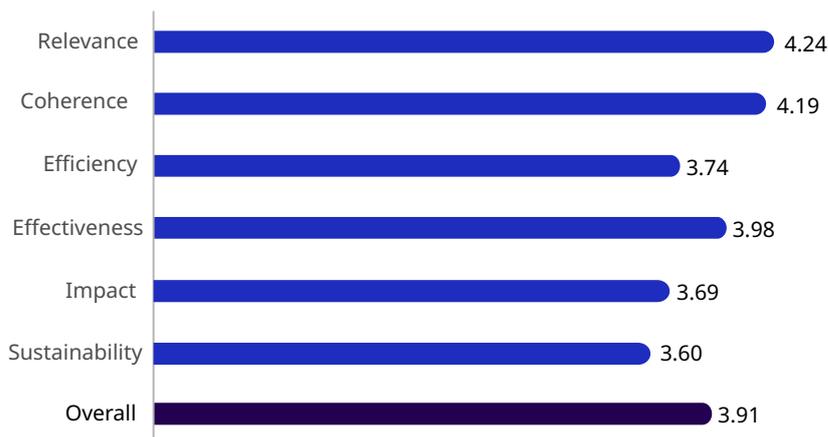
Various interventions have improved the livelihoods of communities at local level through income-generating activities, and strengthening local systems and markets (for example, Niger and Sierra Leone). The amplitude of these effects remains to be gauged against the size of the population in terms of decent work deficits.

Constituents and stakeholders expect more engagement from the ILO, both strategically and directly, in scaling up results from pilot intervention. Challenges also remain in terms of defining specific and measurable impacts of the ILO's activities as a whole in a thematic area (Regular Budget plus all relevant development cooperation projects).

Overall assessment

Figure 3 presents the evaluation team's overall assessment.

FIGURE 3. OVERALL ASSESSMENT²



CONCLUSIONS AND LESSONS LEARNED

The ILO's DWCPs in Western Africa align with constituents' needs and international frameworks, engaging vulnerable groups and fostering ownership. Although coherence with the UN system has improved, collaboration has varied. DWCPs have advanced the Decent Work Agenda, but gaps in coverage and funding limitations remain. Efficiency has been enhanced through partnerships, despite slow disbursements. Overall, DWCPs have significantly impacted the region by adopting international labour standards, improving social protection policies and making notable progress in child labour elimination.

Embedding implementation within broader programmes, strengthening stakeholder capacities, and leveraging both internal and external partnerships are crucial. This approach aligns local and national priorities, enhances ownership, and promotes effective and sustainable outcomes.

RECOMMENDATIONS

Recommendation 1

The ILO should strengthen constituents' and local stakeholders' engagement to improve the design and implementation of integrated programme approaches in DWCPs and projects:

- ▶ Build on the good practices in the subregion in development cooperation projects, conduct more systematically diagnostics that assess the multidimensional root causes of decent work deficits from the household level. The constituents and other local stakeholders (such as stakeholders in rural and informal economies) should be engaged in the diagnoses and programme formulation.
- ▶ Formulate DWCP strategies and activities that are vertically integrated and horizontally cohesive and leverage broad partnerships, reshaping the narrative and funding partners' perceptions on funding priorities towards systemic change.

² 6 = Highly satisfactory; 5 = Satisfactory; 4 = Somewhat satisfactory; 3 = Somewhat unsatisfactory; 2 = Unsatisfactory; 1 = Highly unsatisfactory.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ Country Offices (COs) Abidjan and Abuja ▶ Decent Work Team-Dakar 		Mid-term	Low

Office response: The Regional Office agrees and will continue engaging with constituents and stakeholders, involving ACT/EMP and ACTRAV specialists, to enhance social partner engagement. CO-Abidjan and CO-Abuja – supported by ROAf, DWT/CO-Dakar, and other Office-wide expertise – will explore innovative approaches to better understand and address the multiple dimensions of decent work deficits. This will inform DWCP processes, improve programming and strengthen partnerships.

Recommendation 2

The ILO should make more room in the DWCPs for supporting constituents in scaling up project results:

- ▶ Specify in DWCPs, jointly with constituents, the conditions and pathways to scale up the programme results; and identify contributing actors – including financial ministries and planning bureaus – technical, financial and capacity needs, and partnerships, as well as the ILO's role.
- ▶ Leverage good practices from pilot projects on the subject.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja 		Mid-term	Low

Office response: The Regional Office agrees. Scalability is a key criterion in the region's development cooperation programming, from project appraisals to pilots and evaluations. In collaboration with PARTNERSHIPS and EVAL, the region will analyse selected pilot projects to highlight successful scaling cases. Active involvement of key ministries – including finance, economy and planning – in DWCP processes and steering committees is standard practice. The Regional Office will work with COs to ensure more active stakeholder participation.

Recommendation 3

The ILO should embed in its resource mobilization efforts an expanded narrative that highlights the structural and sustainable effects of systemic and programmatic interventions:

- ▶ Advocate for integrated systemic approaches to address structural problems and encourage funding partners to fund comprehensive programme interventions aligned with DWCPs, emphasizing under-resourced subjects such as gender equality, skills development and informality.
- ▶ Create, jointly with constituents, stand-alone communication products highlighting DWCP priorities to support resource mobilization. Constituents should integrate the DWCP into their planning and budgeting.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja ▶ DWT-Dakar ▶ ADG/ECR: PARTNERSHIPS 		Short-term	Low

Office response: The concerned offices will enhance actions in line with the recommendation. Integrated approaches, sustainability and theory of change are central to DWCP development, resource mobilization and implementation. The Regional Office will continue to attract a broad range of resource partners and respond to funding opportunities for implementing priorities identified by constituents.

Recommendation 4

The ILO should continue promoting policy areas that are among the underfunded subregional priorities:

- ▶ Promote the mobilization of headquarters and DWT Dakar technical specialists and funding partners' engagement in support of underfunded priority areas such as social dialogue, gender equality, skills development, transition to formality, and just transition.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja ▶ DWT Dakar ▶ DDG; Priority Action Programme Transition from the informal to the formal economy (AP/Formalization) and AP/Just Transition Towards Environmentally Sustainable Economies and Societies (AP/JUSTTRANSITION) ▶ ADG/GRD: Governance and Tripartism (GOVERNANCE) and Conditions of Work and Equality (WORKQUALITY)/Gender, Diversity, Equality and Inclusion (GEDI) ▶ ADG/JSP: Employment Policy, Job Creation, and Livelihoods (EMPLOYMENT)/Skills and Employability (SKILLS) 		Short-term	Low

Office response: The Regional Office – in coordination with DWT/CO-Dakar, CO-Abidjan and CO-Abuja – will increase efforts to mobilize resources for underfunded priorities. They recognize that partners may face constraints related to their programmatic, institutional and funding priorities.

Recommendation 5

The ILO should increase focus on capacity-building, learning and knowledge management:

- ▶ Expand institutional capacity-building efforts, especially of under-resourced institutions, to bolster the implementation of DWCPs, developing and using the theory of change for accountability, learning and reporting, and considering increased involvement of ITC-ILO.
- ▶ Facilitate mutual learning by keeping national projects staff informed during the development of a DWCP and consulted as appropriate.
- ▶ Train projects national staff and managers on procurement policies and procedures, and financial management.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja ▶ Regional Office for Africa (ROAF) ▶ TR/CF: PROCUREMENT 		Medium-term	Low

Office response: The Regional Office agrees and will strengthen the capacity of constituents, particularly under-resourced institutions, using earmarked Regular Budget Technical Cooperation and other resources. Capacity-building and knowledge management are integral to development cooperation projects. The region will enhance capacity-building for project managers, staff and constituents, scaling up DWCP monitoring training.

Recommendation 6

The ILO should strengthen the support provided to ECOWAS in the execution of its DWP:

- ▶ Align policies and strategies of DWCPs and ECOWAS DWP.
- ▶ Advocate for the explicit inclusion in the next ECOWAS DWP of social dialogue, gender equality, skills development, informality and just transition.
- ▶ Increase ILO capacities to support ECOWAS DWP implementation and monitoring, including its participation in international events on decent work and social justice.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ ROAF ▶ CO-Abuja 		Short-term	Low

Office response: The Regional Office agrees and will continue supporting the ECOWAS DWP through Regular Budget Technical Cooperation, development cooperation, SSTC and ITC–ILO capacity-building. DWCP and ECOWAS DWP development will ensure alignment with national and regional policies, with a focus on regional economic commission-level and regional integration strategies.

Recommendation 7

The ILO should strengthen its representation in non-resident countries and expand it in resident countries according to its responsibilities:

- ▶ Explore innovative representation models, such as outposting DWT specialists or utilizing project staff, with transparent timekeeping formulas for duties such as United Nations Country Team representation, resource mobilization, coordination and knowledge management.
- ▶ Review the capacity of CO-Abuja to ensure effective support and collaboration with ECOWAS.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ Director-General: CABINET ▶ ADG/CS: HRD, PROGRAM ▶ ROAF ▶ CO-Abuja 		Short-term	Medium

Office response: The Office agrees, noting resource and capacity constraints. The Regional Office will pursue enhanced presence and representation, including exploring outposting specialists. Ongoing actions through development cooperation projects, support missions by specialists, and country office directors' engagement in United Nations Country Teams and UN/UNSDCF processes are positioning the ILO effectively. Support to ECOWAS remains a strategic priority, exemplified by CO-Abuja's dedicated staff for the Free Movement of Persons and Migration Project II and joint annual work planning with ECOWAS to ensure coordinated implementation of the ECOWAS DWP.



02

▶ Introduction

▶ INTRODUCTION

BACKGROUND

In 2023, the Governing Body approved an HLE on the ILO's strategies and actions to promote decent work in Africa, to be conducted in 2024. At the ILO, HLEs refer to the evaluation of policy outcomes, institutional issues and selected DWCPs.

DWCPs were established as the main vehicle for the delivery of ILO support to countries following the adoption of the ILO Declaration of Fundamental Principles and Rights at Work (1998), as amended in 2022. Since 1998, DWCPs have become the most important element of ILO-led efforts to implement the Decent Work Agenda. DWCPs have two basic objectives: (a) to promote decent work as a key component of national development strategies; and (b) to organize ILO knowledge, instruments, advocacy and cooperation at the service of tripartite constituents in a results-based framework. DWCPs constitute the main implementation strategy for the operationalization of the ILO's Decent Work Agenda, in close coordination and collaboration with national tripartite constituents.

In consultation with the Regional Office for Africa, the ILO Evaluation Office (EVAL) selected the Western Africa subregion and ECOWAS as the focus of the current DWCP HLE.³ The Western Africa subregion refers to the ILO administrative division that covers the following nine countries: Benin, Burkina Faso, Côte d'Ivoire, Ghana, Liberia, the Niger, Nigeria, Sierra Leone and Togo.

The overarching objective of DWCP HLEs is to assess whether ILO strategies and actions have effectively supported national constituents' priorities and efforts to address decent work gaps.

PURPOSE, CLIENTS AND SCOPE OF THE EVALUATION

This HLE has a dual purpose: accountability and organizational learning. The evaluation aims to determine how well the ILO achieved the outcomes planned at the country and subregional levels (ILO subregional programme outcomes and CPOs), how they were achieved and under what conditions. The evaluation also attempts to contribute to organizational learning by identifying the lessons that have been learned. This information can inform future ILO strategies, with particular emphasis on the African context. Considering the biennial planning approach of ILO, the evaluation considers the last three biennia (2018–19, 2020–21 and 2022–23). It covers ILO's programme activities and actions between 2018 to 2023 in the Western Africa subregion, with an emphasis on the subregional level through ECOWAS as well as three countries (Côte d'Ivoire, Ghana and Nigeria), including through case studies relevant to advancing the Decent Work Agenda. The evaluation also assessed the ILO's role in inter-agency and other relevant networks and partnerships at the national level, the subregional level (for example, ECOWAS) and the regional level (for example, African Union Commission (AUC)), and with global partners.

An overview of the main dimensions included in the HLE is presented through a reconstructed theory of change (section 3) and a corresponding evaluation matrix (Annex 3).

The main client for the evaluation is the ILO's Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director-General and members of the Senior Management Team at Headquarters and Regional Management in Africa involved in promoting decent work in Africa. The HLE should also serve as a source of information for ILO constituents, donors, partners and policymakers.

The evaluation questions are structured around the Organization for Economic Co-operation and Development/Development Assistance Committee evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact. The questions seek to address priority issues and concerns for the subregion and national constituents and other stakeholders (table 1).

³ Other subregions considered were Central Africa and the Sahel.

TABLE 1: EVALUATION CRITERIA AND QUESTIONS

ASSESSMENT CRITERIA	QUESTIONS TO BE ADDRESSED
Relevance and strategic fit	<ul style="list-style-type: none"> ▶ To what extent, and how, are the objectives of the DWCPs for the selected countries and the ECOWAS subregional DWP relevant to the needs of the constituents and final beneficiaries, including the vulnerable groups? ▶ To what extent is the ILO's work relevant to, and aligned with, national, regional and international development frameworks (including UNSDCFs, DWCPs, the Abidjan Declaration, the AU's Agenda 2063 and the SDGs), as well as the ILO's programme and budget outcomes? How well are XBDC-funded projects aligned with ILO programmes and budgets? To what extent do the strategies frameworks (such as DWCPs, ILO outcomes) integrate gender equality and non-discrimination?
Coherence and validity of design	<ul style="list-style-type: none"> ▶ To what extent is ILO work integrated with, and complementary to, work by other UN agencies in the countries of intervention and at the subregional level? ▶ Has the ILO been able to adjust strategies in order to respond to changes in the sociopolitical context and maintain progress on planned results, if these are still valid? ▶ To what extent, and how, were constituents actively involved at all stages of project, DWCP and UNSDCF design, planning and implementation? ▶ To what extent is the ILO – explicit or implicit – theory of change at the country and subregional levels realistic, evaluable and useful to promote the effectiveness of ILO work in social, political, environmental and other relevant contexts, and does it integrate the dimension of gender equity and non-discrimination?
Effectiveness	<ul style="list-style-type: none"> ▶ To what extent, and how, is the ILO advancing the Decent Work Agenda in key areas, such as youth and women's employment, micro, small and medium-sized enterprises (MSMEs), social protection, occupational safety and health (OSH) and other topics prioritized by ILO in Western Africa and in the selected countries in particular? How has ILO articulated its work with ECOWAS and at country level with key stakeholders in order to leverage the results achieved or to be achieved? ▶ Has the ILO made progress in achieving results (outputs and outcomes) on cross-cutting issues related to international labour standards; social dialogue and tripartism; gender equality and non-discrimination; disability inclusion; and environmental sustainability? To what extent has the use of social dialogue, tripartism, normative work and the promotion and application of international labour standards in ILO interventions promoted decent work at country and subregional levels? ▶ Has the ILO obtained positive results from its work in Western Africa, especially through partnerships? What were the key factors of success? ▶ Has the ILO obtained negative unexpected results from its work in Western Africa? What could have been done differently to improve the ILO results?
Effectiveness of management arrangements	<ul style="list-style-type: none"> ▶ To what extent have management arrangements at different levels been effective? ▶ To what extent have the ILO's COs, the Regional Office for Africa, Decent Work Teams (DWTs) and concerned headquarters departments fostered integrated and strategic technical support and policy dialogue processes at the country level? How well have DWTs and headquarters specialists supported the demand for technical advice from constituents and the ILO's COs in Western Africa?
Efficiency	<ul style="list-style-type: none"> ▶ To what extent has the ILO leveraged partnerships (with constituents, national and regional institutions, including ECOWAS, international financial institutions (IFIs) and UN/development agencies) to optimize efficiencies? ▶ How cost-efficient was the ILO's work to implement DWCPs in countries of the Western Africa subregion and in the subregional ECOWAS DWP? ▶ Were the allocations of human and financial resources realistic and sufficient to deliver planned results and to integrate gender equality and non-discrimination work?

Likelihood of impact	<ul style="list-style-type: none"> ▶ To what extent has the ILO's work in Western Africa contributed to significant positive changes in decent work conditions for the different social groups, including the most vulnerable groups (young people, women, labour migrants, ethnic groups and so on)? ▶ How has the work at the subregional (ECOWAS) level increased the impacts of ILO outcomes at country and subregional levels?
Sustainability	<ul style="list-style-type: none"> ▶ What is the likelihood that results will be maintained, scaled up or replicated by partners once the interventions are completed? How likely will interventions contribute to ensuring that workers, employers and governments maintain a focus on decent work priorities while addressing multiple challenges in economic and social dimensions as well as climate change effects? Has the presence of ECOWAS and the membership of countries promoted the sustainability of the ILO's work in Western Africa, and if so how? ▶ To what extent have exit strategies been included in ILO interventions in order to promote the sustainability of its results and impact? What can be improved? Have ILO interventions developed sustainability strategies in collaboration with constituents and other national counterparts to sustain results during the COVID-19 pandemic recovery stage and beyond? ▶ What lessons and recommendations could be offered to improve the sustainability of the ILO's work in the countries of focus and in the subregion and to foster ownership?

EVALUATION APPROACH

The evaluation was conducted in accordance with ILO, "[Protocol 2.2: High-Level Evaluation \(HLE\) Protocol for DWCP Evaluations](#)". The HLEs in the ILO take a summative as well as a formative approach. They provide insights into the relevance, coherence, effectiveness, efficiency, sustainability and impact of the ILO's strategy, programme approach and interventions (summative). They are also forward-looking and provide findings and lessons learned and emerging good practices for improved decision-making in the context of the next strategic framework (formative).

The evaluation team proposed an outcome country theory of change and a results framework-based evaluation approach in order to determine whether an initiative had achieved the intended outcomes that was based on a relevant and coherent approach and used effective and efficient ways to achieve or contribute to changes that could be sustained. The reconstructed theory of change (section 3) was based on existing elements in the ILO's results framework and within defined policy areas (that is, under the Programme and Budget for 2018–19, 2020–21 and 2022–23).

The evaluation was participatory. It included consultations and interactions with Member States, ECOWAS, representatives of employers' and workers' organizations, ILO staff members at headquarters and in the field, United Nations partners, development and funding partners, and final beneficiaries. The all-inclusive and participatory data collection, analysis, triangulation and iterative learning processes were based on key informant interviews, meetings (in-person and online), focus group discussions, interactive observations and electronic communication.

DATA-COLLECTION METHODS

The evaluation applied mixed methods, drawing on multiple lines of evidence and applying multiple means of analysis. The evaluation used as extensively as possible pre-existing data and, where necessary, primary research. The evaluation followed a multilevel approach, allowing for data triangulation. The methodology adopted a mixed methods approach. The overall methodological approach of the evaluation includes the following:

- ▶ **Desk review of relevant documentation.** A review of secondary resources was carried out to analyse all relevant documentation, including normative frameworks; ratifications of ILO Conventions and Protocols; comments of ILO supervisory bodies;⁴ relevant Governing Body/ International Labour Conference discussions and resolutions; the ILO Strategic Framework; the ILO programme and budget documents and implementation reports covering the period 2018–23; development cooperation portfolios and related reviews; implementation planning, management and reporting documents; DWCP and country programme reviews, as relevant; United Nations Development Assistance Frameworks (UNDAFs)/UNSDCFs, as relevant; national development plans; subregional development plans (ECOWAS); and policy outcomes, CPOs and global or national level products that are directly and indirectly linked to countries' targets and projects' interventions.
- ▶ **Project evaluations synthesis and CPO analysis.** The ILO Evaluation Office ensured the development and delivery to the evaluation team of a synthesis of a sample of 20 evaluation reports produced for the Western Africa subregion over the time period targeted by the evaluation. The project evaluations synthesis report⁵ served as a key resource to inform the assessment across the evaluation criteria. The Evaluation Office also conducted a quantitative and qualitative analysis of the CPO for the nine countries of the Western Africa subregion during the period under evaluation. The CPO analysis provided information on the priority areas in the subregion and per country around the programme and budget outcomes and cross-cutting markers.
- ▶ **Semi-structured interviews.** Data collection was conducted via semi-structured virtual interviews and virtual focus groups. Interview canvases were tailored to different stakeholders (see Annex 4) in order to reflect diversity and representation within the Regional Office for Africa (relevant sector, technical unit and country situations), as well as among constituents and relevant partners and institutions (see table 2).
- ▶ **Case studies.** The evaluation conducted data-collection missions and in-depth analysis of the ILO's work and results in three countries in the Western Africa subregion: Côte d'Ivoire, Ghana and Nigeria. In addition, the evaluation included a subregional institutional case study on ECOWAS. The case studies concentrated on a selected number of projects in order to deepen and guide data collection and analysis around a realistic scope in selected countries. The case studies entailed a desk review to synthesize and aggregate information from technical studies, DWCP reviews and project reports in order to minimize cost and time and avoid repetitive data collection and analysis. Data was also collected through field visits in order to allow for a combination of interviews and focus groups as the basis for discussion with stakeholders, including ILO constituents and other key stakeholders and beneficiaries (see table 2), and to triangulate findings from the desk review.

4 ILO, "NORMLEX Information System on International Labour Standards".

5 ILO, High-Level Evaluation of ILO's Strategies and Actions in Western Africa 2018–2023: Synthesis Review of ILO Project Evaluations, 2024.

TABLE 2: NUMBER OF INFORMANTS PARTICIPATING IN INTERVIEWS AND FOCUS GROUPS

STAKEHOLDER GROUP	FEMALE	MALE	TOTAL
ILO personnel			
Headquarters personnel (management, technical specialists, project managers)	10	8	18
Regional and subregional personnel (regional and country team personnel, DWT specialists, national coordinators, project managers, consultants)	19	25	44
Subtotal	29	33	62
Côte d'Ivoire			
Government counterparts (ministries, national and subnational public administration)	2	9	11
Representatives of employers' and workers' organizations	5	12	17
Other stakeholder organization representatives (donors, other UN organizations, CSOs/NGOs, schools and universities)		1	1
Beneficiaries (trainees, members of cooperatives)	20	5	25
Subtotal	27	27	54
Ghana			
Government counterparts (ministries, national and subnational public administration)	5	8	13
Representatives of employers' and workers' organizations	2	2	4
Other stakeholder organization representatives (donors, other UN organizations, CSOs/NGOs, schools and universities)	2		
Subtotal	9	10	19
Nigeria			
Government counterparts (ministries, national and subnational public administration, ECOWAS)	10	10	20
Representatives of employers' and workers' organizations	7	11	18
Other stakeholder organization representatives (donors, other UN organizations, CSOs/NGOs, schools and universities)	3	2	5
Subtotal	20	23	43
Grand total	85	93	178

► **Online survey:** Two survey questionnaires (see Annexes 5 and 6) were disseminated in parallel with the case studies in order to obtain feedback and/or information from a wider set of constituents and other key stakeholders, such as multilateral partners, as well as from ILO staff members. Survey questionnaires were made available online in English and French. All questions referred to some aspects of the evaluation framework. The surveys were launched for a total period of 2.5 weeks. Two reminder messages were sent. The constituents survey received 37 responses (response rate: 21 per cent) and the staff survey received 42 responses (response rate: 30 per cent). Survey results informed all evaluation criteria, with some figures reported in the findings section. Quantitative results were analysed through indices and cross-tabulations. Qualitative results were anonymized and analysed using Chat GPT. Given the inherent biases that confront such surveys, it should be noted that the surveys represent only the perspectives of those who participated and not the perspectives of all the staff members and constituents engaged in or having an opinion on the achievements of the ILO in the subregion.

- ▶ **Review of preliminary findings with ILO staff members:** A zero draft report was circulated to the reference group to present the main preliminary findings and recommendations, relay any issues and request for clarification or further information from stakeholders prior to the circulation of the draft report. Subsequently, a full draft report was shared with all ILO stakeholders to identify factual errors and request clarifications.

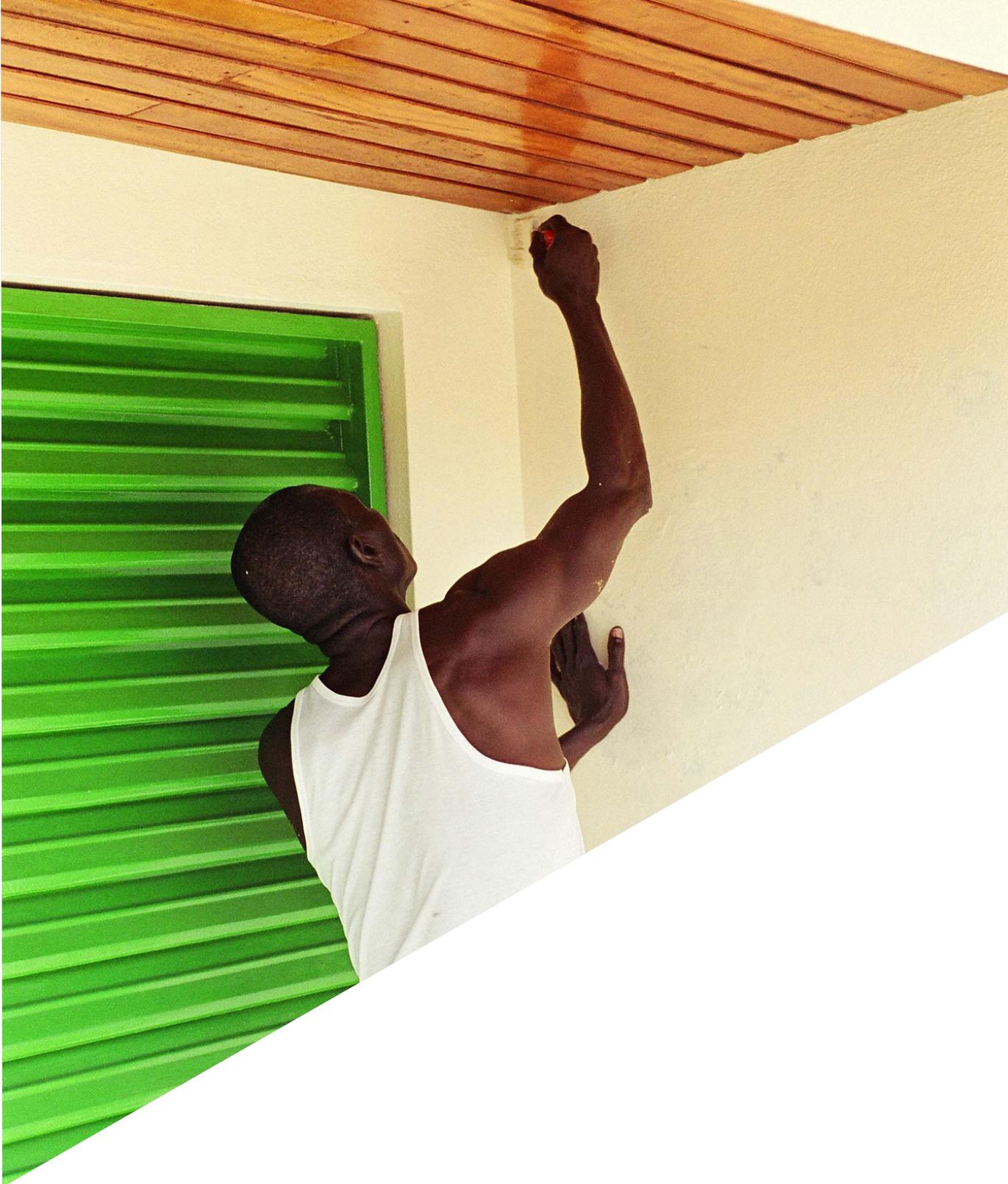
A detailed evaluation matrix with the methodological approach identified is provided in Annex 3.

METHODOLOGICAL LIMITATIONS

The evaluation encountered some challenges in meeting with busy stakeholders and ILO staff members in the Western Africa subregion. In certain instances, these difficulties led to delayed interview phases, constraining opportunities to engage comprehensively with some staff members and stakeholders and gather adequate data and information. Mitigation involved requesting EVAL's support and the assistance of the COs to secure interviews.

Quantitative data presented in this evaluation was extracted from the Development Cooperation Dashboard, the Decent Work Results database and ILO financial databases. Accuracy and timeliness are dependent on comprehensive and quality reporting by ILO staff members. In addition, the evaluation identified areas for improvement within the ILO's results-based management systems, in particular concerning the consistency of data across projects and/or countries and the lack of bridges between systems. This occasionally resulted in suboptimal reporting practices, thereby impeding the evaluation's capacity to perform in-depth analyses of the outcomes. The data presented in the report may therefore be incomplete and should be considered a proxy that complements other sources of information and analysis. Nonetheless, the evaluation relied on a detailed and parallel review across database systems of the ILO's activities in the countries of the Western Africa subregion in order to mitigate this constraint.

Given the wide-ranging scope of topics, policy areas, programmes and services assessed, the evaluation was unable to explore each area with uniform thoroughness. The evaluation used complementary data collection techniques to mitigate this constraint and gain a balanced and satisfactory understanding of the ILO's work across all technical areas in the subregion.



03

- ▶ Decent work challenges in the western Africa subregion

▶ DECENT WORK CHALLENGES IN THE WESTERN AFRICA SUBREGION

Western Africa faces significant challenges in promoting, establishing and sustaining decent work. Although the contexts in each country may differ slightly, they share very similar challenges. The subregion is characterized by a complex socio-economic landscape, with a high prevalence of poverty, weak and under-resourced institutions⁶ and high unemployment rates for young people, especially young women. Unregulated informal employment is equally widespread and the most dominant sector, aggravating persistent socio-economic inequalities.

Other salient challenges that must be overcome in order to promote decent work in the ECOWAS region include addressing political instability, fostering inclusive economic growth, strengthening governance structures, combating discrimination, enhancing the implementation of developed labour market policies, improving working conditions, expanding social security coverage, fostering social dialogue and strengthening labour relations.

The following highlights also emphasize the importance of gender equality, sustainable development and the protection of workers' rights in the face of challenges enumerated in the context of decent work and the SDGs.

UNEMPLOYMENT CHALLENGES

Unemployment, particularly among young people and women, remains a critical issue in Western Africa. Deep-rooted inequalities, regional disparities in socio-economic status and political instabilities exacerbate the unemployment rates. For instance, based on new internationally adopted definitions, the Ghana Statistical Services estimated the overall unemployment rate in Ghana as of the third quarter of 2023 at 14.7 per cent, with 77.4 per cent of those being young people aged 15–35.⁷ In Nigeria, the unemployment rate in the second quarter of 2023 was 4.2 per cent but the proportion of workers in wage employment was 12 per cent.⁸

Despite the undeniable challenge of accessing timely and accurate data within the subregion, overwhelming evidence, including notable illegal migration, underscores the reality that youth unemployment is extremely high across Western Africa and continues to increase. Meanwhile, almost all Western African countries (Benin, Côte d'Ivoire, Nigeria and so on) face significant challenges in diverse ways in creating sufficient formal employment opportunities to absorb their respective growing workforces – especially among young people, who are in the majority. According to stakeholders, whereas in Ghana the unemployment crisis is partly driven by a mismatch between the skills of the labour force and the available job opportunities, in Nigeria the significant challenges of high youth unemployment are due to internal regional conflicts and pervasive economic disparities.

Another contributing factor to the unemployment situation is also the limited employability of the workforce. In sub-Saharan Africa, almost two out of every three young workers lack the education level expected to work productively on the job.⁹ This is because graduates and young people do not have opportunities for training to the level of skill required in the world of work. In many instances, there is a scarcity of traditional guidance or counselling to help young people into jobs.¹⁰ Apart from this, the training system and technical vocational institutions curriculum are obsolete and do not reflect the necessary framework to underpin current market realities in training provided.¹¹

6 Mei Celesta Regina Zegers and Godwin Kojo Ayenor, [Ending Child Labour and Promoting Sustainable Cocoa Production in Côte d'Ivoire and Ghana](#) (European Commission, 2021).

7 Ghana, Ghana Statistical Service, Labour Statistics 2023 Quarter 3 Bulletin (2023).

8 Nigeria, National Bureau of Statistics, Nigeria Labour Force Survey Q2 2023 (2023).

9 Gordon Betcherman and Themrise Khan, [Youth Employment in Sub-Saharan Africa Taking Stock of the Evidence and Knowledge Gaps](#) (IDRC, 2015).

10 Klaus F. Zimmermann, et al., [Youth Unemployment and Vocational Training](#), Foundations and Trends in Microeconomics, Vol. 9, Nos. 1–2 (2013) 1–157.

11 ECOWAS and ILO, ECOWAS Regional Decent Work Programme: January 2020–June 2023, 2020.

Although Côte d'Ivoire, Ghana and Nigeria have relatively better economies, infrastructure, institutional establishments and endowed human and natural resources, no country in the Western Africa subregion has demonstrated the necessary resilience to fully recover from the negative effects of the COVID-19 pandemic and the Russian–Ukraine war. These two unexpected occurrences have not only gravely affected job losses and livelihoods, especially in the hospitality industry, but have also increased food inflation, worsened food insecurity for vulnerable groups and considerably diminished the capacity of governments and the private sector to create jobs.

The informal sector dominates the labour market in Western Africa. It employs more than 70 per cent of the workforce and even more in countries such as Benin (93 per cent). While individual countries have diverse issues that affect their socio-economic development, the challenge of high prevalent rates in the unregulated informal sector appears very pervasive and a common feature in all countries. Informal employment often lacks social protection, job security and adequate working conditions leading to underemployment and the inability of the populace to break the vicious cycle of generational poverty. Vulnerable groups, including women, young people, persons with disabilities and rural communities, are disproportionately affected by high unemployment and the predominance of informal employment.

Despite the commendable work by the ILO and constituents in supporting small and medium-sized enterprises (SMEs) in the process of transition to formalize their businesses, recent focus group discussions with ILO staff members – as confirmed by the Ghana Employers' Association (GEA), the Nigeria Employers Consultative Association (NECA) and others – indicate that some stakeholders in the informal sector are still reluctant to fully formalize their businesses due to challenges in the formalization processes and perceived burdensome outcomes. They have cited barriers such as limited access to finance, unforeseen costs and regulatory burdens, including too many taxes and cumbersome procedures that significantly increase their costs of operation, rendering them uncompetitive. As a consequence, some quietly use various cost minimization measures, which may include the unacceptable use of child labour, forced labour, child trafficking and other labour rights violations, in order to reduce the cost of labour.

Insufficient job creation and gaps in the promotion of decent work in the informal sector. Constituents (for example, the Nigeria Labour Congress (NLC), the Trade Union Congress (TUC) of Nigeria and German Agency for International Cooperation (GIZ) staff members in Nigeria) acknowledge the positive achievements of the ILO in supporting job creation in the Western Africa subregion and repeatedly suggested the need for even more targeted interventions that promote job creation due to the huge unemployment and underemployment gaps that still persist. They expressed a need to support entrepreneurship and innovative approaches and to engage more strongly with the informal sector as well as the formal sector within the urban population. They emphasized that majority of the unemployed and underemployed young people are in the rural areas.

REGULATORY AND INSTITUTIONAL CHALLENGES

The policy, regulatory and institutional environment in Western Africa is often fragmented, with inconsistencies and overlaps that complicate efforts to enforce international labour standards and promote decent work. Interviews with stakeholders, including government officials, highlighted the challenges of implementing comprehensive labour regulations that cover both the formal and informal sectors. The need for more streamlined and coherent regulatory frameworks was a recurring theme. However, predominantly weak and poorly resourced institutions affect the inter-institutional coordination, communication and effective implementation required to create the enabling environment for the promotion and establishment of decent work conditions in Western Africa (see section 2.4 below, ACFTA example of the lack of proper coordination).

Monitoring and enforcement of labour laws remains a significant challenge, particularly in the informal sector. Stakeholders pointed to the lack of capacity and resources among regulatory agencies as major obstacles to effective monitoring and enforcement. Recent meetings with ILO staff members and local partners emphasized the need for better coordination and increased funding to strengthen labour inspection systems and ensure compliance with labour standards.

SOCIAL AND POLITICAL INSTABILITY

Political instability in some Western African countries poses a significant barrier to the promotion of decent work. Recent interviews with regional experts, including ILO staff members and stakeholders, highlighted the impact of political unrest on economic stability and labour market conditions (that is, in the Niger and Burkina Faso). They also indicated the difficulties faced in implementation due to security threats in parts of Nigeria, where Boko Haram is present. Related to these challenges are also frequent changes in government and leadership (such as ministers), which disrupt continuity and consistency in the implementation of agreed ILO programmes in the subregion.

These challenges underscore the need for resilient and adaptable policies that can withstand sociopolitical fluctuations. One such proposal that was frequently emphasized by stakeholders was to further strengthen the national tripartite mechanisms and build stronger subregional institutions, such as the Organization of Trade Unions of West Africa (OTUWA) and the Federation of West African Employers' Organizations (FOPA), to work closely with the ILO and ECOWAS. They reasoned that social protection and social dialogue are even more critical in the so-called politically volatile countries than the relatively stable ones, and the ILO could leverage its credibility and work with other UN agencies in such areas, in which there is a need for more practical interventions in terms of social protection without unnecessarily putting staff members at risk.

Social inequities, including gender discrimination, continue to affect access to decent work in most countries in the subregion. Concerns about gender gaps in the labour market in Western Africa are well documented.¹² Women are twice as likely to be unemployed as men, while even in employment, women face segregation in terms of the sector, occupation and type of employment relationship, resulting in their restricted access to quality employment. For instance, 82 per cent of women in ECOWAS countries were in vulnerable forms of employment in 2017, compared to 72 per cent of men.¹³ In some districts in the cocoa belt in Ghana, gender inequality was reported as one of the root causes of child labour, where unpaid employment and self-employment rates for women were higher, with about two thirds (67.4 per cent) of women not receiving any income from their employment and being dependent on others for sustenance¹⁴.

Stakeholders underlined the need for more inclusive policies that promote gender equity and protect the rights of marginalized groups. Recent discussions with trade unions and CSOs highlighted ongoing efforts to address these issues, but also pointed to the need for stronger legislative support and enforcement mechanisms.

LIMITED INSTITUTIONAL CAPACITY AND COORDINATION CHALLENGES

Institutional capacity in most countries and within ECOWAS itself remains a critical barrier to the effective implementation of decent work policies. Recent focus group discussions with ILO staff members and government officials across the subregion revealed significant gaps in capacity, particularly in areas such as the policy implementation of planned programmes, as well as monitoring and enforcement. Stakeholders emphasized the need for continuous capacity-building and support for respective institutions, including ECOWAS, in order to enhance their ability to deliver on decent work commitments.

However, ILO staff members in Western Africa also pointed out resource limitations within the ILO itself, with one staff member for example noting that “[w]hile the ILO strives to address the needs of the region comprehensively, resource constraints sometimes hinder our ability to respond effectively to all demands”. Hence, enhanced participatory process beyond the traditional constituents and meticulous priority-setting will be crucial for resource mobilization and allocation.

Effective coordination among stakeholders is essential for promoting decent work, yet challenges remain in ensuring consistent and cohesive collaboration. Interviews with representatives of various government ministries and international organizations highlighted the

¹² ILO, *World Employment and Social Outlook: Trends 2018*, 2018.

¹³ ECOWAS and ILO, ECOWAS Decent Work Programme: January 2020–June 2023.

¹⁴ Godwin Kojo Ayenor, “Final Evaluation: Adwuma Pa – Ghana” (United States Department of Labor, 2023).

need for better coordination mechanisms in order to avoid the duplication of efforts and ensure that interventions are better aligned with national and regional priorities.

One important gap that represents a classic example of the challenge of the lack of proper coordination was identified recently, when it was revealed that despite the secretariat of the African Continental Free Trade Area being headquartered in Accra to promote continental trade among member States, it had not involved the GEA, the NECA, the OTUWA, the TUCs and other constituents until the ILO facilitated such collaboration. Given the Free Trade Area's clear mandate on trade in the face of bilateral, multilateral agreements and even within the framework of ECOWAS, it was a key gap that, although labour rights are an indispensable component of decent work and sustainable development, the established subregional and continental institutions that uphold these principles were virtually ignored. There had been virtually no consultation and coordination hitherto to involve the employers' and workers' organizations in the respective member States.

Engaging a broad range of stakeholders, including government agencies, employers, workers and civil society, is critical for the success of decent work initiatives. In Western Africa, countries such as Côte d'Ivoire, Ghana and Nigeria have relatively stronger economies and improved physical and institutional infrastructures than the average country. Hence, tripartism and social dialogue are relatively more advanced in these countries. However, even in these countries, there are many derivatives of the same trade unions. Thus, a stronger national entity or workers' union would further enhance improved social dialogue and tripartism in addressing labour matters.

Generally, the less endowed countries in Western African subregion (that is, Liberia, the Niger, Togo) tend to have weak social dialogue among the constituents and other stakeholders, leading to less mature tripartite systems, which in turn make some of them more susceptible to political influence.

ADDRESSING ENVIRONMENTAL CONSIDERATIONS

The integration of environmental sustainability into the Decent Work Agenda is becoming increasingly important. Recent discussions with the National Council on Climate Change in Nigeria and the Environmental Protection Agency in Ghana have highlighted the need for meticulous implementation of policies that promote green jobs and sustainable economic growth. Stakeholders emphasized the importance of aligning labour policies with environmental goals in order to ensure that economic development does not come at the expense of the environment. Illegal mining has become a serious menace that destroys the ecosystem, including through the pollution of water bodies, causing deforestation and the destruction of cocoa farms (that is, in Ghana). However, the ECOWAS DWP did not highlight environmental concerns as one of the key priorities of the Western Africa subregion.

Creating green jobs presents both opportunities and challenges. Interviews with stakeholders involved in environmental initiatives revealed that while there is significant potential for job creation in sectors such as renewable energy and sustainable agriculture, there are also challenges related to skills development, financing and market access. These challenges need to be addressed to fully realize the potential of green jobs to contribute to both economic growth and environmental sustainability.

Overall, the challenges to promoting decent work in Western Africa are therefore complex and multifaceted, requiring a comprehensive and coordinated approach. The ILO's efforts to address these challenges are critical for achieving sustainable development and improving the lives of workers, especially in informal and rural areas across the region, in order to minimize the extent of illicit labour migration.

Overcoming these challenges requires the concerted efforts of governments, employers, workers, civil society, the informal economy, the rural population and international organizations such as the ILO to advance the core mandate of promoting decent work in the Western Africa subregion.



04

- ▶ ILO programme of support in Western Africa, 2018–23

▶ ILO PROGRAMME OF SUPPORT IN WESTERN AFRICA, 2018–23

OVERVIEW OF THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES IN WESTERN AFRICA

In the period 2018–23, over US\$37.6 million was allocated to the Western African subregion through 84 development cooperation projects.¹⁵ All nine countries in the subregion are members of ECOWAS, which has a dedicated DWP. The subregion is characterized by a combination of low-income and lower-middle-income countries,¹⁶ which are predominantly anglophone or francophone. Over the period 2018–23, the ILO supported seven of those nine countries in the execution of a DWCP. Two countries (Liberia and Niger) did not have a DWCP under implementation during the period of the evaluation. In 2023, three countries (Côte d'Ivoire, Ghana and Nigeria) had a third DWCP at an advanced drafting stage or under execution (table 3).

TABLE 3: DWCP PERIODS

DWCP STATUS PER COUNTRY	2018	2019	2020	2021	2022	2023
Benin					DWCP1	
Burkina Faso			DWCP2			
Côte d'Ivoire	DWCP2 (not validated)					Draft DWCP3
Ghana						Draft DWCP3
Liberia						
Niger						
Nigeria	DWCP2					DWCP3
Sierra Leone						DWCP1
Togo		DWCP2				Extension
ECOWAS			DWP1			

The DWCPs¹⁷ formulated between 2018 and 2023 generally featured two to three priorities, primarily employment, social protection and international labour standards (table 4). However, in general, all the ILO's policy outcomes were integrated in the DWCPs either as outcomes or outputs under one priority or by being mainstreamed in the narrative of the document. Therefore, the ILO's results in the Western Africa subregion spanned eight outcome areas:¹⁸ (a) employment, (b) sustainable enterprises, (c) gender equality, (d) international labour standards supervision, (e) protection for all at work, including labour migration, (f) skills, (g) social dialogue and (h) social protection.

¹⁵ Based on data obtained from ILO, "ILO Development Cooperation Dashboard".

¹⁶ <https://ilostat.ilo.org/resources/concepts-and-definitions/classification-country-groupings/>

¹⁷ <https://www.ilo.org/resource/other/decent-work-country-programmes-africa-region>

¹⁸ For the countries' decent work results and programme outcomes, see: <https://www.ilo.org/IRDashboard/>. For the global outcomes targeted by the ILO, see for example, ILO, [Programme and Budget for the Biennium 2022–23](#), 2021.

TABLE 4: POLICY OUTCOMES PRIORITIZED IN THE DWCPs

POLICY OUTCOMES	OUTCOME 1 STRENGTHENING EMPLOYER'S AND WORKERS' ORGANIZATIONS	OUTCOME 2 INTERNATIONAL LABOUR STANDARDS	OUTCOME 3 EMPLOYMENT	OUTCOME 4 ENTERPRISES	OUTCOME 5 SKILLS	OUTCOME 6 GENDER EQUALITY	OUTCOME 7 PROTECTION FOR ALL	OUTCOME 8 SOCIAL PROTECTION
Benin	●	●	●	●	●	●	●	●
Burkina Faso	●	●	●	●	●	●	●	●
Côte d'Ivoire	●	●	●	●	●	●	●	●
Ghana	●	●	●	●	●	●	●	●
Liberia								
Niger								
Nigeria	●	●	●	●	●	●	●	●
Sierra Leone	●	●	●	●	●	●	●	●
Togo	●	●	●	●	●	●	●	●

● DWCP priority

● DWCP outcome, output or indicator

● Mainstreamed

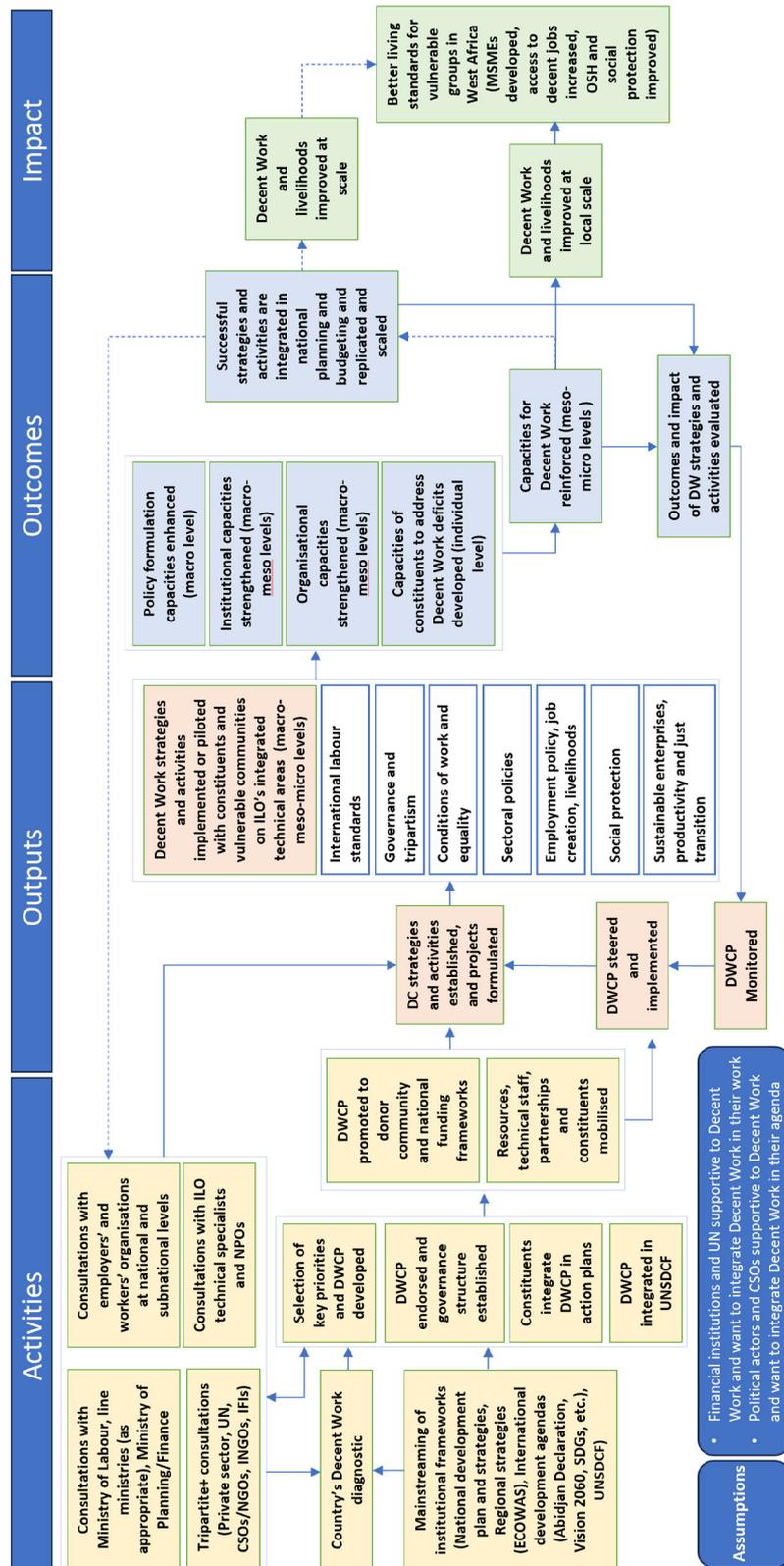
Several DWCPs developed during the period under evaluation were formulated with a theory of change. The review of available theories of change and the evaluation's consultations with informants have allowed the evaluation to reconstruct a simplified theory of change (see figure 4), which presents causal pathways that are overall consistent with (a) the corporate guidelines for DWCPs,¹⁹ (b) the DWCPs of the Western Africa subregion, (c) the strategies and activities implemented in the subregion, (d) the expectations of informants and (e) the intended DWCP outcomes. In particular:

- ▶ Activities feature the consultations carried out during the drafting of the DWCP, as well as a mainstreaming of institutional development frameworks and a decent work country diagnostic.
- ▶ At the output level, the DWCPs are set to guide integrated decent work strategies and activities and a mobilization of resources to implement development cooperation projects.
- ▶ At the outcome level, the delivery of policy and technical assistance is expected to build the institutional, organizational and individual capacities of constituents and stakeholders to take on and respond to the Decent Work Agenda. The uptake and implementation of pilot interventions are expected to bring change at the local level and successful strategies and activities are aimed to be institutionalized and replicated to bring change at scale.
- ▶ The impact is expected to record an improvement in living standards and working conditions of target populations across selected policy outcomes.

¹⁹ ILO, "ILO Decent Work Country Programmes Guidance 2020: Review and Approval Process", 2020.

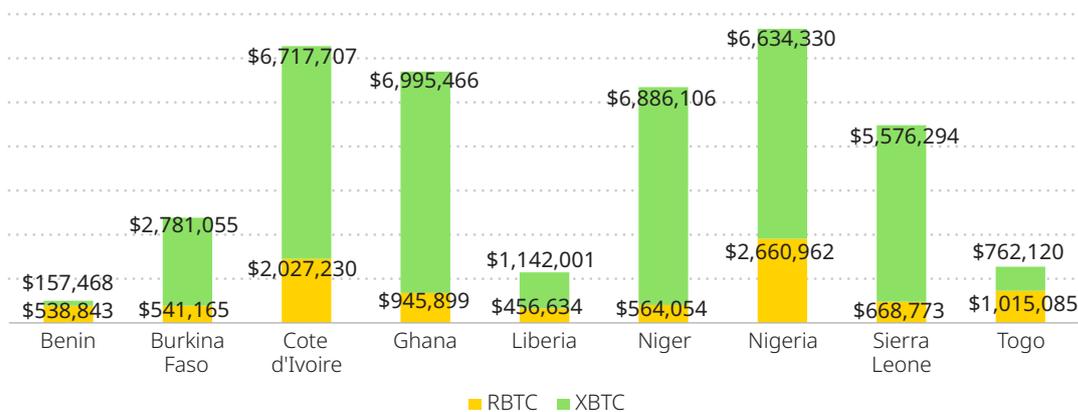
Section 4.2 below analyses and discusses the theories of change of the DWCPs in the Western Africa subregion vis-à-vis the evaluation's reconstructed theory of change.

FIGURE 4: SIMPLIFIED THEORY OF CHANGE OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WESTERN AFRICA



The ILO has implemented a growing and large portfolio of development cooperation projects over time. In 2018, 23 such projects were under implementation across the Western Africa subregion, with up to 63 projects in execution in 2023. Countries have unevenly benefited from an expanding portfolio of development cooperation projects. Five countries have mobilized over 85 per cent of the total XBDC funding during the period under review (over US\$37.6 million). Four countries mobilized more than US\$7 million, namely Côte d'Ivoire, Ghana, Liberia and Nigeria (figure 5); two countries mobilized between US\$3 million and US\$5 million, namely Burkina Faso and Sierra Leone; and three countries mobilized less than US\$1.5 million across the three biennia, namely Benin, Liberia and Togo. Regular budget technical cooperation (RBTC) funding (over US\$9.4 million) has been channelled to all nine countries but in different proportions. Nigeria and Côte d'Ivoire jointly received close to 50 per cent of the overall RBTC funding over the period.

FIGURE 5: XBDC AND RBTC PROJECT IMPLEMENTATIONS IN THE NINE COUNTRIES OF THE WESTERN AFRICA SUBREGION



Source: XBDC Dashboard 2018–23, XBDC expenditure details; FINANCE Department – 2018–23, RBTC expenditure details.

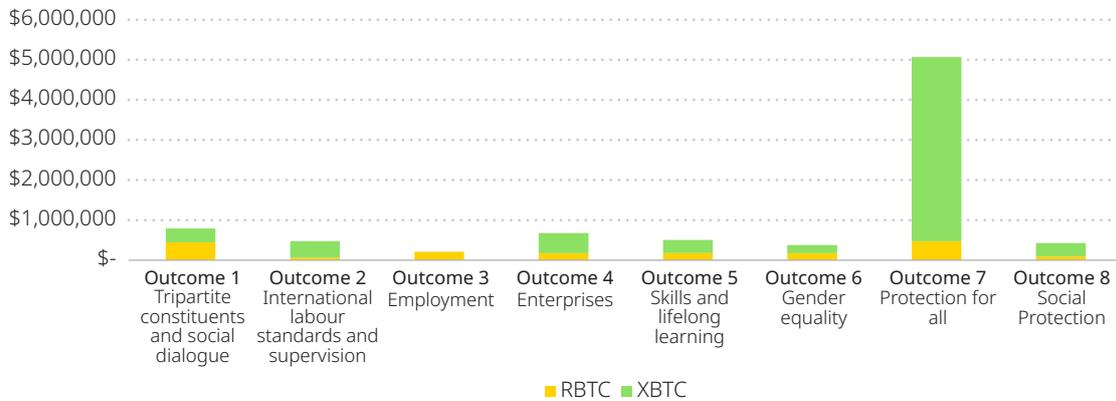
The ILO's operations in the nine countries of the Western Africa subregion are overseen through CO-Abidjan and CO-Abuja and receive technical support of DWT/CO-Dakar, where most of the Western Africa DWT specialists are based. CO-Abidjan is responsible for Benin, Burkina Faso, Côte d'Ivoire, the Niger and Togo, while CO-Abuja is responsible for Ghana, Liberia, Nigeria, Sierra Leone and ECOWAS.²⁰ The DWT includes specialists in 11 fields: employment, employment-intensive investment programmes, enterprises development, gender equality and diversity, international labour standards and labour law reform, OSH, social dialogue, social protection, statistics, support for employers' organizations and support for workers' organizations.

CÔTE D'IVOIRE

The DWCP II (2017–20) established two priorities for Côte d'Ivoire in order to address decent work deficits, that is (a) increased opportunities for productive, decent and sustainable employment for young people, women and persons with disabilities, and (b) strengthening the protection of workers. The DWCP was not officially adopted by the Government but served as a reference policy framework for the ILO. During the period 2018–23, the ILO contributed to 14 CPOs in Côte d'Ivoire spanning all global programme and budget policy outcomes. Most of those CPOs were delivered by pooling multiple development cooperation projects. RBTC and XBDC resources (figure 6) were primarily mobilized for CPOs targeting adequate and effective protection at work for all (CIV104 and CIV901, outcome 7), with projects addressing decent work deficits in relation to child labour, labour migration and OSH.

²⁰ The 15 members of ECOWAS are Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, the Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, the Niger, Nigeria, Senegal, Sierra Leone and Togo.

FIGURE 6: XBDC AND RBTC EXECUTIONS PER POLICY OUTCOME IN CÔTE D'IVOIRE



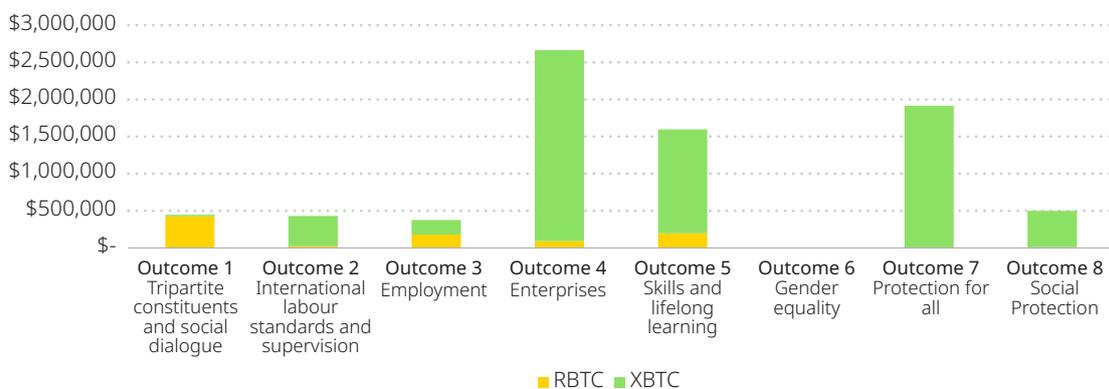
Source: XBDC Dashboard 2018–23, XBDC expenditure details; FINANCE Department – 2018–23, RBTC expenditure details.

GHANA

The social partners in Ghana identified three priorities for the draft DWCP III (2023–28) in the country: (a) increasing decent and sustainable Jobs; (b) expanding social protection coverage; and (c) promoting rights at work in line with international labour standards. During the period 2018–23, the ILO contributed to eight CPOs in Ghana spanning all global programme and budget policy outcomes (see table 5). Significant efforts were committed to establishing sustainable enterprises as generators of employment and promoters of innovation and decent work (GHA103 and GHA105, global policy outcome 4).

RBTC and XBDC resources (figure 7) were primarily mobilized for CPOs targeting enterprises (GHA103, outcome 4) with projects such as the Sustaining Competitive and Responsible Enterprises (SCORE) programme and the Productivity Ecosystems for Decent Work (PE4DW) programme. Other CPOs mobilizing significant resources targeted child labour (GHA901, outcome 7), with projects such as the Accelerator Lab 8.7 and Productivity Ecosystems for Decent Work, and Skills (GHA105, outcome 5) with Skill-Up Ghana (Upgrading skills for the changing world of work).

FIGURE 7: XBDC AND RBTC EXECUTIONS PER POLICY OUTCOME IN GHANA



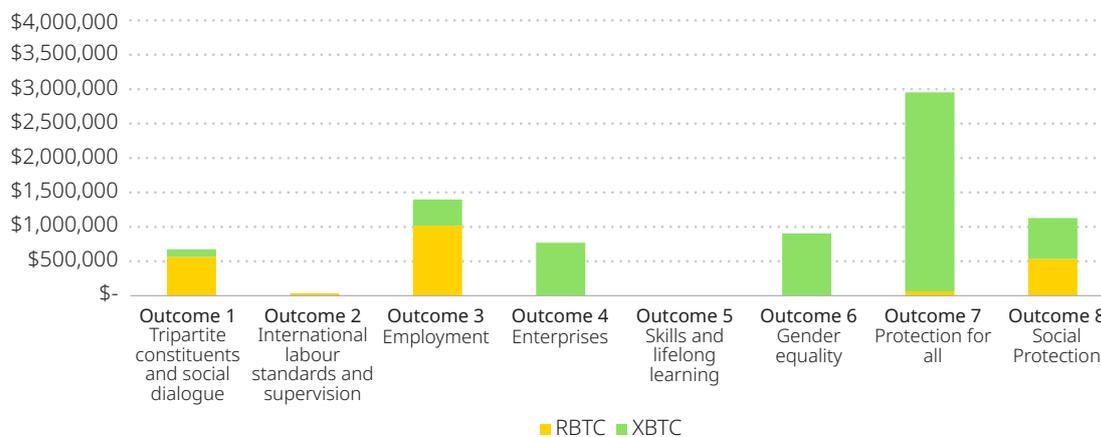
Source: XBDC Dashboard 2018–23, XBDC expenditure details; FINANCE Department – 2018–23, RBTC expenditure details.

NIGERIA

Nigeria released the DWCP II (2015–18) with three priorities, (a) employment and wealth creation; (b) social protection; and (c) building the capacities of constituents. These priorities were partly revised with the DWCP III (2023–27), which aims to reinforce the National Development Plan (2021–25) strategy on the creation of decent work for women, men, young people and persons with disabilities through the development of MSMEs, skills and investment in a sustainable business environment. Other points of alignment between the National Development Plan and the DWCP III include a gender-responsive governance system for the realization of fundamental principles and rights at work and improved social protection coverage for Nigerians. The DWCP III of Nigeria formulated three key strategic priorities: (a) job creation for women, men, young people and persons with disabilities; (b) rights at work; and (c) extending social protection.

Over the period 2018–23, the ILO contributed to 10 CPOs across all global programme and budget policy outcomes, except outcome 5 (Skills and lifelong learning to facilitate access to and transitions in the labour market). RBTC and XBDC resources (figure 8) were primarily mobilized for CPOs targeting adequate and effective protection at work for all (NGA901, NGA904; outcome 7), with projects addressing decent work deficits in relation to child labour, labour migration and OSH, as well as CPOs targeting sustainable enterprises as generators of employment and promoters of innovation and decent work (NGA103, outcome 4), for example with projects promoting gender equality and formalization through women's entrepreneurship development in Nigeria.

FIGURE 8: XBDC AND RBTC EXECUTIONS PER POLICY OUTCOME IN NIGERIA



Source: XBDC Dashboard 2018–23, XBDC expenditure details; FINANCE Department – 2018–23, RBDC expenditure details.

ECOWAS

After a participatory and thorough diagnosis in 2017, ECOWAS and the ILO developed the ECOWAS DWP 2020–23 (extended to 2026), which is built around three regional priority areas identified by the Commission and validated by the ECOWAS Social Dialogue Forum. The regional priority areas and their associated outcomes were identified in a diagnostic study and after a series of consultations and validation with the relevant units and directorates of the Commission. The priorities identified are all aligned to international and regional development frameworks, including the 2030 Agenda for Sustainable Development, the AU Agenda 2063 and the Abidjan Declaration of 2019, as well as the ILO Programme and Budget for 2022–23. The priorities of the DWP are (a) promoting employment opportunities; (b) extending social protection coverage; and (c) implementing international labour standards.



05

▶ Evaluation findings

EVALUATION FINDINGS

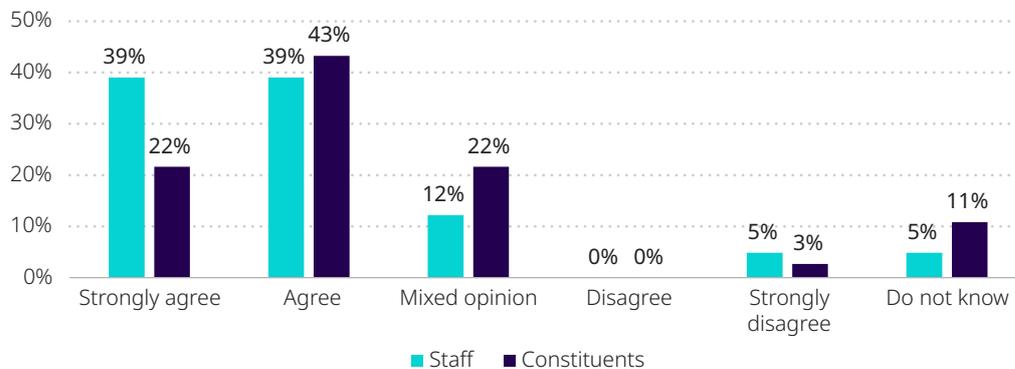
RELEVANCE

This section explores the relevance of the ILO's programmes relative to Western Africa countries' needs for promoting decent work since 2018. To do so, it focuses on the extent to which the programmes (a) were aligned with the needs of the constituents and final beneficiaries, including vulnerable groups; (b) were relevant to, and aligned with, national, regional and international development frameworks as well as ILO programme and budget outcomes; (c) facilitated the alignment of XBDC-funded projects with ILO programmes and budgets; and (d) integrated gender equality and non-discrimination.

Western Africa

The process guiding the formulation of a DWCP grounds its development in the needs of the constituents. As per the ILO's guidance document,²¹ "The design of a DWCP is a participatory process that must be owned and led by ILO constituents". On various occasions, informants indeed indicated that progress had been made in delegating the ownership of the DWCP to the constituents. DWCP documents have been often derived from a country situation analysis of decent work that was carried out by or with the partners and with the support of the ILO. In addition, the results matrices have generally been formulated by the tripartite partners at a workshop and these result matrices (priorities, outcomes, outputs and so on) have been agreed by partners in terms of what they want to focus on and achieve through the implementation of the DWCPs over a period of time. The project evaluations synthesis report noted that project and programme teams used different approaches to ensure alignment with stakeholder needs, including bipartite, tripartite and beneficiary group consultations, extensive and inclusive scoping stages, presentation and validation workshops, and diagnostic studies. The use of country studies and needs assessments at the design stage was found to play a significant role in ensuring that interventions were adapted to local contexts and identifying key entry points, challenges and relevant actors. For a majority of respondents to the evaluation's surveys, the ILO's decent work strategies and activities over the period 2018 to present have been aligned to the priorities of the ILO's constituents (figure 9). Informants further commended the adoption of a tripartite model that includes additional stakeholders in the formulation of the DWCPs for Côte d'Ivoire and Nigeria.

FIGURE 9: ASSESSMENT OF THE ALIGNMENT OF THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES WITH THE PRIORITIES OF ITS CONSTITUENTS



Source: Independent evaluation survey, 2024.

²¹ ILO, "ILO Decent Work Country Programmes Guidance 2020: Review and Approval Process, version 2 – PROGRAM", October 2022.

Although the ILO's DWCP strategies and activities responded in many cases to the priorities and needs of both constituent groups and final beneficiaries, the evaluation also noted some variations that left room for better ensuring that interventions are relevant to the needs of the constituents and final beneficiaries, including vulnerable groups. Informants indicated that the involvement of line ministries and public institutions in the formulation of DWCPs was variable, ultimately creating gaps in needs assessments. One survey respondent, for example, mentioned being responsible for OSH in an institution under the ministry of labour but having only sporadic contacts with the ILO, despite the decent work activities of the respective CO in liaising and interacting very well with the ministry of labour and the labour department. Several informants also reported that there was room for better assessing needs at the subnational and local levels and with rural communities. One public sector informant in Nigeria, for example, questioned the adequacy of the alignment and prioritization of the ILO's strategies and activities in comparison to the size of the informal sector in the country. Representatives of workers' organizations were sometimes of the view that they were adequately consulted to validate or amend reports but not adequately consulted to participate in their elaboration and implementation. A few representatives of workers' organizations mentioned that DWCP strategies and activities were primarily owned by the government. In some cases, it was indicated that constituents' ownership was concentrated at the management level and that there was limited sharing and cascading to other members of the organization. A few informants also highlighted the importance of broadening consultations in the case of interventions aiming to be scaled up, both during the design and implementation phases, in order to facilitate appropriation. The tripartite model that includes additional stakeholders was highlighted as a good practice that still remains to be established as the ILO's modus operandi. Informants also pointed out that internal coordination within the ILO could be strengthened when formulating DWCPs, in particular with ACT/EMP and ACTRAV.

The project evaluations synthesis report also noted recurrent challenges with the lack of appropriate constituent engagement, sometimes due to limited social dialogue in project countries, disinterest or poor planning. In one case for example, a project in Burkina Faso on youth employment that responded to the general needs of institutions and target groups was found by many stakeholders to be confronting a mismatch in the specific focus of the project and the actual needs of its target groups, as the intervention did not consider the informal and rural sectors, leading to important missed opportunities.

The ILO's work is relevant to the UN development cooperation frameworks although variously leveraged. DWCPs must be reviewed by the UN Resident Coordinator to confirm their alignment with the cooperation framework. The ILO issued some complementary guidance in 2020, outlining the interest and importance of the UN cooperation framework for the ILO and how to successfully contribute to the UN cooperation framework process. The review of the UNSDCF for the countries of the Western Africa subregion show consistent but different degrees of integration of the ILO's decent work strategies and activities, depending on the national agenda and the resource mobilization prospects. In the UNSDCF for Benin for example, the ILO is referred to under 1 output under 1 of 3 outcomes and a total of 12 outputs of the cooperation framework. The output for which the ILO is among the implementing partners (output 1.3) focuses on strengthening the capacities for decent work of vulnerable groups, including young people and women. However, the ILO is not referred to among the agencies contributing to outcome 2 on social protection (with five outputs). The ILO's support for the UNSDCF for Côte d'Ivoire is more extensive, with a contribution to 6 of 8 outcomes (outcome 2, "Enterprises", outcome 4, "Social protection", outcome 5, "Employment", outcome 6, "Gender equality", outcome 7, "Green and just transition" and outcome 8, "Information systems/data management") through 11 of 28 outputs. The evaluation noted diverse opinions regarding the positioning of the ILO in the UNSDCF. Some informants stressed the importance for the ILO to open windows and plan for providing support to national constituents and cooperating with UN partners across its range of technical areas. However, other informants pointed out the risk of spreading resources too thinly, with diminished impact. The evaluation did not find clear guidance or institutional lessons available to staff to arbitrate between both positions, but rather a case-by-case approach. A few technical staff members also challenged the usefulness and value for money of the DWCP in the context of their content being now cut and

pasted in the UNSDCF. Over-busy technical specialists suggested sometimes to concentrate instead on the UNSDCF to save time and efforts and avoid being called twice for technical guidance, that is, once during the elaboration of the DWCP and a second time during the development of the UNSDCF. However, other informants indicated that the UNSDCF had not diminished the relevance of the DWCP, primarily as it forms a platform for consultative and social dialogue with constituents.

The ILO's work is aligned with national, regional and global development frameworks. The Addis Ababa Declaration of 2015 underscores the necessity of decent work for sustainable development and highlights the progress in mainstreaming decent work into national policies. It also aligns with the AU's Agenda 2063 and the SDGs, in particular SDG 8, which prioritizes decent work and economic growth.²² Similarly, the Abidjan Declaration of 2019 reiterates the importance of a human-centred approach to work, focusing on youth employment, gender equality, social protection and the transition from the informal to the formal economy.²³ The DWCPs in the subregion align with these commitments (table 4) by addressing challenges across the ILO's policy outcomes.

According to the project evaluations synthesis report, many evaluations found that project objectives and designs showed a clear orientation towards a commitment to achieving SDG targets, with some providing evidence of work towards national priorities supported by the UN, including the UNDAF and the United Nations Sustainable Development Partnership processes, sometimes providing information that contributes to specific outcomes and outputs. A key priority area for many ILO interventions, as well as the Côte d'Ivoire DWCP, was SDG 8, which aims to foster sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, along with some of its targets.²⁴ In particular, several interventions in the subregion aimed to make progress towards implementing SDG target 8.7 of the 2030 Agenda. Interventions were also aligned with SDGs 1, 2, 4, 5, 10 and 13.

About 93 per cent of ILO staff members responding to the evaluation survey strongly agreed or agreed that the ILO's decent work strategies and activities were aligned with the ILO's mandate and programme budget. The DWCP guidelines require feedback on the draft DWCP from the Regional Office for Africa and from the Quality Assurance Mechanism members (EVAL, GEDI, PARTNERSHIPS and PROGRAM). Informants from PARTNERSHIPS and from GEDI indicated reviewing draft DWCPs as well as project documents (PRODOCs). According to an informant in GEDI, this review helps to reflect global priorities in these documents but also serves as a feedback loop, informing the design of global policy outcomes with national decent work strategies and activities.

The evaluation noted an improved alignment but still some different expectations or perspectives among the ILO staff members and constituents regarding the scope, ownership and objectives of DWCPs. Altogether, informants indicated an improvement in their understanding of the role and structure of DWCPs over the period 2018–23. However, not all constituents were still on the same page when it comes to some specificities, such as the attribution of responsibilities for steering, funding and monitoring the DWCP. The evaluation did not consult many examples of tailored documentation, training materials or terms of reference presenting for each type of constituency the roles and responsibilities vis-à-vis the DWCP. Another caveat presented by constituents regarded the integration of DWCPs into financial planning and budgets and the lack of standard operating procedures. In that regard, one objective that has been only partly mainstreamed and rarely referred to in the DWCPs is any intended scaling-up pathways and therefore the level of technical assistance, funding requirements and partnerships committed to this endeavour. While the DWCPs typically encompass a wide range of – if not all – policy outcomes, this broad scope offers opportunities for integrating interventions across various technical areas and for mobilizing and channelling resources as they become available throughout the DWCP cycle. Nonetheless, this extensive coverage also poses a risk of diluting impact and limiting the effectiveness of interventions. Furthermore, most DWCPs are not explicit about the integrated programme approaches that needs to be pursued, despite acknowledging the multifaceted causes of decent work deficits.

22 ILO, [Addis Ababa Declaration: Transforming Africa through Decent Work for Sustainable Development](#), AFRM.13/D.8, 2015.

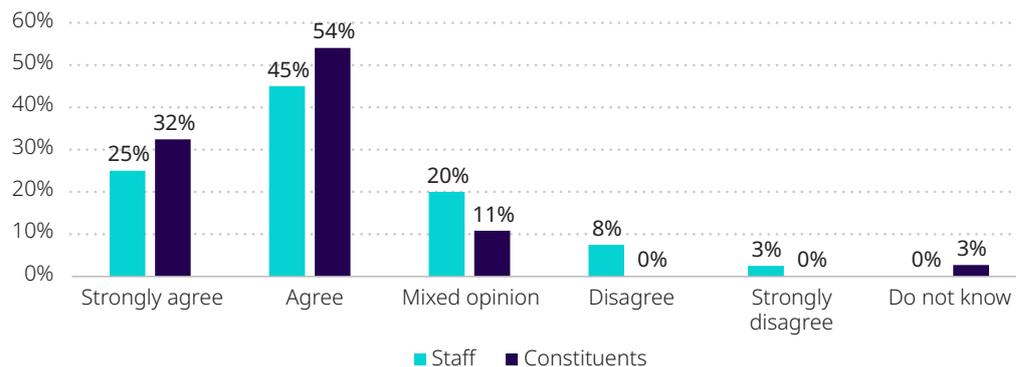
23 ILO, [Abidjan Declaration: Advancing Social Justice: Shaping the Future of Work in Africa](#), AFRM.14/D.4(Rev.), 2019.

24 SDG targets 8.3, 8.4, 8.5, 8.6, 8.7 and 8.8.

Strategic frameworks such as DWCPs and CPOs are progressively integrating gender equality and non-discrimination. Gender equality and non-discrimination became a global policy outcome in the Programme and Budget for 2020–21. Informants indicated an improvement over time in integrating this agenda in the DWCP strategies and activities. The review of the DWCP goes also to GEDI and the checklist for quality assurance features a section on gender equality and non-discrimination.

As noted above (table 4), six out of seven DWCPs reviewed by the evaluation feature gender equality and non-discrimination as an outcome, output or indicator. Informants mentioned mainstreaming and strengthening gender equality, with interventions targeting the informal sector and women's empowerment, in communication campaigns on joining the universal health coverage system and subscribing to the Social System for Self-Employed Workers (RSTI), and in the establishment and capacity-building of agricultural and market food cooperatives run by women. Survey respondents were overall positive about the extent to which the ILO's decent work strategies and activities take into account gender, non-discrimination and the inclusion of persons with disabilities (figure 10).

FIGURE 10: ASSESSMENT OF THE INTEGRATION OF GENDER, NON-DISCRIMINATION AND THE INCLUSION OF PERSONS WITH DISABILITIES IN THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES



Source: Independent evaluation survey, 2024.

In a few instances, informants indicated the need for guidelines on mainstreaming gender equality and non-discrimination into CPOs, which exist but might deserve to become more visible.²⁵ It was also mentioned that the ILO's planning frameworks were quite gender-sensitive, but implementation was generally "gender neutral" (see also section 4.3 on effectiveness). The evaluation also noted some level of consensus among informants that the ILO's decent work strategies and activities do not sufficiently account for persons with disabilities.

Côte d'Ivoire

Constituents and beneficiaries in Côte d'Ivoire considered the ILO's decent work strategies and activities in the country to be very relevant. The Côte d'Ivoire DWCP II (2017–20) was based on two priority axes: (a) increasing productive, decent and sustainable employment opportunities for young people, women and persons with disabilities and (b) strengthening the protection of workers. These priorities were aligned with the National Development Plan for 2016–20 and the UNDAF for 2017–20. The DWCP was also responsive to the AU's Agenda 2063 for the development of Africa.

The DWCP II was designed using a participatory and inclusive approach but was not formally adopted by the Government and was not validated through a tripartite workshop. This led to challenges in implementation, primarily a lack of coordination and insufficient resources. Nevertheless, according to ILO staff members, the DWCP II informed programming beyond its period of reference.

²⁵ ILO, "Guidance Note : Gender Equality Marker and Non-Discrimination Tags", 2024.

The ILO developed 14 CPOs during the period 2018–23. Constituents and beneficiaries interviewed by the evaluation assessed the ILO's interventions as useful and responding to their needs and national priorities, including to address challenges related to child labour, labour migration, employment and social protection. Several informants shared positive opinions on the ILO's interventions, which integrate technical areas and aim at making improvements on several policy outcomes. One example is the work carried out to fight child labour, which spans formalization, skills development, social protection and OSH. Beneficiaries also commended the interventions that have contributed to improving livelihoods, for example by supporting the establishment of cooperatives of women or the Associations Villageoises d'Épargne et de Crédit (AVEC). Representatives of workers' organizations also reported that the ILO's contribution to the establishment of an inter-union platform responded to a need and was supportive of social dialogue.

Ghana

Constituents in Ghana indicated that the ILO's decent work strategies and activities reflected their needs. According to the project evaluations synthesis report, the ILO has used a “penholder” approach in Ghana, whereby expertise was provided to support national stakeholders with guidance and direction of discussions and national consultants were recruited to support the drafting of national action plans. This approach was found to be very appropriate to ensure that the needs of constituents and stakeholders were addressed and met. Several projects were also found appropriately designed as accounting for the needs of stakeholders. Informants commended for example the assessments conducted by the ILO under the SCORE project (box 1).

► Box 1: Beneficiary's views on the relevance of ILO's work.

Under the SCORE project and other ILO flagship projects, the ILO and other stakeholders (GIZ, the Swiss State Secretariat for Economic Affairs, the Norwegian Agency for Development Cooperation and the Government of Ghana) provided collective support to women entrepreneurs in apparel and garment manufacturing. These beneficiaries are officially known as the **Association of Ghana Apparel Manufacturers (AGAM)**, a private organization in the textile apparel and garment sector. AGAM is primarily set up to promote the interests of its members and the sector. One of its main roles includes advocacy, focusing on the interests of the members, 80 per cent of whom are women. The multifaceted technical, market-access opportunities, advocacy, policy advancing support that the ILO and other stakeholders have offered AGAM have been based on a comprehensive needs assessment, including a strength/weaknesses/opportunities/threats analysis. It was found that the ILO's approach and interventions were appropriately designed and contribute to the achievement of AGAM's results.



In 2022, the ILO initiated the development of the third generation of Ghana's DWCP (2023–27). The draft DWCP III is mainly anchored on a diagnostic study²⁶ that highlights the need to create the conditions for the Ghanaian private sector to propel growth and create ample employment opportunities, especially for young people. This includes the formalization of the informal economy, the modernization of agricultural production and the promotion of green jobs in the country. The priorities identified in the draft DWCP III²⁷ are aligned with Ghana's national development strategy and support Ghana's National Medium-Term Development Policy Framework (2022–25). Ghana's draft DWCP III builds on the lessons derived from DWCP I and II and other ILO programmes in the country, leading for example an emphasis on and response to the importance of bridging the skills gap among women and young people for increased income-generating activities and job security.

²⁶ ILO, “Diagnostic Report: Ghana Decent Work Country Programme III”, 2018.

²⁷ ILO, “Final Draft DWCP III for Ghana (2023–27)”, 2023.

Nigeria

The ILO implemented ten CPOs during the period 2018–23. The ILO interventions supported, for example, the development of coherent policies to support economic growth, employment/income generation, and strengthened partnerships (NGA101), as well as the promotion of employment creation through women and youth entrepreneurship and gender equality (NGA103). Such outcomes were aligned with Nigeria's National Development Plan 2021–25, which formulated the objectives of economic diversification and robust MSMEs, investment in infrastructure, security, good governance, education and a healthy population, poverty alleviation, and economic and social development across states.²⁸

In Nigeria, the ILO programmes from the 2018–23 period have predominantly concentrated on poverty alleviation through sustainable and productive job creation. Informants among the tripartite assessed positively the relevance of the ILO's interventions. Representatives from CSOs/NGOs also acknowledged the responsiveness of the ILO's decent work strategies and activities to their needs and to the priorities of vulnerable communities, including the informal sector.

The ILO initiated the development of the DWCP III in Nigeria in 2023, the overall goal of which reinforces the National Development Plan (2021–25) strategy on the creation of decent work for women, men, young people and persons with disabilities through the development of MSMEs, skills and investment in a sustainable business environment. Other points of alignment between the National Development Plan and the DWCP III include a gender-responsive governance system for the realization of fundamental principles and rights at work and improved social protection coverage for Nigerians.

ECOWAS

The ILO collaboration with ECOWAS in the period 2018–23 aimed at responding to the priorities and needs of constituents, beneficiaries and stakeholders. Evaluation informants were only of the view that the strategies and programmes formulated with the ILO were aligned with subregional challenges and the ECOWAS areas of work, with the provision that employment and decent work are not a stand-alone major programme but fall under human development and social affairs.

The ECOWAS DWP 2020–23 (extended to 2026) supported the subregional integration protocols of Member States and the priorities of ECOWAS as an institution. The strategies of the ECOWAS DWP were designed to promote not only regional integration and economic development in line with the ECOWAS Vision 2020 but also the Addis Ababa Declaration and the Abidjan Declaration. The programme aimed to harmonize labour standards, enhance labour mobility and support inclusive growth across Western Africa within the framework of their respective DWCPs or prevailing conditions in the countries.

Within the framework of the ECOWAS DWP, regional cooperation focused on facilitating collaboration among member States to address cross-border labour issues and promote a more integrated labour market. This supported the ECOWAS goals of regional economic integration and social cohesion, taking into account regional/national strategies, policies and regulatory institutional partners and CSOs.

Due to resources and capacity constraints (see section 4.3 below), the action plan formulated with the DWP has confronted limited implementation. Some constituents argued that the relevance of the ILO's decent work strategies and activities could be enhanced with greater funding and larger programmes in the region, including to strengthen institutional capacity for entities such as ECOWAS. Expectations were further reported in relation to youth unemployment, labour migration, livelihoods for refugees, skills development, environmental sustainability, social protection, the informal economy and job creation, especially in post-conflict settings.

²⁸ Nigeria, Federal Ministry of Finance, Budget and National Planning, [National Development Plan \(NDP\) 2021–2025, Volume I](#), 2021.

COHERENCE AND VALIDITY OF DESIGN

This section provides an assessment of the extent and ways in which the ILO's programmes in Western Africa (a) are integrated with and complement work by other UN agencies in the countries of intervention and at the subregional level; (b) are responsive to changes in the sociopolitical context and have adapted strategies to maintain progress on achieving planned results; (c) have actively involved constituents at all stages of project, DWCP and UNSDCF design, planning and implementation; (d) are based on a theory of change – whether explicit or implicit – at the country and subregional levels that is realistic, evaluable and useful to promote the effectiveness of the ILO's work in social, political, environmental and other relevant contexts, and integrates the dimension of gender equity and non-discrimination.

Western Africa

The ILO has often complemented the work carried out by other UN agencies but it is too early to make reference to systematic collaborations and tight integration. The stakeholders interviewed confirmed that the ILO's programmes in Western Africa are increasingly linked to the efforts of other UN agencies, both at the country level and subregional level. Collaborations owe much to the closer integration of DWCPs in UNSDCFs. It has also been influenced by national policy agendas and opportunities. Ministries also indicated coordinating UN interventions and the support of IFIs.

The project evaluations synthesis report noted cases of effective working relationships of the ILO with the FAO, the IOM, the United Nations Office for the Coordination of Humanitarian Affairs, the UNDP, the UNHCR and UNICEF. One example is the ACCEL 1 project, which supported the coordination of efforts to promote Alliance 8.7 and engaged with other UN agencies such as the FAO, UNICEF and the IOM through the Alliance. Joint or coordinated interventions were found with UNICEF on child labour and the IOM on migration in Côte d'Ivoire; with UNHCR on migrants and refugees in Niger; with the UNCDF in Sierra Leone on the mitigation of water-based community conflicts; with the FAO on child labour in Burkina Faso; and with UNDP, UNEP and UNIDO in Ghana for the development of the green jobs strategy.

Simultaneously, the evaluation also noted some challenges or shortcomings. Informants mentioned sometimes less than optimal collaboration between the ILO and the largest UN agencies, such as the UNDP, UNICEF and the World Food Programme (WFP). Some informants perceived that UN reform still remains to be widely adopted and found it to be more advanced and effective in some countries than in others. The evaluation also noted that the DWCPs rarely referred to other UN agencies, either in terms of mapping activities on similar areas or as prospective partners. The UNSDCF is the avenue for such planning, but constituents were not always clear about its synergies with and precedence over the DWCP. Several informants indicated that UN reform was an opportunity for the ILO to strengthen partnerships with other UN entities, but the realization of that opportunity was variable.

The project evaluations synthesis report also found missed opportunities for collaborations, even in the context of the same projects. In Niger, where the ILO leveraged a strategic partnership with the UNHCR that greatly facilitated access to refugee populations and the ownership of project results, no collaborations were established with the FAO or UNICEF in the context of the Alliance 8.7 project, despite the intervention having objectives linked to the core work of these two agencies. As indicated above, capacity constraints hamper the ILO from positioning some core competences in the UNSDCF, such as social protection in Benin or skills in Nigeria. It was sometimes perceived that UN partners could be better leveraged as a bridge between local pilot projects and some national adoption, ultimately in the form of a layered or phased scaling-up approach, whereby UN partners would take on and replicate at the subnational level successful pilot interventions.

The theories of change developed across the DWCPs are usually very broad, representing a large spectrum of policy outcomes, frequently target all people in the country, are not very specific on the respective contributions of each type of constituents and are generic in referring to UN partners. The evaluation found that when provided in the DWCPs, the theories of change are frequently not realistic and evaluable and are not very useful for promoting the effectiveness of the ILO's work in social, political, environmental and other relevant contexts. Furthermore, the theories of change usually lack the articulation of a pathway to guide the influence of pilot projects on policy formulation and scaling-up of results. Theories of change also rarely consider how to integrate interventions at scale or how to influence national budget-planning processes with a view to replicating and cascading successful approaches at the subnational level.

The project evaluations synthesis report observed that while project objectives were often found to be coherent, some aspects of their designs were not realistic in many cases, due to their short time frames and limited resources, combined with poor national capacities and/or the complex sociopolitical contexts in which they were expected to operate. Not all interventions had clearly formulated theories of change or logical frameworks. In the regional component of a French-funded Alliance 8.7 project, the dimensions related to SDG target 8.7 (eradicating child labour and forced labour) had not been included in the theory of change, while the links between the regional and global components were found to be practically absent. Furthermore, the two-year project time frame had been underestimated, especially since key activities were related to the rehabilitation of land and tree planting, which usually need 3 to 5 years to lead to initial results.

On several occasions, evaluations noted that resources were spread too thinly across many countries or partners, limiting the depth of impact, and that future interventions should consider a more focused design. The lack of sustainability plans and exit strategies were also challenges that were mentioned in reports. There were many instances in which results frameworks had logical cause-and-effect linkages between different levels, yet indicators focused on activities and outputs, with limited possibilities to assess outcomes and impact. Moreover, there was often confusion between indicators for these different levels, showing a recurring weakness, especially in the absence of theories of change, baselines and targets.

Constituents have been actively but variously involved in the design, planning and implementation of projects, DWCPs and UNSDCFs. Constituents pointed out the added value of the tripartite consultations presiding over the development of the decent work strategies and activities as platforms for social dialogue. Informants acknowledged their contributions to the design of the DWCPs, although with some variations. Close and continuous engagement was praised by the employers' and workers' organizations, while noting that their involvement was sometimes contained to reviewing, commenting and revising or validating draft documents in lieu of a direct contribution to their drafting. More regular hands-on participation in the formulation of the DWCPs and projects was demanded by some workers' organizations. Informants from ACTRAV and ACT/EMP also stressed a need for being more closely involved in the formulation of DWCPs. Employers' and workers' organizations perspectives and expectations were referred to as being increasingly considered and reflected in the formulation of the UNSDCF, although issues of social dialogue left some room to be better articulated.

Similarly, more concrete participation in the implementation of the DWCPs and projects was sometimes requested by employers' and especially workers' organizations. These constituents emphasized the need to offer access to large networks of members that could contribute to and benefit from the ILO's interventions. Room was reported for further leveraging these networks at the subnational and rural levels.

The evaluation noted that the functioning of the DWCP steering committees has been variable but quite often inadequate, and that there have been significant gaps in the monitoring of DWCPs. According to the project evaluations synthesis report, the DWCP II (2015–18) in Nigeria and DWCP II (2017–20) in Côte d'Ivoire were formulated to follow up previous phases based on lessons learned and a participatory approach to their designs, whereby priority areas had been identified in a tripartite manner and results frameworks, implementation plans and monitoring plans had been developed. However, the review of the Nigeria DWCP found that none of these elements were used and that the lack of a functional steering committee was an important challenge. In Côte d'Ivoire, in the context of the DWCP 2017–20, although a DWCP implementation work plan and monitoring plans had been developed and linked to the work plans of some partners, none of these plans had been implemented since the Government had not signed the DWCP and the steering committee was not functional. No field monitoring missions or monitoring reports had been produced. In Nigeria, although the DWCP also had a detailed results framework, implementation plan and monitoring plan, these had not been used to monitor/assess the implementation and outcomes of the DWCP, due to a lack of any governance mechanism being in place, compounded by the limited financial resources available. As a result, there was no systematic collection of evidence on DWCP results for the 2015–18 period.

However, the evaluation noted some overall improvements over time in ensuring that the design and implementation of DWCPs and projects were participatory and inclusive. In Nigeria and Côte d'Ivoire, the formulation of the DWCPs III (under way for Côte d'Ivoire) had benefited from a tripartite model that includes additional stakeholders. In Nigeria for instance, the development of the DWCP III applied a participatory approach. The DWCP III was based on a diagnostic report on the decent work situation in Nigeria and had followed a consultative process with ILO's tripartite partners, namely the Federal Ministry of Labour and Employment, the NECA, the NLC, the TUC and other relevant ministries, departments and agencies. In addition, a DWCP III development workshop had been held from 18 to 22 July 2022 with Federal Ministry of Labour and Employment, social partners and other relevant stakeholders in order to articulate their respective priorities for the next DWCP III programme cycle in Nigeria. The consultation process for the DWCP III had involved a wide range of stakeholders at all levels, including the Office of the United Nations Resident Coordinator, UN agencies and Nigerian NGOs engaged in grass-roots efforts for decent work creation and poverty alleviation in the country.

Informants perceived that a tripartite model that includes additional stakeholders should be promoted and become the modus operandi for the ILO. Informants also indicated that the links that had been established between the DWCPs and the UNSDCFs had contributed to mainstreaming the expectations and priorities of constituents in the UN development framework. Evaluation survey respondents had returned a favourable assessment, with 65 per cent of constituents indicating that the ILO's decent work strategies and activities over the period 2018 to present were anchored in regular consultations with their institution or organization (figure 11). Constituents also generally agreed that the collaboration with the ILO had been integrated and/or reflected in their institution or organization's strategies and/or work plans. ILO staff members were less strongly supportive of this assessment (figure 11).

FIGURE 11: CONSTITUENTS' ASSESSMENT OF THEIR INVOLVEMENT IN THE ILO'S DECENT STRATEGIES AND ACTIVITIES

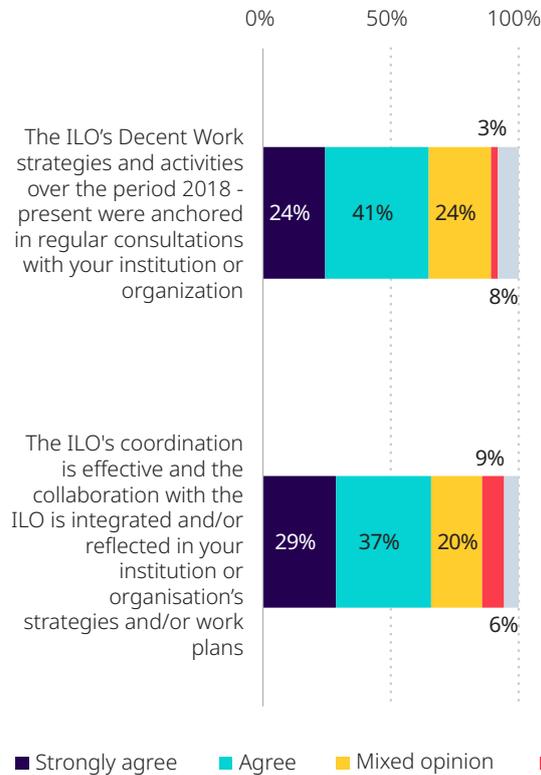
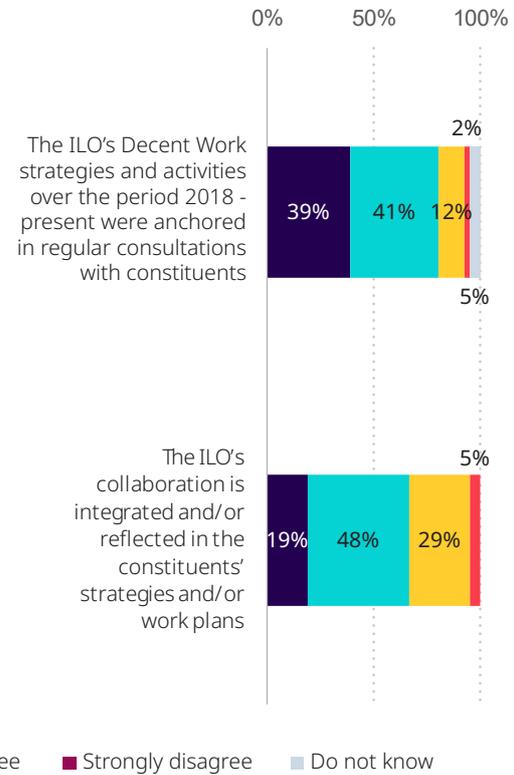


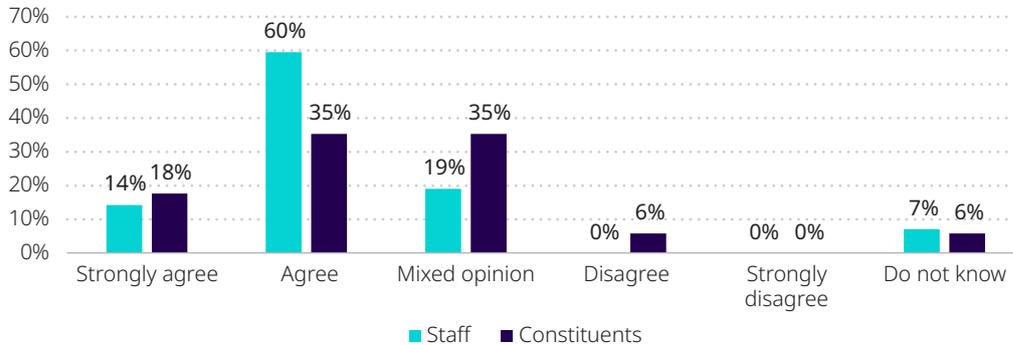
FIGURE 12: STAFF MEMBERS' ASSESSMENT OF INVOLVING CONSTITUENTS IN ILO'S DECENT WORK STRATEGIES AND ACTIVITIES



Source: Independent evaluation survey, 2024.

The ILO has been able to adjust decent work activities and strategies to respond to the COVID-19 crisis, but with longer delays in the projects' delivery. Informants and survey respondents (figure 13) had mixed perspectives about the ability of the Organization to respond to unexpected sociopolitical shifts or shocks. The COVID-19 pandemic impacted many interventions with restrictions to movements, international travel, public gatherings and face-to-face interactions, leading to delays in implementation and sometimes limited results. Key activities such as capacity-building activities, South–South cooperation initiatives, technical studies, workshops and other events had often been postponed or cancelled. Nevertheless, according to the project evaluations synthesis report, overall the ILO was commended for its ability to adapt to the pandemic, with its staff redesigning project activities and adapting them to remote and virtual activities. There were many examples of in-person workshops and training being organized through virtual means, through videoconferences, teleconferences and online workshops. In some cases, the pandemic had revealed that there were inadequacies in employment legislation when it came to teleworking and part-time work. The ILO also provided support directly linked to the COVID-19 crisis, such as technical assistance to develop decrees against the impact of the pandemic on work-related issues in Côte d'Ivoire and the production of protective equipment by beneficiaries in the Niger, as well as training on OSH measures in the context of the pandemic. Despite these adaptations, the evaluation noted a decrease in the number of decent work results reported over the period 2020–21 (see section 4.3 on effectiveness), while several informants recalled projects being stalled or delayed during that period.

FIGURE 13: ASSESSMENT OF COHERENCE AND ADAPTIVE MANAGEMENT



Source: Independent evaluation survey, 2024.

In countries facing political instability, the ILO adapted its interventions to maintain project execution and ensure staff security. This involved increased leverage of local CSOs and NGOs. In Burkina Faso for example, the ILO relied on a local CSO to continue implementing the Country-Level Engagement and Assistance to Reduce Child Labour (CLEAR) cotton project in order to remove children from work and provide vocational training. In such countries, informants reported delays in project execution due to the need to cope with the security situation. Informants indicated remaining needs and interest for technical assistance in such countries and capabilities for the ILO to operate, with increased attention to the UN Department for Safety and Security reports and the security situation.

Adaptation to funding gaps was mixed. The evaluation noted that COs had mobilized only a portion of the resources originally planned for the execution of the DWCPs that were formulated in the Western Africa subregion. However, this had not led to a reassessment of the design and objectives of the DWCPs during the course of their implementation, such as at the mid-term evaluation. The project evaluations synthesis report also pointed out shortcomings in terms of adapting projects to funding gaps. In Sierra Leone, the project on employment and enterprises²⁹ counted on government co-financing, which had not yet materialized, yet the project design had not been adapted despite the flexibility of regular budget supplementary account (RBSA) modalities to do so. Similarly, the GOUVERNANCE project³⁰ had not conducted a risk analysis and had not updated its design based on the challenges faced, nor had it taken into account the key findings of its mid-term evaluation conducted in 2018, thereby negatively affecting performance.

Limited adaptive management. The projects evaluations synthesis report provided the example of the GOVERNANCE project and its project document, which was found to contain important weaknesses, including the absence of a theory of change, a problematic intervention logic, inadequate indicators and unrealistic expectations. Although the mid-term evaluation had recommended that an in-depth revision be done, it had not been provided, leading to important implementation challenges. This was exacerbated by a rigid implementation approach that had not adapted to the difficulties faced by the project. Also, while some project designs included the development of baseline assessment activities in order to better understand the needs of beneficiaries and key stakeholders, these studies were not completed in time to significantly influence the project design. In other areas, established lessons learned and good practices were not taken into account in project designs, limiting the opportunities for their impact.

29 Employment and sustainable enterprise development for peace and resilience in Africa (SLE/16/01/RBS).

30 Améliorer la gouvernance du travail dans les TPE/PME et aider à la sortie de l'économie informelle en Afrique (RAF/16/53/FRA).

Côte d'Ivoire

The ILO's programmes in Côte d'Ivoire were found to be well integrated with the efforts of other UN agencies. The ILO is strongly represented in the UNSDCF 2021–25. The ILO worked assiduously on outcome 8³¹ of the UNSDCF in Côte d'Ivoire, the only outcome in which trade union organizations intervened and influenced its formulation. Within the UN agencies, the ILO leads outcome group 5 on young people and plays a role in the outcome 1 on agriculture in relation to child labour. The ILO also participates in working group 2 on industrialization and the development of SMEs and small and medium-sized industries. The ILO is the co-lead for the promotion of entrepreneurship. The ILO is also a member of outcome group 6 on the promotion of women's access to employment opportunities and of outcome group 7 on natural resources and mining and working conditions. At the field level, initiatives such as the ENACTE project, which is funded by the EU and Switzerland and implemented in the Nawa region with the IOM and UNICEF, aim to address the root causes of child labour through collaborative efforts.

Evaluation informants were overall positive about the ILO's adaptive management in the country, for example in response to the COVID-19 crisis. In Côte d'Ivoire, the ILO provided support directly linked to COVID-19, such as technical assistance to develop decrees against the impact of COVID-19 on work-related issues.

After a DWCP II (2017–20) that confronted several gaps, including the lack of official endorsement and of adequate mechanisms for participatory implementation, constituents have taken significant steps to learn and design the DWCP III based on earlier lessons (box 2). The evaluation noted that employers' and workers' organization had been informed and involved in the formulation of the DWCP, although they demanded more direct engagement in the design and implementation of the interventions.

▶ Box 2: DWCP III in Côte d'Ivoire

In 2023, Côte d'Ivoire's Directorate-General for Labour, part of the Ministry of Employment and Social Protection, began developing the DWCP III. This new initiative builds on lessons from previous DWCPs implemented during the periods 2008–12 and 2017–20. The DWCP III was integrated into the Ministry's road map for 2023 and 2024, underscoring its importance as a government and ministerial priority.

To ensure effective implementation, several meetings were held with various ministries involved in the DWCP. Each ministry presented its decent work objectives, which were then consolidated into a unified set of priorities. A decree was subsequently issued to establish a steering committee responsible for drafting, implementing and monitoring the DWCP. Presided over by the Minister of Labour or a representative, the DWCP steering committee includes representatives from the Prime Minister's office, the Ministry of Employment and Social Protection, the Ministry of Planning, the Ministry of Economy and Finance, the Ministry of Budget, the Ministry for the Promotion of Youth and Professional Inclusion, the Ministry of Health and the Ministry of Women. Technical partners include the ILO, the IOM, UN-Women, UNDP, the World Bank, the African Development Bank (AfDB), the GIZ and the NGO Vérité.

Reflecting on the previous DWCPs, it was found that the broad coverage of many themes had diluted their impact. In addition, the previous committees had not functioned appropriately as appointed members were inconsistent in attending meetings. In 2023, stakeholders reviewed these past experiences to address the issues. They recognized the need for consistent member participation and a deeper understanding of the DWCP among committee members. Significant structural investments were made to enhance the DWCP III. A permanent secretariat was established, staffed with a statistical planning officer and a technician to support the programme's technical and operational needs.

31 Expected result 8: By 2025, governance systems are more inclusive, accountable, efficient and have quality data, and populations live in an environment where the rule of law, labour rights, equality of gender, peace and security are respected and effective.

Resource mobilization is crucial for the DWCP's success. The strategy for integrating strategic and financial partners involves examining existing budgets and incorporating DWCP activities. The DWCP does not create a new structure but functions as an integrated structure within the existing framework. Ministries have been encouraged to integrate DWCP activities into their existing budgets and cooperation projects. In terms of resource mobilization, the DWCP relies also on cooperation projects, involving around 50 services, and the ILO uses the resources it mobilizes, indicating how much is available per project for the implementation of the DWCP. In addition, a budget line for the DWCP was created in the 2024 budget of the Directorate-General for Labour, allocating 6 million CFA francs.

After technical review by the ILO, the DWCP III will be presented to the Council of Ministers for final approval.



Ghana

The Partnership for Action on the Green Economy (PAGE) project was put forward as an initiative that triggered close collaboration of the ILO in Ghana with the UNDP, UNEP, UNIDO and the United Nations Institute for Training and Research (UNITAR). The project ended in 2020, but the ILO continued to be engaged with partners throughout the drafting of the National Strategy on Green Jobs and Action Plan and more recently with the production of the Green Jobs Assessment Model.

In addition to responding to the COVID-19 crisis, the ILO in Ghana provided some evidence of adaptation after the Government imposed a ban on small-scale mining and the ILO decided to suspend activities related to mining operations in local communities.

The development of the draft DWCP III (2023–27) was completed based on comprehensive stakeholder engagements, which ensured that the programme's objectives were aligned with national development goals and the needs of vulnerable groups. Nevertheless, informants suggested that there remains room for improvement in ensuring broader and more consistent engagement, in particular with rural and informal sector constituents. The ILO has recently started to use the tripartite model that includes additional stakeholders for the implementation of several projects, such as on the review of the draft regulations on hazardous activity list.

The theory of change of the third generation of the DWCP (2023–27) in Ghana visualizes the ambition and strategy to achieve the objectives of the Decent Work Agenda in the country. It is based on the three strategic priorities and CPOs. The chosen priorities align with Ghana's Medium-Term National Development Policy Framework 2022–25) objectives and the policy outcome of the ILO's strategic plan. The theory of change articulated in the programming aims to enable institutional and policy change that contributes to the achievement of national development objectives, decent work priorities and SDG targets in Ghana in order to ensure that no one is left behind. However, the evaluation found the terms of reference to be broad and generic.

Nigeria

On several occasions, the ILO has complemented the work done by other UN agencies. One notable initiative was the ILO's participation with the WFP, UNICEF and the UNDP in a project to strengthen social protection at both the federal and state levels, investing US\$2 million in cash transfers, capacity-building, health insurance and operational and overhead costs. The project also supported the institutionalization of social protection in Nigeria by developing a social protection bill.

The ILO has shown responsiveness to Nigeria's dynamic sociopolitical environment. The DWCP III reflects adjustments made in response to the economic repercussions of the COVID-19 pandemic and the evolving security situation, especially in the northern parts of the country. These adaptations are aimed at sustaining progress toward key objectives despite the external shocks and sporadic instability caused by terrorists, for example including measures to support SMEs and vulnerable workers affected by the pandemic, demonstrating the ILO's agility in strategy modification.

Programme designs have incorporated diagnostic studies and needs assessments to tailor interventions to evolving contexts, such as the COVID-19 pandemic, which exacerbated socio-economic challenges. In Nigeria, the ILO facilitated strategic dialogues and rapid-response initiatives that addressed the immediate impacts of the pandemic, such as job losses and social protection needs.

The involvement of constituents (the NECA and the NLC) is a pivotal aspect of the ILO's programming in Nigeria. The development of DWCP III was a participatory process involving extensive consultations with government representatives, employers' organizations and trade unions. This inclusive approach ensures that the needs and priorities of all stakeholders, including marginalized groups such as women, young people and persons with disabilities, are effectively incorporated into the programme. Such engagement fosters ownership and enhances the relevance and impact of the interventions.

The DWCP III is anchored by a theory of change that delineates outputs and outcomes, although presented with generic and sometimes unrealistic statements (for example, all people living in Nigeria have improved social protection coverage that is inclusive, gender-responsive, shock-responsive, including social assistance, social insurance and labour market interventions for people living in Nigeria by 2027).

ECOWAS

Some evidence was found that the work of the ILO with ECOWAS complements the activities undertaken with other UN agencies, such as the IOM, the UNHCR, and UNICEF. Coordination is ensured by ECOWAS. The evaluation did not find evidence of a UN coordination framework to ECOWAS. Furthermore, the ECOWAS DWP and work plan do not make any reference to joint interventions or engagement with other UN agencies. One anecdotal illustration of complementarity was found with the development of the ECOWAS Child Policy 2019–30, which was launched in 2016 with the support of an ILO consultant hired through the ECOWAS–EU Free Movement and Migration in West Africa Program and was finalized by a UNICEF consultant between October and November 2018. The evaluation noted that there was room for closer collaboration between the ILO and UN agencies. One informant provided the example of the FAO, the UNDP and UNICEF participating in a meeting held in Bangui in November 2023 to finalize the ECOWAS social protection framework, at which these agencies were very active and provided much support towards getting the ECOWAS social protection framework in place. However, the ILO was not present at the meeting. Fortunately, the OTUWA was there and active and conveyed the ILO's Conventions and reports.

The development of the ECOWAS DWP provided an example of involvement of constituents during its design. It had been developed from a diagnostic study presented to the ECOWAS General Assembly of the Tripartite Social Dialogue Forum in October 2017. The report had been deliberated by over 70 participants representing governments, employers' organizations and trade unions from all 15 ECOWAS member States. In addition to the review of the diagnostic study, other primary outcomes of the General Assembly had included the evaluation of the proposed priority areas, outcomes and outputs for the ECOWAS DWP. Informants indicated infrequent meetings between the ILO and ECOWAS to steer and monitor the implementation of the work plan prepared after the DWP. In comparison, ECOWAS mentioned holding annual planning meetings with the UNHCR at the beginning of every year as a good practice.

The theory of change formulated in the DWP had envisaged specific outcomes that had not necessarily been finalized (for example, priority 2, "Social protection coverage to informal and rural economy extended to xx per cent of the ECOWAS region").

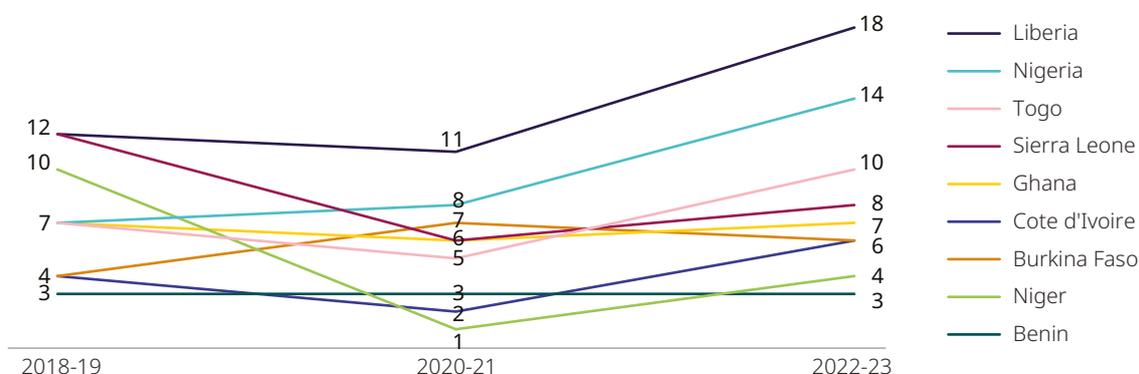
EFFECTIVENESS

This subsection assesses the effectiveness of the ILO's programmes in Western Africa. To do so, the evaluation examined (a) the extent to which the ILO's technical assistance and programmes contributed towards the achievement of DWCP outcomes or CPOs and global policy outcomes; (b) the ILO's contributions to results on cross-cutting policy drivers (social dialogue and tripartism, gender equality and non-discrimination, and environmental sustainability); and (c) the key success factors and constraints that affected the ILO's achievements.

Western Africa

Overall, there was an increase in the number of decent work results reported for the Western Africa subregion during the period 2018 to 2023 despite a decline during the COVID-19 crisis. Decent work results achieved for the nine countries across the three biennia showed an inflexion and downtrend in 2020–21 (figure 14), which informants and previous evaluations attributed largely to the COVID-19 crisis. Despite exercising adaptive management, shifting to online activities, repurposing some projects or designing new interventions to mitigate the effects of the pandemic, lockdowns and social distancing had an adverse effect on project planning and delivery.

FIGURE 14: NUMBER OF DECENT CPOS REPORTED PER BIENNIUM



Source: Decent work results.

Nevertheless, in a majority of countries, the ILO successfully managed to ensure an overall increase in the number of CPOs between the first and last biennia. In Côte d'Ivoire and Nigeria, progress was especially notable. Detailed analysis of the CPOs reported per biennium for these countries indicates a steady growth in each or most of the technical areas. Informants attributed this trend to several factors. Some interviewees shared the perspective that the programmatic approach introduced in these countries might be one of the enabling factors that has contributed to this progress. In Côte d'Ivoire for example, the CO has increasingly approached programming with a strategic perspective, establishing a more cohesive design by joining similar technical areas across different development projects into a consolidated framework in order to forge synergetic and complementary interventions. For example, the CO designated specific project officers to coordinate "their" technical area (such as social protection) across all projects in parallel in order to manage the implementation of "their" specific project. This helps to build bridges between interventions, which can thereby become mutually reinforcing and also cost-effective (see also section 4.5 below on efficiency). To present a unified and comprehensive pipeline of activities and facilitate relationship management, the team also started to aggregate into consolidated work plans all interventions across development projects that target a specific partner. The CO in Nigeria

offers another illustration of a programmatic approach that extends over time beyond the life cycle of a single project (box 3).

► Box 3: OSH interventions in Nigeria

The collaboration with the OSH department in the Federal Ministry of Labour and Employment spanned the three biennia, with actions furthering previous achievements, such as a review of the national policy on OSH conducted in 2018; the support provided to the public launch of the revised national policy on OSH in 2021; training and workshops provided to support the application of the policy in 2022; and sensitization events to facilitate the uptake of the Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187), which was ratified in late 2022; and further targeted support in 2023.



The ILO's and constituents' engagement on international labour standards has triggered significant benefits. As indicated above, only limited development cooperation resources were channelled to support the promotion and adoption of international labour standards (outcome 2) and to strengthen constituents and tripartite social dialogue (outcome 1). However, these policy areas stand with the highest number of CPOs reported over the period (table 5). Informants were of the opinion that this was partly due to mainstreaming these areas into projects focused on other policy outcomes and to the technical support provided by ILO staff through the regular budget. Resources for ACCEL Africa, for example, are related to the promotion and application of the fundamental principles and rights at work. Available data over the past two biennia indicates that tripartite constituents and social dialogue (outcome 1) was the policy area that received the highest level of regular budget support in terms of the number of working hours committed by ILO staff (see section 4.5 below on efficiency). However, this was not the case for international labour standards. Available data suggests that the ILO's work on them was the most (cost-)effective given that this policy area generated the highest number of CPOs with the lowest amount of extrabudgetary and regular budget resources mobilized.

TABLE 5: DECENT WORK RESULTS REPORTED PER COUNTRY AND POLICY OUTCOME

COUNTRY PROGRAMME OUTCOMES	TRIPARTISM AND SOCIAL DIALOGUE (O1)	INTERNATIONAL LABOUR STANDARDS (O2)	EMPLOYMENT (O3)	ENTERPRISES (O4)	SKILLS (O5)	GENDER (O6)	PROTECTION FOR ALL (O7)	SOCIAL PROTECTION (O8)	TOTAL
Benin	5	4	0	0	0	0	1	2	12
Burkina Faso	4	3	3	1	2	0	2	2	17
Côte d'Ivoire	10	7	2	9	3	2	6	2	41
Ghana	3	3	5	5	1	1	1	1	20
Liberia	0	3	2	0	0	1	0	3	9
Niger	2	7	3	2	1	0	0	0	15
Nigeria	2	8	5	2	0	3	6	3	29
Sierra Leone	4	7	2	8	0	1	4	0	26
Togo	7	3	1	6	0	0	2	3	22
Total	37	45	23	33	7	8	22	16	191

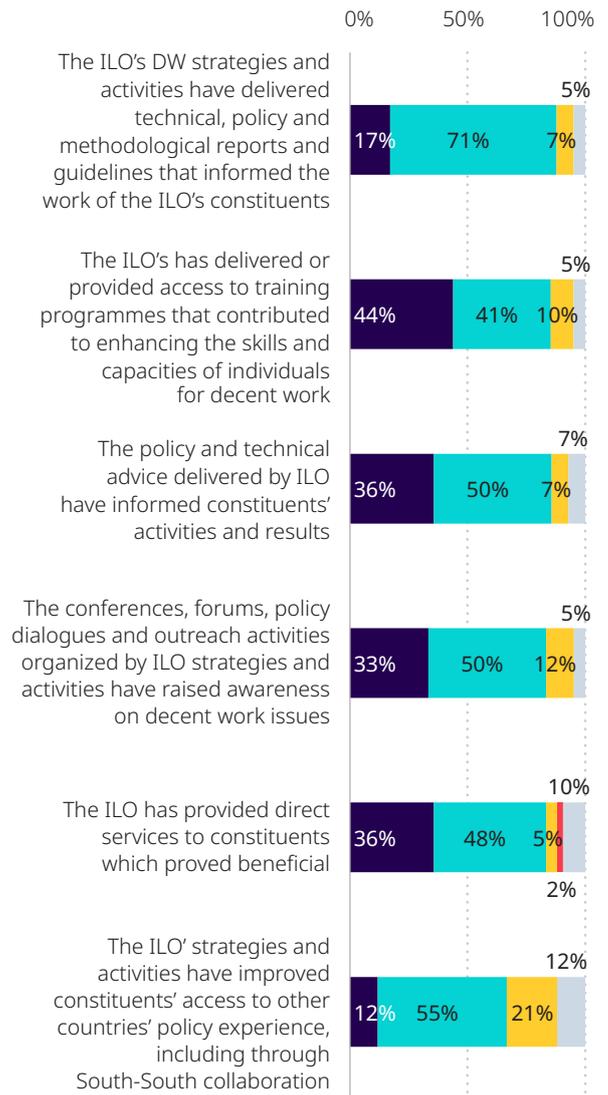
Source: Decent work results.

According to the evaluation's surveys, among the ILO's decent work strategies and activities both constituents and staff members ranked the delivery of training programmes highest (figures 15 and 16) and the improvement to accessing other countries' policy experience, including through South-South collaboration, lowest.

FIGURE 15: CONSTITUENTS' ASSESSMENT OF THE EFFECTIVENESS OF THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES



FIGURE 16: STAFF MEMBERS' ASSESSMENT OF THE EFFECTIVENESS OF THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES



Legend: Strongly agree (dark blue), Agree (teal), Mixed opinion (yellow), Disagree (red), Strongly disagree (dark red), Do not know (grey)

Source: Independent evaluation survey, 2024.

Employment has been a constant priority in all DWCPs of the Western Africa subregion, with room for increasing engagement with the informal sector and towards formalization. In eight countries, the ILO supported constituents and stakeholders in formulating and implementing employment policies and programmes that placed inclusive and sustainable economic growth, full and productive employment and decent work for all as a central objective. The resources committed to this policy outcome through development cooperation projects increased ninefold

between the first and third biennia of the review.³² The ILO's interventions ranged from upstream policy advice to downstream technical assistance and implementation support, as follows:

- ▶ **Policy and institutional development.** In several countries, the ILO contributed to policy reviews and analysis and assisted in the formulation of new policies and strategies. In the Niger for example, the ILO provided support to constituents in 2018–19 to develop and implement a new national employment policy that facilitated the ratification of the Employment Policy Convention, 1964 (No. 122). Several interventions also contributed to improving the institutional set-up and governance of employment organizations. In Burkina Faso for example, the ILO supported the revision of the mandate, functions and structure of the National Employment Promotion Agency in 2019.
- ▶ **Capacity development.** One notable feature of many projects implemented in the subregion is to build the capacities of constituents and stakeholders to further build national capacities. One illustration can be taken from Liberia, where the ILO strengthened the capacities of national stakeholders in the areas of business development using the Start and Improve Your Business (SIYB) programme methodology. In November 2020, trained trainers conducted training for a total of 85 entrepreneurs at the community level while finalizing their certification as SIYB trainers.
- ▶ **Employment promotion.** In Burkina Faso and the Niger, the ILO mobilized local communities on employment-intensive investments while training them to carry out the work and sensitizing them on group dynamics, living together and factors triggering social friction. Evaluation informants in ministries commended these types of interventions, indicating that the ILO should provide more than policy support and capacity-building but also “direct action programmes” on employment creation, rather than just focusing on capacity development and research. Such “direct action programmes” were referred for example as special public works pilot projects, including on emerging agendas such as green jobs, in order to demonstrate direct impacts on job creation.

In several countries as well as at ILO headquarters, evaluation informants stressed the need for increasing the ILO's contribution to formalization, as well as its engagement with and support for the informal economy. In Nigeria for example, informants from the Ministry of Humanitarian Affairs and Poverty Alleviation recalled that the total population of Nigerians was about 210 million, with 58 per cent of Nigerians in rural areas being poor and 18 per cent in urban areas. They are generally uneducated, undocumented, unbanked and in the informal sector. The informal employment rate in 2023 was around 92 per cent and this population was the primary mandate of the Ministry of Humanitarian Affairs and Poverty Alleviation, with which the ILO had some but limited collaboration.

In several countries, including Burkina Faso, the Niger and Sierra Leone, the ILO has provided support for the creation of start-ups and strengthened the capacity of enterprises to adopt new business models, technologies and techniques to enhance productivity and sustainability. The ILO's contribution to strengthening enterprises has been multifaceted, including through participating in skills development, formalization and the adoption of decent work standards. Training, coaching and mentorship services were offered to increase the capacity of value chain actors in the areas of market systems development; the SIYB programme; the Gender and Entrepreneurship Together (GET Ahead) programme; cooperatives training (Think COOP, My COOP); business coaching; and providing psychosocial support for entrepreneurs. One of the objectives of this training is to foster a transition to formality. In Côte d'Ivoire, Ghana and Sierra Leone, progress has also been observed in the promotion of the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration) and the application of its principles. The MNE Declaration sets out principles for the achievement of decent work for all, which are directed at both multinational and national enterprises, the governments of home and

³² Development cooperation project funding on employment: US\$258,603 in 2018–19; US\$1,019,445 in 2020–21; US\$2,348,489 in 2022–23.

host countries, and employers' and workers' organizations. Countries with national focal points for the promotion of the MNE Declaration have developed a national plan of action for the promotion of the MNE Declaration and its application. ILO constituents and staff members stressed on several occasions the importance of the MNE Declaration, including in relation to addressing the root causes of decent work deficits. In Côte d'Ivoire, the CFAO and Carrefour were among the companies that endorse the MNE Declaration and have committed to the promotion of local SMEs and the development of the national workforce.

The ILO reported many achievements across several domains, including on forced labour and child labour, with projects implemented in Benin, Burkina Faso, Côte d'Ivoire, Liberia, the Niger, Nigeria and Sierra Leone. Protection for all is the policy area that mobilized the highest amount of extrabudgetary funding during the period under review. Informants highlighted as a good practice the consideration of (and donors' support for) an increased number of value chains, adding to the interventions originally targeting the cocoa sector and now also including the shea butter sector, the textile sector, the fishing sector and a few other sectors. On OSH, interventions were implemented in Burkina Faso, Côte d'Ivoire, Ghana, Nigeria, Sierra Leone and Togo. Despite protection for all being the policy outcome that mobilized the highest amount of extrabudgetary funding since 2018, it was also noted that some countries have consistently attracted the attention of the donor community. Since 2018 by contrast, seldom any XBDC project has been implemented for this policy outcome in Benin, Liberia, Sierra Leone and Togo.

Social protection has been prioritized in the majority of the DWCPs in the Western Africa subregion and all nine countries have implemented development cooperation projects targeting social protection. Over the course of the past three biennia, extrabudgetary resources channelled through development cooperation projects to this policy outcome increased by 345 per cent.³³ Examples of country-level interventions include the support that the ILO provided in Togo to the drafting of the Universal Health Insurance Act, which was adopted in 2021 and has extended the legal coverage of social health protection to more than 3 million people, 52 per cent of whom are women. In Burkina Faso, as another illustration, the ILO provided technical assistance to the Government in 2023 to validate and adopt a new strategy for extending the Universal Health Insurance Scheme to the informal economy.

Côte d'Ivoire

The ILO's decent work strategies and activities in Côte d'Ivoire have covered a large spectrum of policy outcomes. CO-Abidjan reported results across all policy outcomes. CO staff members were also among those that mobilized the highest level of XBDC funding in the subregion for the period 2018–23. Informants put forward achievements on several areas:

- ▶ **Employment.** The ILO's support for full, productive and freely chosen employment and decent work in Côte d'Ivoire ranged from the upstream to the downstream levels. Since 2018, the ILO has supported constituents in promoting a transition to the formal economy. The ILO facilitated the validation by the Government in 2020 of an integrated national strategy for transition from the informal to the formal economy. This validation was accompanied by budgetary support from the Government for the implementation of a pilot phase of the strategy. In 2023, the ILO also delivered technical advice on a study developed by the Confédération Générale des Entreprises de Côte d'Ivoire (CGECI) to promote the transition from the informal to the formal sector. Informants from the Directorate-General for Employment in the Ministry of Labour and Employment illustrated the added value of the ILO's support, noting that the training delivered by the ILO and at the ITCILO had been effective in building technical capacities for national policy formulation, allowing the third national employment policy to be developed internally without any consulting support. Evaluation informants commended these achievements, while re-emphasizing that informality is of primary concern and a priority across all countries of the subregion.

³³ Development cooperation project funding on social protection: US\$362,678 in 2018–19; US\$1,055,752 in 2020–21; US\$1,615,418 in 2022–23.

- ▶ **Enterprises.** Formalization was further targeted in Côte d'Ivoire, with the development of a training module entitled "Formalize your business" designed to build the capacity of institutions that support entrepreneurs in their transition to formalization or the creation of a formal business. A digital information tool on the formalization process and the status of the entrepreneur was developed to raise awareness and make such information accessible. The ILO also assisted trade union centres in launching an inter-union platform for the promotion of the MNE Declaration. Focal points were supported in developing action plans.
- ▶ **Protection for all.** The ILO contributed to the promotion of the Alliance 8.7 and the implementation of programmes to combat forced labour and child labour. In 2020, Côte d'Ivoire became an Alliance 8.7 pathfinder country, committing to accelerate progress towards achieving SDG target 8.7. On OSH, the ILO implemented the Work Improvement in Neighbourhood Development (WIND) programme in three cocoa-producing communities, enabling young cocoa producers to improve their processing and transportation methods and avoid injuries. Beneficiaries near Soubré in Côte d'Ivoire were very positive about the OSH improvements thanks to the WIND programme. Informants stressed the importance of strengthening and cascading the ILO's support to reach the subnational level, as this is where operational safety incidences occur.
- ▶ **Social protection.** The ILO supported the establishment of partnerships between the National Health Insurance Fund and cooperatives and companies in the cocoa sector. The Fund signed agreements with three companies to provide health coverage for cocoa farmers: the OLAM in April 2022, TONY'S CHOCOLONELY in June 2023 and BEYOND BEANS in May 2023. Through this agreement, 6,812 producer members of the cooperatives were registered for universal health coverage. However, several informants mentioned that there are important areas in which work and improvements remain to be achieved with respect to universal health coverage, as this is often considered in the country as a system that does not guarantee access to treatment but needs to be fixed.

Ghana

The ILO implemented several innovative interventions in Ghana. Significant XBDC funding (US\$6,995,466) was channelled to Ghana from 2018 to 2023, facilitating the achievement of CPOs benefiting different types of stakeholders. Evaluation informants highlighted the following:

- ▶ **Employment.** In 2020, the ILO provided technical support to the Ministry of Employment and Labour Relations and the tripartite partners to develop a national green jobs strategy, which was launched in 2021. In 2022, the ILO provided technical assistance for the development of a monitoring and evaluation framework to implement the strategy, a scoping study on green market systems development and a green jobs assessment that served as a baseline. In 2023, funding was mobilized from the European Union, the Foundation of Netherlands Volunteers Ghana and the ILO for the implementation of the National Green Jobs Strategy.
- ▶ **Enterprises.** Various informants highlighted the technical assistance and guidance provided by the ILO to more than 300 enterprises through the implementation of the SCORE programme, which was launched in Ghana in October 2010. It is a global programme funded by the Norwegian Agency for Development Cooperation and the Swiss State Secretariat for Economic Affairs and implemented by the ILO to promote productivity, competitiveness and decent work in emerging economies. The programme assists governments, industries, associations and trade unions in Africa, Asia and Latin America to develop export and domestic industrial sectors, with a particular focus on SMEs. During phase III (2018–21), SCORE focused on building capacities of implementation partners to ensure the continued delivery of SCORE training and market-driven business development services for SMEs in Ghana after 2021 without donor funding. The intervention expanded to the hotel and tourism industry. In 2023, the ILO started to pilot the Productivity Ecosystems for Decent Work Programme (PE4DW),³⁴ which adopts an ecosystems approach to addressing the constraints to productivity growth and decent job creation and adapts the formality toolkit. The PE4DW programme was pitched by some informants as a sort of "SCORE+" intervention.

³⁴ ILO, "Productivity Ecosystems for Decent Work", programme flyer, 2023.

- ▶ **Labour migration.** In Ghana, the ILO provided technical input and comments in the development of the National Labour Migration Policy for 2020–24. The policy aims to promote good governance of labour migration, strengthen systems for the protection and empowerment of migrant workers, enhance the developmental impact of labour migration and improve labour market and labour migration information systems. It also recognizes the role of social partners in the formulation and implementation of the policy. The policy was adopted by the Government in February 2020.

Nigeria

The ILO's engagement in Nigeria ranged from upstream policy advice to downstream implementation support. Nigeria has benefited from significant funding support through development projects (US\$6,634,330), facilitating the delivery of policy and technical support across several policy areas. Informants underlined the following:

- ▶ **Employment.** At the institutional level, the ILO assisted the Government in establishing a national employment council to “guide, streamline and coordinate national efforts towards full employment”. The Council is chaired by the Minister of Labour and Employment and comprises relevant ministries, departments and agencies as well as the social partners – the NECA, the NLC and the TUC. Constituents commented positively on the strategic role of the NEC and the ILO's role in supporting its establishment was found to have been instrumental. At the policy level, in 2020 the ILO built the capacity of 50 national actors in Nigeria on the impact of climate change and climate policies on social and employment outcomes and just transition policies. This was parallel to the development by the Government of the National Climate Change Policy for Nigeria 2021–30 and helped to include employment and just transition policies and green jobs promotion in Nigeria's policy responses to climate change.
- ▶ **Protection for all.** The ILO provided technical support for the evaluation, development and validation of the second phase of the National Policy for the Elimination of Child Labour and National Action Plan for the Elimination of Child Labour (2021–25). The ILO further supported eight states in Nigeria in adopting a national action plan in the artisanal and small-scale gold mining sector, the cocoa sector and other sectors specific to these states. On OSH, the ILO supported the revision of the national policy on OSH. On labour migration, the ILO supported the development of a gender mainstreaming strategy for labour migration.
- ▶ **Social protection.** The ILO provided technical support for the costing and fiscal space assessment of the social protection initiative. The adoption of the report led to the introduction of measures to increase the existing tobacco tax to 30 per cent and establish a 10 naira (₦) per litre rate for a new sugar-sweetened beverages (SSBs) tax in fiscal policy measures for 2022.

ECOWAS

The ECOWAS DWP served as the ILO's subregional strategy on several policy outcomes, but synergies with DWCPs have been mixed. The ECOWAS DWP for the period 2020–23 (extended to 2026) identified three priorities: (a) promoting employment opportunities, (b) extending social protection coverage and (c) implementing international labour standards. Various projects or initiatives were leveraged by the ILO and ECOWAS to collaborate around these technical areas. In the context of the implementation of the ACCEL 1 project for example, ECOWAS endorsed various subregional policy documents and guidelines addressing child labour, equipping member countries with a comprehensive set of actions to tackle this critical issue.^{35, 36} One notable achievement was the ILO's support for the development of the Regional Action Plan on Child Labour and Forced Labour,³⁷ which was presented to the Ministers of Labour and Employment on the 3 March 2023 and was adopted for implementation. In the framework of the Free Movement of Persons and Migration in West Africa project, the ILO supported ECOWAS in implementing its policies (such as the labour and employment policy and action plan adopted in 2009 and the common approach on

35 Project document, p.38.

36 ECOWAS, “ECOWAS Labour Ministers Adopt ECOWAS Regional Action Plan on the Elimination of Child Labour and Forced Labour in West Africa”, press release, 10 March 2023.

37 ECOWAS, [ECOWAS Regional Action Plan for the Elimination of Child Labour Especially the Worst Forms](#), 2023.

migration) by building capacities in the area of labour migration and counter-trafficking. A distinct feature of this project was the cross-cutting approach taken to address labour and employment issues. The project fostered collaboration across several ECOWAS directorates responsible for different areas, such as education, free movement and statistics, as the project entailed activities on technical and vocational education and training (TVET) as well as on labour market and labour migration information systems, among other topics. Informants commended the cross-cutting design of the project, which was perceived a good practice to replicate in ECOWAS. Another achievement highlighted by informants was the support provided to frame the structure and the leadership organs of the Social Dialogue Forum. The ILO provided tangible support for coding these meetings and for convening two sessions of the Forum in Conakry in 2017 and in Abuja in 2019. Informants highlighted the institutional effects of the support provided by the ILO through a South–South collaboration initiative carried out in 2018, which led to the stronger influence of social dialogue (box 4).

▶ **Box 4**

From 26 February to 2 March 2018, a delegation of the ECOWAS Commission comprising representatives of the Directorate of Humanitarian and Social Affairs, the Nigerian Government, the OTUWA and the FOPAO embarked on a study visit to a meeting of the Southern African Development Community (SADC) ministers of employment and labour. The objectives of the study visit were (a) to learn lessons from the SADC region on how to strengthen tripartism and social dialogue in the ECOWAS region; (b) to network with social partners and government representatives from the employment and labour sector of the SADC region; and (c) to learn how the SADC secretariat coordinates the employment and labour sector of the region. This study visit resulted in an improvement of the planning of the 2019 Social Dialogue Forum held in Abuja relative to the 2017 session of the Forum held in Guinea-Bissau. The 2019 Social Dialogue Forum was held just before the meeting of the Council of Ministers of ECOWAS, which allowed the leadership of the Forum and employers and workers to present the outcome of the workshop to the Council of Ministers. The outcome of the Forum was adopted as a resolution of the Council of Ministers.



While informants recognized a strong partnership between the ILO and ECOWAS, suggestions were also made for furthering the cooperation. At the management level, the evaluation received positive assessments about the prior engagement with ECOWAS of senior managers from CO-Abuja and CO-Abidjan. Direct discussions between high-level executives from both institutions were reported to be strongly influential in enhancing the visibility of the Decent Work Agenda and ensuring momentum for the partnership. Periodic leadership engagement and active championing of the collaboration were identified as modalities to be fostered. The limited capacities of both ECOWAS and the ILO to implement the DWP were also found a constraint impeding results. At the ILO, staff time available to ensure the execution of the DWP was extremely limited. At ECOWAS, areas such as labour, employment and decent work had been covered by two staff members (three since 2024) in the Social Affairs Division. Secondment by the ILO of a project staff member to steer a specific technical workstream in ECOWAS was reported to be a good practice that had previously benefited the work on labour migration and could be reactivated. Capacity-building of staff in ECOWAS, such as through participation in ITCILO training, was also highly valued and it was noted that it deserved better structuring and increased frequency. Regular planning and monitoring meetings would be another important avenue for helping to advance the implementation of the DWP.

ILO CROSS-CUTTING POLICY DRIVER RESULTS

The ILO and its constituents made notable progresses in the Western Africa subregion on the adoption and supervision of international labour standards. Five countries have ratified new Conventions since 2018 (table 6), with work towards the ratifications of additional Conventions reported to be well under way in several countries (for example, on the Violence and Harassment Convention, 2019 (No. 190) in Côte d'Ivoire). In Nigeria for example, to move forward the Decent Work Agenda, the Government ratified the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), the Private Employment Agencies Convention, 1997 (No. 181) and Conventions Nos 187 and 190. Subsequently, to ensure the application in practice of Convention No. 190, the National Union of Textile and Garment Workers and the National Association of Textile and Garment Employers reviewed their existing collective bargaining agreements (CBAs) and agreed to include new provisions on preventing and eliminating violence and harassment at work, in line with relevant standards.

TABLE 6: RATIFICATION OF ILO CONVENTIONS

COUNTRY (NUMBER OF CONVENTIONS RATIFIED)	CONVENTIONS RATIFIED SINCE 2018 [DATE OF RATIFICATION]
Côte d'Ivoire (42)	C102 - Social Security (Minimum Standards) Convention, 1952 (No. 102) ³⁸ [26 April 2023] C170 - Chemicals Convention, 1990 (No. 170) [01 November 2019]
Liberia (27)	C100 - Equal Remuneration Convention, 1951 (No. 100) [13 June 2022] C138 - Minimum Age Convention, 1973 (No. 138) ³⁹ [13 June 2022]
Niger (41)	C122 - Employment Policy Convention, 1964 (No. 122) [06 June 2018] C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144) [15 March 2018] C183 - Maternity Protection Convention, 2000 (No. 183) ⁴⁰ [10 June 2019]
Nigeria (44)	C143 - Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) [23 March 2023] C181 - Private Employment Agencies Convention, 1997 (No. 181) [23 March 2023] C187 - Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) [08 November 2022] C190 - Violence and Harassment Convention, 2019 (No. 190) [08 November 2022]
Sierra Leone (45)	C155 - Occupational Safety and Health Convention, 1981 (No. 155) [25 August 2021] C187 - Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187) [25 August 2021] C097 - Migration for Employment Convention (Revised), 1949 (No. 97) [25 August 2021] C102 - Social Security (Minimum Standards) Convention, 1952 (No. 102) ⁴¹ [29 March 2022] C143 - Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143) [25 August 2021] C150 - Labour Administration Convention, 1978 (No. 150) [25 August 2021] C160 - Labour Statistics Convention, 1985 (No. 160) ⁴² [29 March 2022] C181 - Private Employment Agencies Convention, 1997 (No. 181) [25 August 2021] MLC, 2006 - Maritime Labour Convention, 2006 (MLC, 2006) ⁴³ [29 March 2022] C189 - Domestic Workers Convention, 2011 (No. 189) [25 August 2021]

In several countries (Ghana, Liberia, Nigeria, Sierra Leone), the ILO also provided support to the Government with capacity development and the collection of relevant information for inclusion in

38 Has accepted Parts II, III, IV, V, VI, VII, VIII, IX and X; the Convention will enter into force for Côte d'Ivoire on 26 April 2024.

39 Minimum age specified: 15 years; the scope of the Convention is limited to the branches of economic activity or types of undertakings listed in Article 5(3) of the Convention.

40 Period of maternity leave: 14 weeks.

41 Has accepted Parts II, III, V, VI, IX and X.

42 Acceptance of all the Articles of Part II has been specified pursuant to Article 16(2) of the Convention.

43 In accordance with standards A4.5(2) and A4.5(10), the Government has specified the following branches of social security: medical care, sickness benefit and employment injury benefit.

the reports requested by the CEACR. For example, in Liberia in 2023, all eight reports due under the ratified Conventions were received by the deadline of 1 September. This was an improvement in relation to previous years, as only three reports were received in 2022. Moreover, in previous years (2020 and earlier) reports were often not received and in relation to some Conventions they had not been received for more than a decade.

Many constituents commended the support provided by ILO technical staff, including ACT/EMP and ACTRAV specialists on promoting international labour standards. Various development projects were also found to have been influential in increasing awareness on specific Conventions. Informants highlighted the support provided for Ghana and Côte d'Ivoire by the Trade for Decent Work Project, which includes a global facility that delivers global initiatives in the area of international labour standards and ad hoc support for specific needs arising in partner countries, as well as a country-focused facility that supports a number of target countries each year. In Côte d'Ivoire, the project organized training and produced guides on international labour standards as well as summaries of national labour laws to reinforce the capacities of constituents. The project trained for example about 18 judges on violence and harassment at work and international labour law to promote Convention No.189 and parliamentarians and senators were also sensitized to the Convention. One informant referred to international labour standards as “the basis for every strategy”. As an example of a different entry, the ACCEL project held several workshops in Nigeria to raise awareness and build capacity for the ratification of, for example, the Safety and Health in Agriculture Convention, 2001 (No. 184), and Convention No. 155.⁴⁴ Associating several projects with the joint promotion of a given Convention was reported by informants as the best possible scenario for influencing constituents. Employers' and workers' organizations were also reported to potentially have a catalytic effect in the promotion and uptake of international labour standards as these organizations often have large networks and membership. In Côte d'Ivoire for example, where the ratification of Convention No. 190 is under consideration, the employers' organization CGEDI received training on violence and harassment in the workplace. After the workshop, the content of the training was replicated internally by participants and distributed to CGEDI members, and other sessions were organized for members of professional groups. In Nigeria, the TUC, which has more than 4 million members, engaged with the ILO and the Ministry of Labour and Employment in helping to identify child labour in the workplace and developing a work plan to eradicate the worst forms of child labour.

While employers' and workers' organizations can have a multiplier effect in the promotion of international labour standards, their engagement could be further maximized. Informants from employers' and workers' organizations mentioned that they were sometimes not sufficiently involved in the design and implementation of DWCPs, and therefore called for stronger collaboration. Among the perceived missed opportunities was the limited leverage of their representation at the subnational and sometimes rural levels, which could be better tapped, for instance when the ILO and national institutions seek to replicate and scale up pilot interventions.

The ILO has contributed to strengthening its constituents, social dialogue and tripartism in several countries, but employers' and workers' organizations still confront very low institutional capacities and advocacy capabilities in many countries of the Western Africa subregion. The ILO achieved positive outcomes by strengthening constituents and mechanisms for social dialogue in several countries. In Togo for instance, the ILO provided technical assistance to the Conseil National du Patronat du Togo and the seven trade union centres in the preparation of a memorandum of understanding that set up a new bipartite consultation framework, the Cadre Permanent de Concertation Bipartite, whose mission is to promote bipartite cooperation in the workplace and collective bargaining in the Togolese private sector. Some of the examples highlighted by informants on the evaluation's case countries include the following:

- ▶ **Côte d'Ivoire.** The ILO helped build the capacity of workers' organizations to overcome trade union fragmentation, which was identified as a common pattern across French-speaking countries in Western Africa. The ILO provided technical support for workers' organizations in setting up thematic platforms for joint action. Workers' organizations created technical

44 ILO, ACCEL 1 Project, LogFrame for Nigeria.

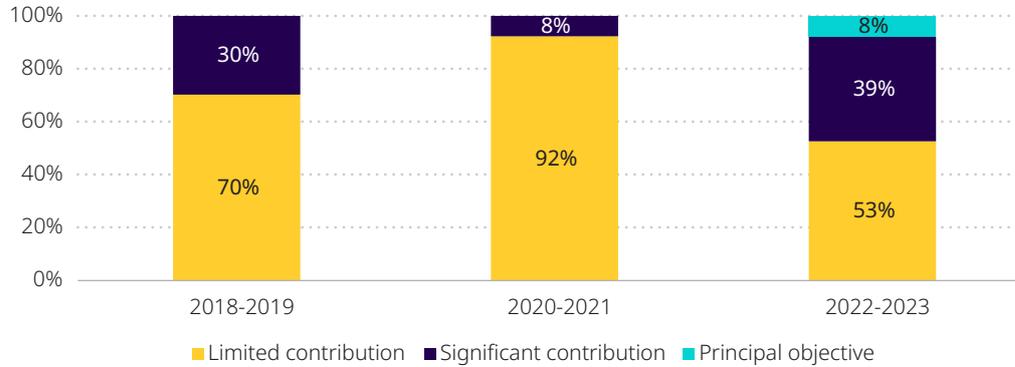
platforms to boost their strength, credibility and influence on several areas, for example with the Inter-union Committee on International Labour Standards, the Inter-union Committee on the Elimination of Child Labour and the Inter-union Committee on the Informal Economy.

- ▶ **Ghana.** The ILO collaborated with the Ghana TUC in the development of a tool for undertaking a comprehensive analysis of existing CBAs. The updated CBAs were utilized as tools for organizing and attracting new groups of workers and the TUC increased its membership by 12 per cent. It also enhanced services packages for improved working conditions and services for young women to report and receive counselling and support on issues related to violence and harassment.
- ▶ **Nigeria.** The ILO contributed to reviving the National Labour Advisory Council, which is the highest body for labour administration in Nigeria. The Council comprises the Federal Ministry of Labour and Employment, the 36 states and the governments of the federal capital territories, the NLC, the TUC, the NECA, the ILO and other stakeholders. The ILO also played a very important role in sharing best practices, providing technical support and building capacity for members of the Council.
- ▶ **ECOWAS.** Several informants highlighted the contribution of the ILO in enhancing the technical capacities of the OTUWA, as well as in strengthening its working relationship with ECOWAS.

Although the evaluation collected ample evidence of other achievements, informants also stressed that there remained room to enhance inclusive social dialogue in the Western Africa subregion and to strengthen the ILO's engagement. As mentioned above with the example on Côte d'Ivoire, informants reported that several other French-speaking countries would benefit from the ILO's approach to better manage trade union fragmentation, provided that resources were provided for technical assistance and coaching. Relationships between governments and workers' organizations were also unfavourably described for countries that have changed to military regimes in the past three years. Although this has not stopped the ILO from continuing to work in such countries after making various adjustments, including to ensure the security of project staff and partners, tripartite policy-level work has been challenged. Meanwhile, there remains a demand in these countries, including at the highest level, for the ILO's technical assistance. The evaluation also noted a call by workers' organizations in a number of countries to be more closely involved and represented in national labour policymaking processes. A few informants also compared the tripartite arrangements at the subregional level with those of the SADC or other subregional communities, noting that social dialogue in these subregional instances contributed more frequently to having their constituencies speak from different perspectives but with one voice at international meetings, therefore giving more weight to their position. Finally, the evaluation noted the calls from many constituents to continue elevating the employment agenda by developing capacities at the national and subnational levels, including through improved managerial skills on partnership building and resource mobilization.

Decent work strategies and activities are progressively embedding gender equality and non-discrimination in their design, but there remains ample room in the Western Africa subregion for further combating gender inequalities in the world of work. Although none of the DWCPs have set gender equality as one of the (three) primary priorities, all country programmes have integrated gender equality either at the outcome or output levels or by mainstreaming it in prospective activities (see table 4). The review of the markers associated with the CPOs shows that while 30 per cent of CPOs had made a significant contribution to gender equality in 2018–19, that percentage increased to 39 per cent in 2022–23, while for 8 per cent of CPOs gender equality was reported as the principal objective during the same biennium (figure 17). This indicates that some progress has been made but also indicates that more than half of CPOs remain blind to gender equality. Constituents responding to the survey shared a few examples of uptake of this agenda. In Ghana, one of the enterprises collaborating with the ILO, the GRATIS Foundation, has developed and implemented a gender policy that ensures the inclusivity of the female workforce, especially in the use of facilities. In Nigeria, a representative of a workers' organization indicated a recent request for gender balance participants and the inclusion of persons with disabilities in any programme or training.

FIGURE 17: EVOLUTION OF GENDER MARKERS, BY BIENNIUM



Source: Decent work results.

According to the project evaluations synthesis report, projects were sometimes implemented with specific outcomes, activities and targets focusing on the participation of women, as well as on addressing different gender needs. This was particularly the case for several labour migration interventions which had outcomes that aimed to address the needs of female migrants and were aligned to SDGs 5 and 10. The ACCEL 1 project also included outputs that focused on gender-specific issues and indicators to measure to what extent outputs included gender-sensitive approaches or terminology. There was also evidence of collaboration with women's cooperatives and technical services promoting the rights of women. Another example was the Women Entrepreneurship Development programme, which in Nigeria certified two master trainers on the GET Ahead programme, who in turn trained 25 female enterprisers of business development, providing access to finance and management using the ILO GET Ahead programme toolkits. Nevertheless, these examples should not overshadow that gender equality has not found a strong place on the Decent Work Agenda in the subregion.

Previous evaluations also noted that while project designs included gender mainstreaming, this was not necessarily apparent during implementation, with either no gender-sensitive or gender-responsive outputs or a lack of gender analysis. Several previous evaluation reports had recommended that gender considerations should play a more prominent role in the design and implementation of interventions. This assessment was confirmed by the evaluation, which noted for example that financial resources mobilized by the ILO to achieve gender equality at work remained low. Of the US\$1.3 million directed to outcome 6 through development cooperation projects during the period 2018–23, 85 per cent of that amount was in fact allocated by the Joint United Nations Programme on HIV/AIDS (UNAIDS) to support HIV/AIDS interventions, that is, not to specifically target gender equality. Informants also pointed out that there was room for strengthening the ILO's efforts on gender equality on various fronts. For instance, gender equality and women's empowerment was found to be an area that was underemphasized in the ILO–ECOWAS partnership. The ECOWAS DWP 2020–23 (extended to 2026) represented a compelling analysis that had identified multiple gender gaps as part of the decent work deficits in the ECOWAS subregion. However, this had not been translated into substantial gender mainstreaming in DWP priorities, outcomes and outputs. Since then, the partnership had not considered gender as an area of focus, which several informants found to be a shortcoming. Several informants also noted the challenges at a societal level, indicating that progress towards SDG5 was not being made fast enough in the subregion – not because of a lack of investments but because countries were not sufficiently committed to opening up the political space and allowing women to participate in political affairs. Informants also noted that there was a lack of women's representation in the leadership of workers' organizations. One informant indicated for example that “[w]e are seeing progress more in the private sector than in the public sector”. According to the ECOWAS DWP, women in the ECOWAS subregion remain significantly under-represented in the political sphere. In 2018, women occupied only 421 seats in West African parliaments, representing 16.1 per cent of all lawmakers, while 12 of the 17 ECOWAS member States had fewer female lawmakers than the global

average of 23.3 per cent. Senegal was a notable exception: with women comprising 42.7 per cent of its parliament, it ranked as number seven globally, just behind Sweden.

Few projects considered the inclusion of persons with disabilities in their design and implementation, in line with the “Leave no one behind” agenda and the principle of doing no harm. The evaluation noted a limited number of ILO interventions that focus specifically on persons with disabilities. One of such example was a study developed in Ghana in 2019 with selected companies and the tripartite sectoral Skills Council of Tourism and Hospitality. The study focused on the inclusiveness of persons with disabilities in TVET. The report and dissemination activities helped the Council for Vocational Education and Training and the Skills Council of Tourism and Hospitality to revise their training programmes to increase the inclusiveness of persons with disabilities. According to the project evaluations synthesis report, the review of the Côte d'Ivoire's DWCP noted that some work had also been done on legislation with respect to the rights of workers with disabilities, as well as work on people living with HIV/AIDS. In some cases, although disability inclusion was found to be a part of interventions, the lack of data did not enable evaluators to assess effectiveness in depth. Several evaluation reports noted that interventions had missed opportunities to include strategies on the inclusion of persons with disabilities and non-discrimination and found that the topic had not been sufficiently mainstreamed in the ILO, with evidence of limited staff awareness and poor inclusion of persons with disabilities in capacity-building events.

The performance and coverage of environmental sustainability and the just transition in the Western Africa subregion have made some progress. The Sida/ILO partnership programme had a specific component on a just transition to a green economy, which aimed to support countries in creating green employment, ensuring social well-being and protecting natural resources, as well as to build an intervention model and best practice examples for other countries that wish to follow the just transition guidelines and adopt green jobs strategies that enhance economic and social inclusion while addressing climate change and implementing low-emission development strategies. In Ghana, this resulted in the development of a country study on the theme “Skills for green jobs”, which put forward recommendations that assisted the development of a green jobs strategy, in addition to capacity-building and multistakeholder consultations. A national strategy for the promotion of green jobs was also developed in Côte d'Ivoire in 2021, with ILO support. In both Ghana and Côte d'Ivoire, resource mobilization initiatives were carried out to facilitate the implementation of green jobs strategies (box 5). In the Niger, local-level actions were linked to interventions in which refugees and host communities were involved in the green economy through environmental conservation and rehabilitation activities, including tree planting, land reclamation, recycling, pisciculture, onion farming and the use of renewable energies, as well as the promotion of a circular economy, with evidence of partnerships with local NGOs and environmental technical services. The development of the Côte d'Ivoire DWCP also led to the revision of nationally determined contributions, while other countries such as Ghana and the Niger also defined their commitments to the contributions with ILO technical support. In Nigeria and Côte d'Ivoire, the evaluation noted high interest and a demand from constituents for increased support on just transition, green jobs and circularity.

► Box 5: National green jobs strategy in Côte d'Ivoire

From December 2019 to June 2021, the ILO worked with constituents in Côte d'Ivoire under the co-leadership of the Ministry of Employment and Social Protection and the Ministry of Environment and Sustainable Development on the formulation of a strategy to promote green jobs. A consultative tripartite green jobs task force was established, a comprehensive policy review and a sectoral analysis was performed, and national priorities for green jobs promotion were identified. Through this approach, Côte d'Ivoire developed and validated a national green jobs strategy with an implementation budget of US\$5 million.



SUCCESS FACTORS AND CONSTRAINTS THAT AFFECTED THE ILO'S ACHIEVEMENTS

According to the evaluation survey, three factors (effective participation of ILO tripartite constituents and local implementing partners in ILO activities; effective ILO CO and project management; and effective contributions of ILO specialists) were the most frequently perceived factors that conditioned the success of the ILO's interventions (figure 18). Conversely, three factors (COVID-19 crisis and/or other social or health issues; inadequate time or financial resources for implementation; and inadequate access to ILO technical expertise) were the most frequently perceived hindering factors of the ILO's performance (figure 19).

FIGURE 18: ENABLING FACTORS OF THE ILO'S ACHIEVEMENTS ACCORDING TO CONSTITUENTS

(n=37 respondents)

Which of the following factors were most significant to the success of ILO technical assistance and projects during the period 2018 to present? (choose up to three)

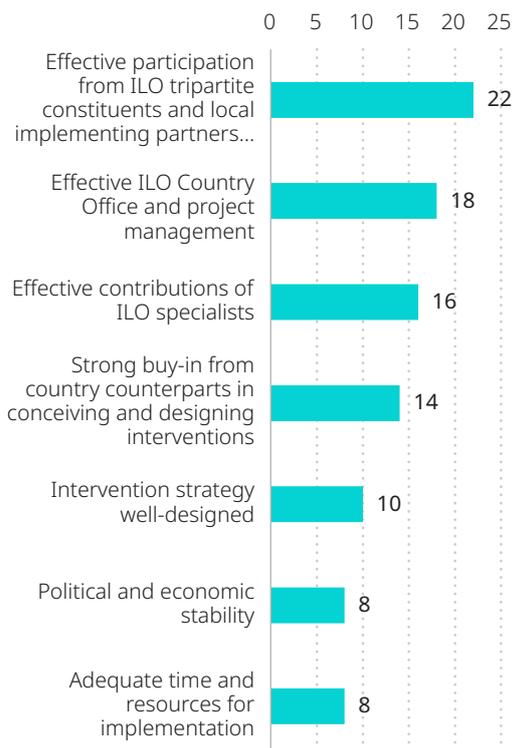
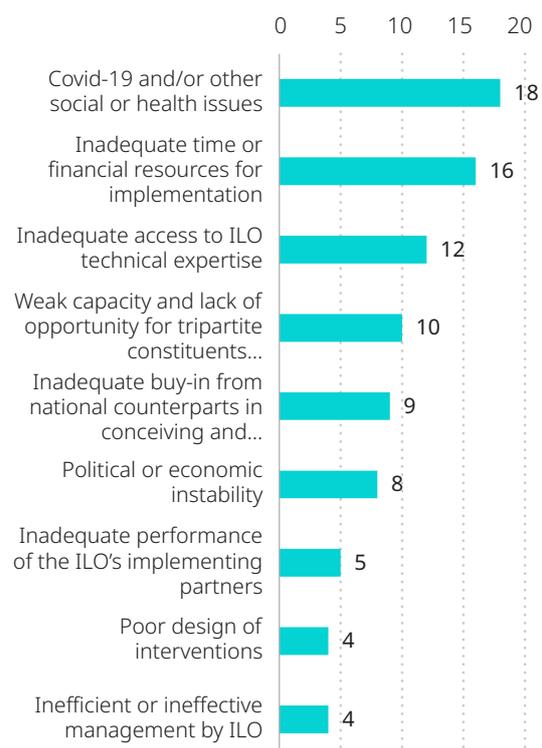


FIGURE 19: HINDERING FACTORS OF THE ILO'S ACHIEVEMENTS ACCORDING TO CONSTITUENTS

(n=37 respondents)

Which of the following factors were the most significant constraints affecting the success of ILO technical assistance and projects during the period 2018 to present? (choose up to three)



Source: Independent evaluation survey, 2024.

Across the subregion, evaluation informants also underlined some positive patterns that successful strategies and activities shared across countries and policy outcomes, including the grounding of interventions in a systemic analysis; the implementation of a range of activities from upstream policy support to downstream development assistance, often embedding a value chain or landscape approach; and the linking of different types of stakeholders and ecosystems, while closely involving local market actors. Many of these factors were illustrated by the work being carried out to combat forced labour and child labour, as is the case for the ACCEL project (box 6).

► Box 6: Systemic and integrated interventions with the ACCEL project

The ACCEL project has the overarching goal to accelerate the elimination of child labour in Africa, through targeted actions in selected supply chains. It adopts an innovative **systems approach** to tackling child labour that moves away from project-based downstream interventions towards strengthening the existing systems that are critical to tackle root causes of child labour.

The ACCEL project theory of change is based on achieving three outcomes at the subnational, national, regional and global levels: (a) policy, legal and institutional frameworks are improved and enforced to address child labour in global supply chains; (b) innovative and evidence-based solutions that address the root causes of child labour in supply chains are institutionalized; and (c) strategies to address the root causes of child labour in global supply chains are scaled up through knowledge-sharing, partnerships and financing. At each level, it targets the **root causes** of child labour, which were identified as key priorities in the Durban Call to Action, including access to social protection; decent work for adults/improved livelihoods; the transition from school to decent work for young people; and a safe and healthy work environment.

The project is implemented in **close cooperation** with ILO tripartite constituents and other relevant partners, including development partners and other UN agencies, as well as NGOs and networks that work in the areas of child labour in supply chains globally, in the Africa region and in target countries.

In addition, the project advances the vision of ILO's 8.7 Accelerator Lab, which aims to accelerate progress towards the elimination of child labour and forced labour by optimizing the effectiveness of development cooperation interventions. It maximizes synergies with ongoing initiatives on global supply chains and existing public and private initiatives on child labour in the region, particularly in the target countries.



EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

Management arrangements were reported effective to coordinate internally the ILO's mobilization of technical expertise but were also found to be hindered by several constraints and to have room for improvement. The evaluation assessed the management effectiveness of the current arrangement of the ILO's representation in the Western Africa subregion, with two COs responsible for programmes and operations in nine countries and ECOWAS, and with a Decent work Team in Dakar covering the 15 ECOWAS countries. ILO informants indicated that coordination meetings between the three COs were organized at the start of every biennium in order to elaborate the respective work plans. Another coordination meeting was convened when the closure of a biennium was approaching. The different teams, including from the Regional Office for Africa, indicated that after a period of clarification, the roles and responsibilities of each office were now better understood and ready to be complementary. Constituents seconded these inputs, indicating that they had one primary point of contact as per the current geographic architecture and that the ILO was effective at coordinating internally their requests to ensure handling by the most appropriate staff members, at either the CO-Abidjan or CO-Abuja, DWT/CO-Dakar, the Regional Office for Africa or headquarters. Constituents also commended the involvement of senior management in high-level meetings and also occasional project events, which contributed to the visibility and promotion of the Decent Work Agenda. As noted above, several constituents called on the ILO to continue promoting their activities through the engagement of senior management, as well as to consider more frequent higher-level representation to contribute to elevating the Decent Work Agenda and discussions between the ILO and its constituents.

A number of constraints faced by the ILO in the Western Africa subregion were repeatedly brought to the attention of the evaluation, some of which are already well documented. The project evaluations synthesis report noted, for example, that previous assessments have found that being a "non-resident" agency has limitations, with several previous evaluations insisting that

it is important to locate project offices and key staff in an operating environment with effective administrative and financial support. The lack of a national CO in most countries of the subregion was regularly flagged as a multifaceted constraint and an impediment to expanding the project portfolio at the national level. Informants indicated that a lack of direct country presence was hampering relationship-building with constituents, the national donor community and the UN system. The lack of a permanent country presence was also considered to provoke a loss of institutional memory compounded by weak knowledge management. The project evaluations synthesis report also noted that in certain projects, including those with “lightly-earmarked” funds, resources were found to be spread too thinly across different countries or initiatives, which sometimes limited the overall quality and sustainability of the interventions and placed important demands on the staff available, although some evaluations found that there was still evidence of good value for money. There was a difference in projects in countries without a CO, especially when local capacities were low, and there were issues in connectivity and transportation. This was especially a challenge when projects and implementing partners were faced with ILO financial and procurement procedures, leading to delays in payments. Informants also indicated that country directors or senior CO staff would travel to “non-resident” countries, but with weekly UNCT meetings for instance, it was not realistic to count on a systematic presence when having four or five countries to cover. UN staff members in Abuja further indicated that meeting with the ILO technical staff was a challenge as they were frequently on mission.

Among the mitigation measures, chief technical advisers (CTAs) or national project staff members had sometimes been assigned to represent the ILO in a “non-resident” country, for example during UNCT meetings, but informants indicated that this modality was not agreeable to all donors. Furthermore, it was noted that national project staff were not always on the same footing in UNCT discussions as country directors or senior international staff from other UN agencies. The evaluation received many requests from ILO staff members across the Western Africa subregion and sometimes from headquarters to shift more technical capacity from Geneva to the two subregional COs and also to “non-resident” countries. However, some informants suggested avoiding a “one size fits all” approach, as some “non-resident” countries had a volume of development cooperation projects that ensured sufficient staffing capacity to promote a broad Decent Work Agenda. The example was provided of Ghana, which does not have the physical presence of a country director but implements a very large development cooperation portfolio, with senior staff members who can provide an “officer in charge” to represent the director if invited by Abuja. Conversely, in Liberia for example, the ILO does not have anyone on the ground to support the country in addressing the recommendations formulated by the CEACR.

The project evaluations synthesis report also highlighted a range of shortcomings in the management arrangements across the different projects. Effectiveness was noted when there were workdays/months earmarked in the budget for providing ad hoc technical support to projects or flexible management approaches with adequate staffing, which enabled field offices to ask for assistance from colleagues in the field, at headquarters or from specific technical experts. However, even in such situations, there were instances in which the absence of key personnel and the delayed appointments of technical specialists had led to strained resources. In one case, a project had been decentralized to improve proximity to field operations, but this had resulted in significant workload for staff that had to assume multiple new responsibilities. The CLEAR Cotton project, for example, had initially been centrally managed, with national project officers in project countries, and the implementation of outputs/country outcomes had been devolved to the corresponding budgets, with decision-making on spending in the country components being the responsibility of COs, based on inputs from central project management, and the technical and financial reporting being centralized; this management structure had been found to be efficient in nature. The project design called for the use of CSO subgranting mechanisms, which had been found to be beneficial for establishing linkages with target communities; however, the process of CSO selection and contracting had been very slow, leading to an extended inception phase. Another project had its project manager based in headquarters while the project team was in Burkina Faso, with financial management based in Geneva and Abidjan, as the team in Burkina Faso did not have access to the IRIS system. This had led to delays in administrative and financial operations, due to lack of human

resources in Abidjan. The FAIRWAY project had two regional CTAs, one for Africa and one for the Arab States, with management coordination and donor liaison functions in Geneva. The CTA for Africa was based in the ILO's Kenya office and reported to the Regional Director based in Abidjan, with financial transactions and oversight for West Africa was done from CO-Abuja, while financial transactions for East Africa were managed by CO-Dakar, which had also led to complications and inefficiencies as it had no direct linkage to the programme and the CTA for Africa. The management set-up and technical backstopping for the GOUVERNANCE project (labour governance) were found to be inadequate: the administrative and financial management of the project was conducted in Abidjan, Algiers, Antananarivo and Geneva, while technical support was mainly provided by the GOVERNANCE Department, with ad hoc inputs from FUNDAMENTALS and DWT/CO-Dakar. This had led to challenges in coordination and implementation, because support was too fragmented and very time-consuming. On a few occasions, the evaluation noted that local partners such as CSO/NGOs or workers' organizations had insufficient capacities to adequately manage the ILO's financial and procurement requirements, which could delay project execution. The role of the CTAs in providing training or coaching support for local partners on these operational matters was found to have been strengthened. The Regional Administrative Services for Africa, based in Abidjan, has started to deliver training for CTAs, which has to date been delivered in Nairobi and Dar es Salaam, and a consultative mission to Dakar is foreseen.

The evaluation also considered the management of the DWCPs in the Western Africa subregion. The development of the DWCPs has sometimes required the engagement of international consultants. According to informants, when implemented in "non-resident" countries, it is important that such an approach installs an appropriate process that leaves sufficient time for constituents to engage in tripartite discussions and reflect in order to avoid weakening national ownership. The evaluation noted that consultations with and the contribution of national project officers in the development of the DWCPs varied. On the one hand, some informants mentioned that it was more effective to not involve national project officers and DWT specialists in the tripartite consultations presiding over the formulation of the DWCP, in order to avoid influencing the agenda and ending up with a broad DWCP. On the other hand, some informants indicated that it was useful for technical specialists to present the latest advances in their respective area and for national project officers to share any lessons and learn from the DWCP consultations. Although DWCPs are expected to limit the number of priorities and outcomes, several technical areas are de facto generally integrated under the same outcome. The extent to which this has led to joint approaches across technical areas has been variable. Informants suggested that the DWCPs should instead be more focused as well as more specific and clearer on the integrated programme work that is intended. This might also contribute to focusing staff time on fewer projects. The evaluation also noted a lack of reference to the ECOWAS DWP in the DWCPs of the Western Africa subregion and unclear leverage of the national DWCPs in the DWP.

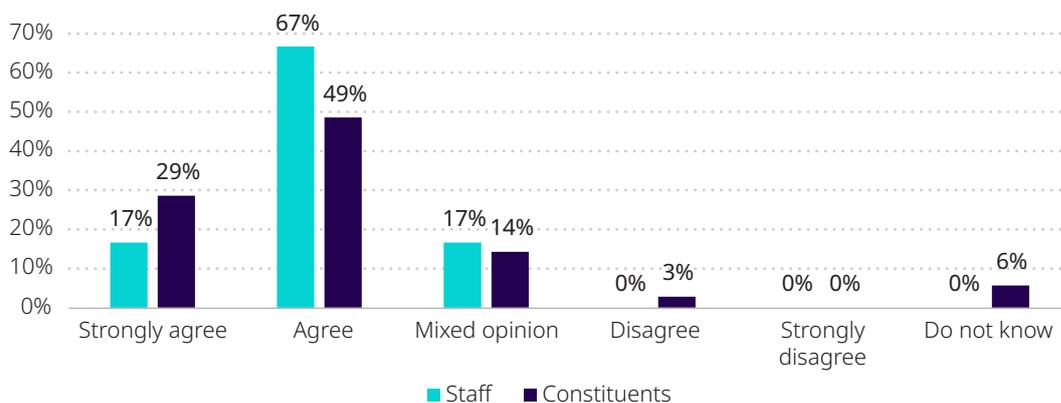
The evaluation found that some constituents were becoming clearer about the purpose and approach of the DWCP, as in the earlier example of Côte d'Ivoire (box 2). However, interviews also indicated that room remained to build more consistent expectations and understanding among constituents on matters such as the objectives of the DWCP, the overall architecture and the roles and responsibilities, including on resource mobilization. Not all of the DWCPs have established well-functioning steering committees for example, while few DWCPs are monitored, sometimes owing to the limited absorptive capacity of stakeholders and the lack of dedicated resources. In the two DWCPs previously evaluated (Nigeria and Côte d'Ivoire), the project evaluations synthesis report found that important shortcomings had been identified linked to a lack of management, governance and coordination mechanisms in both DWCPs, despite the adequate support being provided by the ILO.

The ILO's COs, the Regional Office for Africa, the DWT and several headquarters departments have taken steps towards establishing integrated strategic technical support and policy dialogue processes at the country level. Evaluation informants mentioned that the period

of formulation of the DWCPs, including any preceding diagnostic, was favourable to cross-sectoral consultations and discussions. However, with the ownership of a DWCP generally being allocated to a specific department of a given ministry, it was also found that the formulation and implementation of integrated interventions are somewhat influenced by the strength of information flows and collaboration across the ministry in question's departments and with other ministries. This was considered to be an influencing factor in the ILO's capability to establish an integrated approach. Some informants indicated that DWCPs should be placed at the level of the minister or prime minister in order to more effectively ensure that they trigger integrated and strategic technical support and policy dialogue processes at the country level.

The design of the ILO's DWCP strategies and activities in the Western Africa subregion has frequently benefited from the pooled expertise of relevant departments. This includes ILO headquarters, ITCILO, ACT/EMP and ACTRAV specialists in Abidjan, Abuja and Dakar and technical specialists from DWT in the different COs, although the level of involvement of the different staff members and specialists has varied between projects. Informants highlighted the example of the ACCEL project, which was co-designed by FUNDAMENTALS, Labour Administration, LABADMIN/OSH, E2M (Extractives, Energy and Manufacturing unit), SECTOR, SKILLS, ENTERPRISE, SOCPRO and Social Finance. Other cases of collaboration between COs and/or the DWT/CO-Dakar and headquarters staff involved the review of draft DWCPs and project proposals. Staff members from PARTNERSHIPS and GEDI, for example, indicated that they had reviewed draft DWCPs as well as project documents. According to an informant in GEDI, this review helps to reflect global priorities but also to inform their design. MSD staff at headquarters also took on the development of project proposals on behalf of the DWT specialist in Dakar in order to absorb the workload. Overall, survey respondents were mostly positive about the extent to which the ILO leverages the expertise of its different technical departments and DWTs in order to formulate and implement decent work strategies and activities that are integrated and coherent (figure 20).

FIGURE 20: ASSESSMENT OF THE TECHNICAL SYNERGIES BETWEEN THE ILO'S DEPARTMENTS



Source: Independent evaluation survey, 2024.

Joint implementation activities were reported in the project evaluations synthesis report, as in the case of Côte d'Ivoire with the ACCEL 1 project, the GOUVERNANCE project (labour governance), and the APERP project (employment). The outcome areas noted by the evaluation as having sparked complementary activities include the following:

- **Child labour.** In 2023, with the technical and financial support of the ILO's partners, joint activities were organized by the ENACTE project, the AGRIDOM project, the ACCEL project and the Universal Access to Social Protection for Workers in the Informal and Informal Economy project.

- ▶ **Labour migration.** Informants highlighted for instance the work on labour migration and conceptual links made between the AGRIDOM project,⁴⁵ the Fair Recruitment Initiative⁴⁶ and the Joint Programme on Labour Migration Governance for Development and Integration in Africa.⁴⁷ Previous evaluations also provided evidence of close collaboration between the ILO initiative for Labour Migration, Employment and Reintegration in Nigeria and Ghana and the subregional EC-funded Support to Free Movement of Persons and Migration in West Africa (2013–20) project, which was managed within CO-Abuja.

The project evaluations synthesis report also sometimes conveyed mixed assessments, as in the case of the CLEAR project (child labour), which could have drawn more extensively on technical expertise in the areas of social protection and vocational and skills training. A number of other cases of gaps were also noted, such as in Ghana, where the ILO supported the Ministry of Employment and Labour Relations to develop its new green jobs strategy, with funding from the Sida-ILO Partnership programme; however, the Ministry's relevant focal points were not included in the activities of the PAGE programme, reflecting a siloed approach to the ILO's work in the country. The evaluation of RBSA-funded projects found that although ACT/EMP and ACTRAV had been involved in the design phase, staff members revealed that their involvement was mainly procedural and there had been no in-depth consultations. In some cases, it was found that national coordinators needed more connections with regional and global specialists in order to promote potential synergies and cross-learning opportunities. The evaluation seconded these findings, for instance noting that the mainstreaming of ACT/EMP and ACTRAV in project proposals and project documents was to be further systematized. National project officers also indicated sometimes a need for tighter links with fellow project officers working on the same technical area in other countries.

In a few cases, informants also called for the improved management of global projects in order to avoid their being assigned to a CO without adequate bottom-up consultations and plans for local staff to provide support and monitoring, with the risk that questions could arise about the level of national ownership and the sustainability of project outcomes.

EFFICIENCY

The evaluation team assessed the extent and ways the ILO used its limited human and financial resources efficiently. To do so, the team (a) examined the contribution of the ILO's partnerships to efficiency; (b) the cost-efficiency of the ILO's work in the subregion; and (c) the adequacy of allocations in human and financial resources.

Western Africa

The ILO has advanced the Decent Work Agenda in the Western Africa subregion through the development of an increasing number of DWCPs and the implementation of a growing portfolio of development cooperation projects. The ILO has increasingly leveraged DWCPs in the subregion as an instrument to mobilize constituents and promote the Decent Work Agenda. Two countries had DWCPs designed in 2018 – Côte d'Ivoire and Nigeria. Over time, the ILO has expanded DWCPs across the subregion in countries in which it does not maintain a field presence. In 2023, five of the nine countries in the subregion had a DWCP under implementation: Benin, Burkina Faso, Nigeria, Sierra Leone and Togo, while two additional countries had a DWCP at the final drafting stage (Côte d'Ivoire and Ghana). The expanding number of development projects implemented by the ILO in the subregion was also a key lever to advance the Decent Work Agenda. From 2018 to 2023, the number of projects implemented per year across the nine countries of the subregion almost tripled, while the amount of resources annually executed has quadrupled (figure 21).

45 ILO, "AGRIDOM Project".

46 ILO, "Fair Recruitment Initiative".

47 ILO, "Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP)".

FIGURE 21: EXPENDITURES OF DEVELOPMENT COOPERATION PROJECTS IN THE NINE COUNTRIES OF THE WESTERN AFRICA SUBREGION



Source: XBDC Dashboard, 2018–23.

Quantitative analysis showed a low correlation between the existence of a DWCP and the resources mobilized for development cooperation projects in a given country. For most countries, the presence of a DWCP has had limited influence on the resources that were mobilized. Togo, for example, launched a DWCP in 2020, with no clear effects on the resources mobilized each year during the period 2018–23. Benin also had not gained any significant benefits from the DWCP launched in 2022, with XBDC funding remaining very low since then. Liberia did not have a DWCP throughout the entire period but maintained a significant volume of XBDC funding each year. The Niger and Côte d'Ivoire tend to show a growing trend in terms of XBDC funding, but this does not correspond to periods with DWCPs.

Detailed analysis also shows overall moderate alignment between the priorities indicated in the DWCPs (for those countries that had one in the period of reference) and the funding directed to policy areas through development cooperation projects. Informants indicated that DWCPs were rarely used by ILO as a tool to support resource mobilization and were only moderately effective at triggering donors' interest and new funding opportunities. Informants also indicated that donors often decide on allocations based on internal strategies and a range of other prioritization factors. Several informants proposed to better promote and leverage DWCPs for resource mobilization and to better align the DWCPs with national programming and budget cycles and with the planification of bilateral partners. It was for instance suggested that the ILO COs produce an annual communication brochure narrowing down and highlighting specific priority areas for a given DWCP over the year to come and calling for matching resources.

For the period 2018–23, less than 7 per cent of the extrabudgetary funding directed to the nine countries of the Western Africa subregion was non-earmarked. RBTC funding has had limited contribution to mitigating countries unbalances (figures 22 and 23). However, informants highlighted that core voluntary funds sometimes have strategic effects. Allocations in core voluntary funds (RBSA) during the period reached slightly over US\$2.6 million and were primarily channelled to Sierra Leone (36 per cent), Côte d'Ivoire (20 per cent) Nigeria (18 per cent) and Liberia (14 per cent). On various occasions, RBSA funds proved catalytic to broaden interventions and steer synergies between activities. In Côte d'Ivoire for example, RBSA was very important and catalytic to develop and implement an integrated strategy for the transition from the informal to the formal economy (CIV110) and to mobilize funding to strengthen the institutional capacities of workers' organizations (CIV 801 and CIV802), as well as for extending social protection (CIV103).

FIGURE 22: XBDC EXECUTION PER COUNTRY, 2018–23 (US\$)

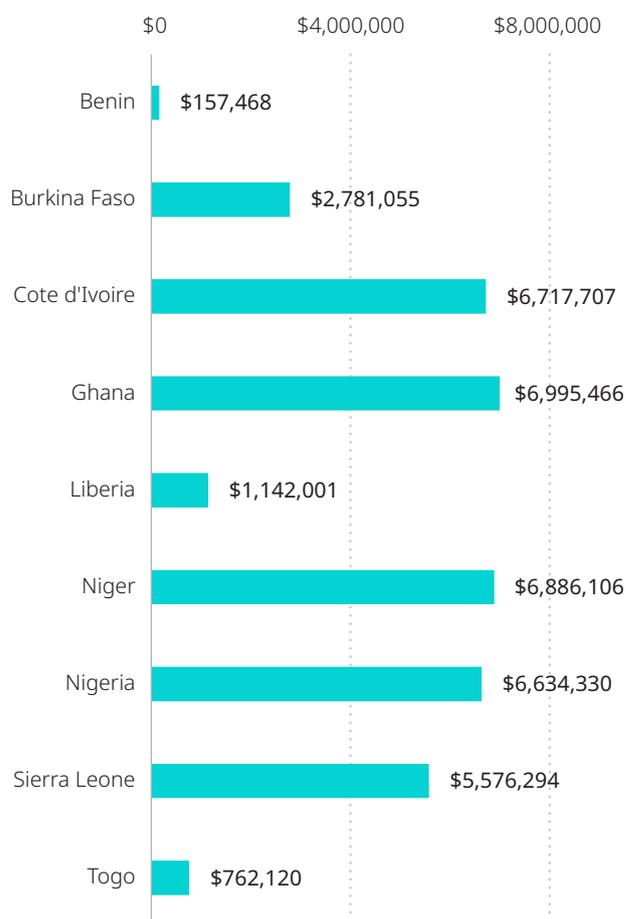
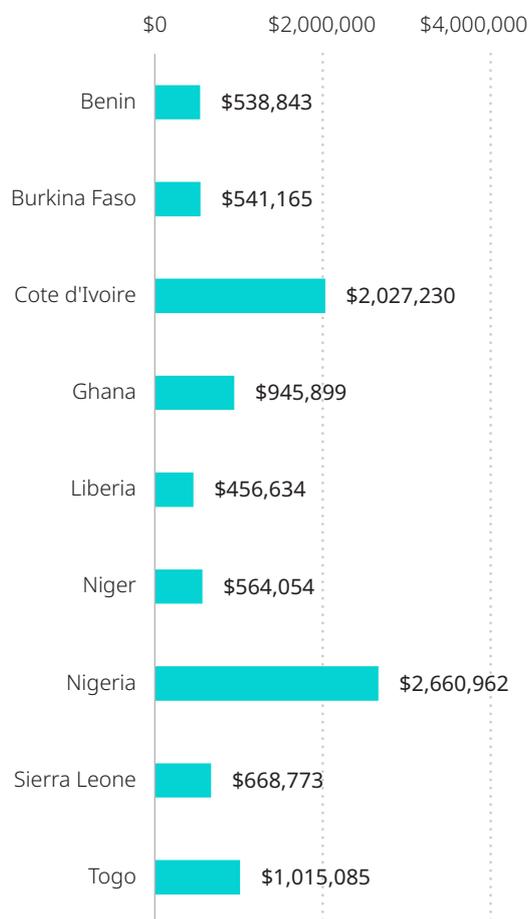


FIGURE 23: RBDC EXECUTION PER COUNTRY, 2018–23 (US\$)



Source: XBDC Dashboard, 2018–23, XBDC expenditure details; FINANCE Department – 2018–23, RBDC expenditure details.

The ILO's policy areas have diversely mobilized resources. Protection for all (policy outcome 7) and enterprises (outcome 4) were the technical areas that received the highest amount of extrabudgetary resources during the period 2018–23 (figure 24). These two policy outcomes account for close to 70 per cent of the total XBDC funding. A high proportion of the resources allocated to protection for all (outcome 7) were directed to projects anchored in the ILO's flagship programme IPEC+ and aimed at eliminating child and forced labour, such as with the ACCEL project. Among the strategies and activities implemented during the period 2018–23 to support the development of enterprises (outcome 4), three projects concentrated more than half of the resources: the project on market-based livelihood interventions for refugees and host communities in the Niger, the project entitled "Opportunity Salone programme: Jobs and growth programme in Sierra Leone" and the SCORE phase III programme in Ghana.

FIGURE 24: XBDC EXECUTION PER POLICY OUTCOME IN THE NINE COUNTRIES OF THE WESTERN AFRICA SUBREGION, 2018-23

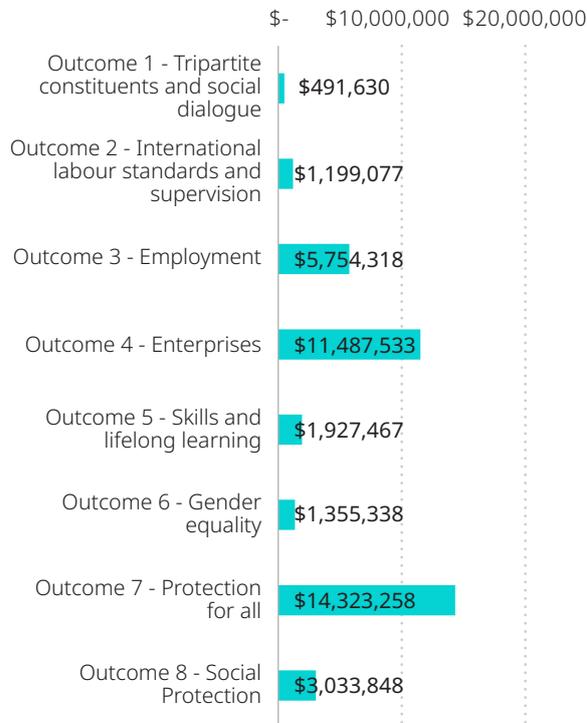


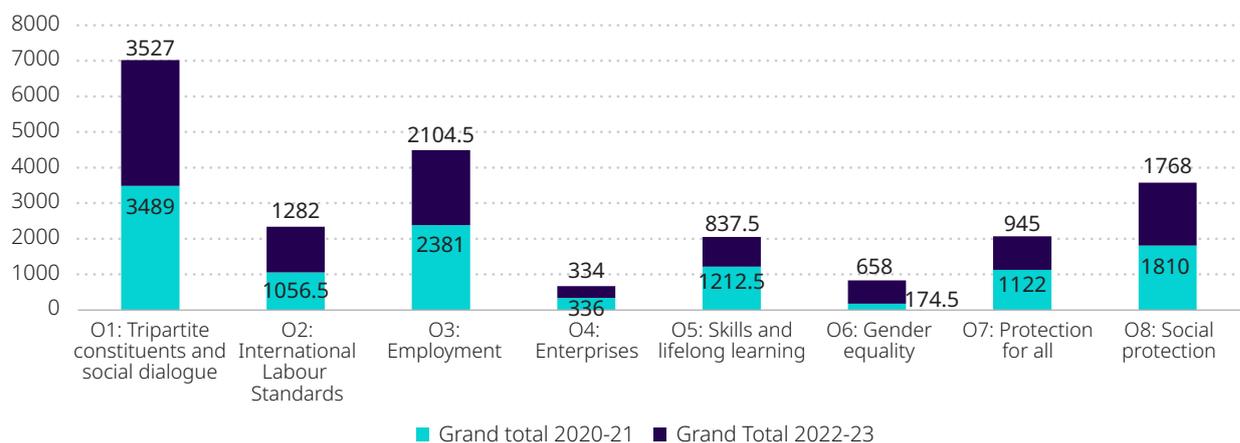
FIGURE 25: RBTC EXECUTION PER POLICY OUTCOME IN THE NINE COUNTRIES OF THE WESTERN AFRICA SUBREGION, 2018-23



Source: XBDC Dashboard, 2018-23, XBDC expenditure details; FINANCE Department - 2018-23, RBDC expenditure details.

Fewer extrabudgetary resources were directed to DWCP strategies and activities supporting the adoption of international labour standards (outcome 2), tripartite constituents and social dialogue (outcome 1) and gender equality (outcome 6). However, in addition to extrabudgetary funding, technical assistance was also provided through the regular budget (figure 25). The policy outcome on strengthening tripartite constituents and social dialogue (outcome 1) is the policy area that received the highest level of support (working hours) from ILO staff, followed by employment (outcome 3), which was a systematic priority in all DWCPs of the subregion (figure 26).

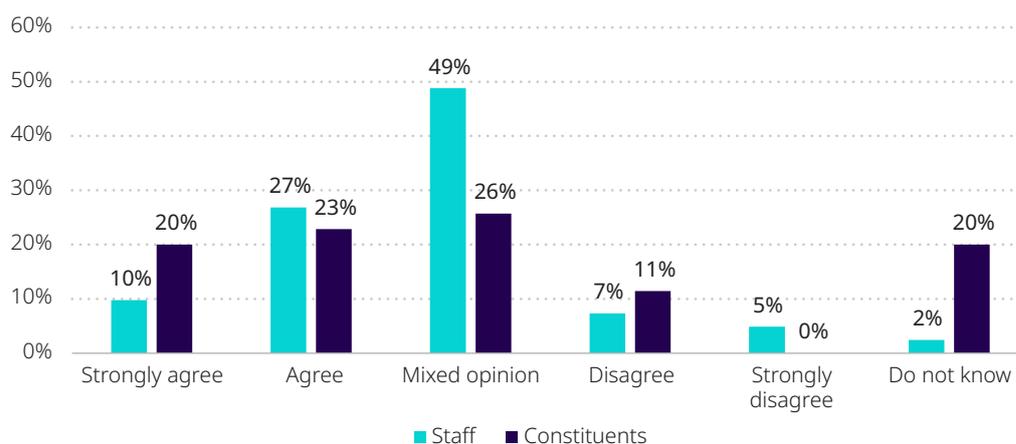
FIGURE 26: SUPPORT TO POLICY OUTCOMES ACROSS THE WESTERN AFRICA SUBREGION FROM THE REGULAR BUDGET (NUMBER OF WORKING HOURS)



Source: ILO

Resources and staff time channelled to gender equality and non-discrimination (outcome 6) were limited. Seconding informants, a significant proportion of survey respondents reported that the ILO's human and financial resources were not necessarily realistic and sufficient to deliver planned results, including to integrate gender equality and non-discrimination work (figure 27).

FIGURE 27: SUPPORT PROVIDED TO POLICY OUTCOMES ACROSS THE SUBREGION FROM THE REGULAR BUDGET



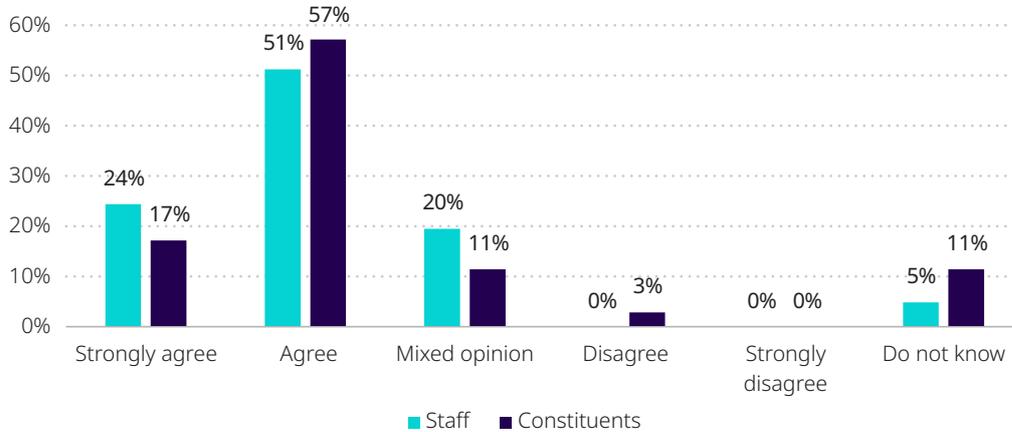
Source: Independent evaluation survey, 2024.

Some informants perceived that resource allocations could be better balanced between policy outcomes. Such an objective could be supported by changing the narrative towards more systemic analysis and integrated interventions that pool technical areas. The evaluation found that several areas require continued attention, in particular resource mobilization efforts aimed at achieving better distribution among countries covered by each CO and improved alignment of resources with DWCP priorities. In addition, enhanced awareness and focused resource mobilization addressing skills, gender equality, the inclusion of persons with disabilities and informal economy challenges were found essential.

The ILO has leveraged partnerships to optimize efficiencies across various levels of implementation, but there remain opportunities to ensure better coordination and fully capitalize on the potential of collaborative efforts. Several factors make partnerships instrumental for the ILO. One of the conditions that frame the ILO's programming and interventions is the level of funding that the organization mobilizes. In that regard, partnerships are especially important for the ILO for both efficiency and amplification purposes, as the Organization relies on limited resources compared to most other UN agencies. For example, the budget assessed by the ILO for the implementation of the DWCP in Nigeria represents less than 0.5 per cent of the total budget of the UNSDCF for the same period. In Togo, the ILO share represented around 1.4 per cent of the total budget of the UNSDCF. In Benin, the ILO aimed to mobilize slightly over 0.3 per cent of the UNSDCF. Informants further stressed that resource mobilization from the UNCTs themselves was equivalent to only a tiny proportion of the budget of the states of the subregion,⁴⁸ therefore highlighting the importance of strong partnerships with governments. Against this backdrop, survey respondents tended to provide a favourable overall assessment of the efficiency of the ILO's appropriate use of available human and financial resources to contribute to progress on implementing its Decent Work Agenda (figure 28).

⁴⁸ One informant cited the example of the national youth programme in Côte d'Ivoire, which alone has a budget higher than that of the entire UNCT targets under the UNSDCF.

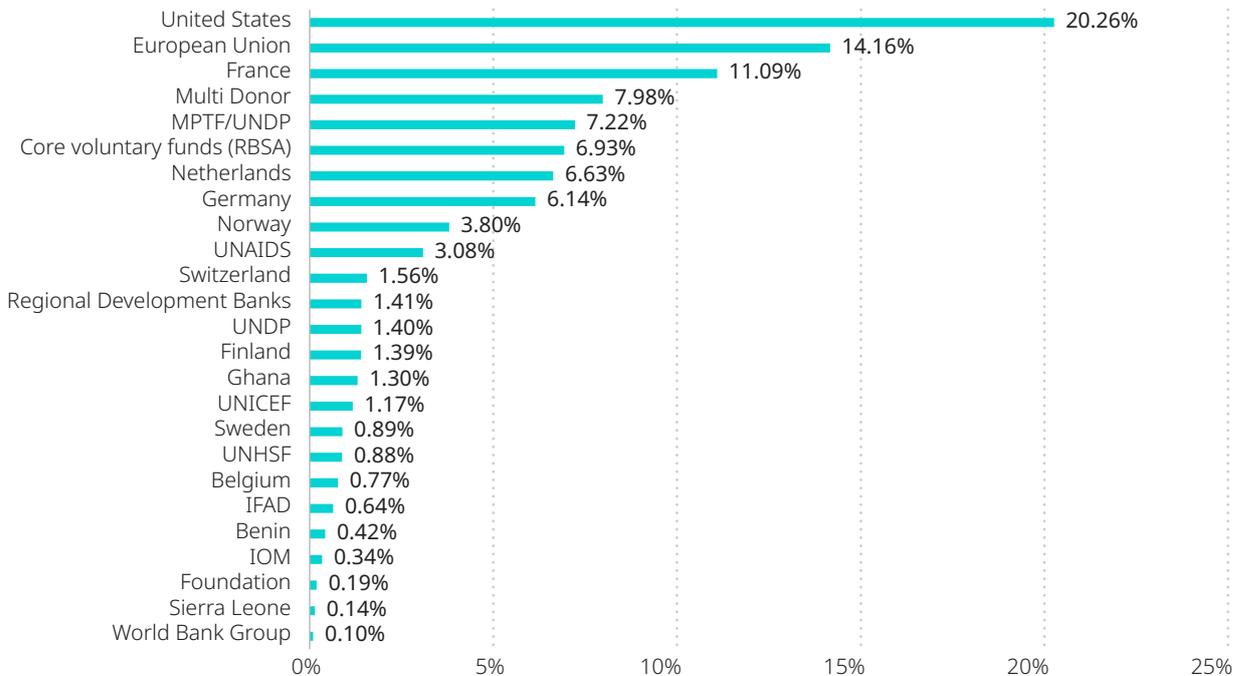
FIGURE 28: EFFICIENCY OF THE ILO'S USE OF HUMAN AND FINANCIAL RESOURCES



Source: Independent evaluation survey, 2024.

The evaluation found significant evidence of partnerships established with constituents to maximize resource efficiency, create synergies and amplify results. Informants from ministries and subnational public institutions indicated that the ILO's interventions integrate or complement work plans, leading de facto to some form of cost-sharing. On a few occasions, the ILO's interventions were directly funded by the national partner, such as with the actuarial valuations of the National Social Security Fund in Benin and the actuarial valuation of social security and national insurance trust schemes in Ghana (figure 29).

FIGURE 29: SOURCES OF XBDC FUNDS FOR THE WESTERN AFRICA SUBREGION DURING THE PERIOD 2018–23



Source: XBDC Dashboard, 2018–23.

In Côte d'Ivoire, a strong indicator of ownership and sustainability at the national level was the commitment of funds by the Government and the private sector for the CLEAR project (child labour), for which a strong public-private partnership was established. The project supported dialogue between the Government and the cocoa private sector (including the International Cocoa Initiative, the World Cocoa Foundation and Cocoa Action), resulting in a coordination framework

for funding the Child Labour Monitoring System (CLMS) model throughout the country. Under the framework, the private sector and the Government committed funds for the local monitoring system. The Government increased its funding of the CLMS, allocating US\$299,000 through the public investment programme for 2017, extending the *Système d'Observation et de Suivi du Travail des Enfants* to 19 new localities. According to the project evaluations synthesis report, this funding mechanism represented an innovation for Côte d'Ivoire and could be applicable to public–private sector cost-sharing elsewhere. Several staff members were of the opinion that there would be room to explore more systematically similar direct contributions for ILO's technical assistance from Western African countries, in particular from Nigeria given its importance in the subregion.⁴⁹ DWCPs such as those in Nigeria, Ghana and Sierra Leone have employed an integrated national financing framework (INFF) to guide their Governments in sourcing funds domestically to finance DWCPs. The INFF strategy highlights the need to scale up domestic and private financing for DWP activities. One of the new and innovative sources of funding is impact investment, which “requires adopting a conducive regulatory environment, raising awareness of the development potential of impact investment, and identifying SDG-aligned priority sectors and regions for private sector investment”.

Collaboration with employers' organizations was found to be a platform for efficiencies.

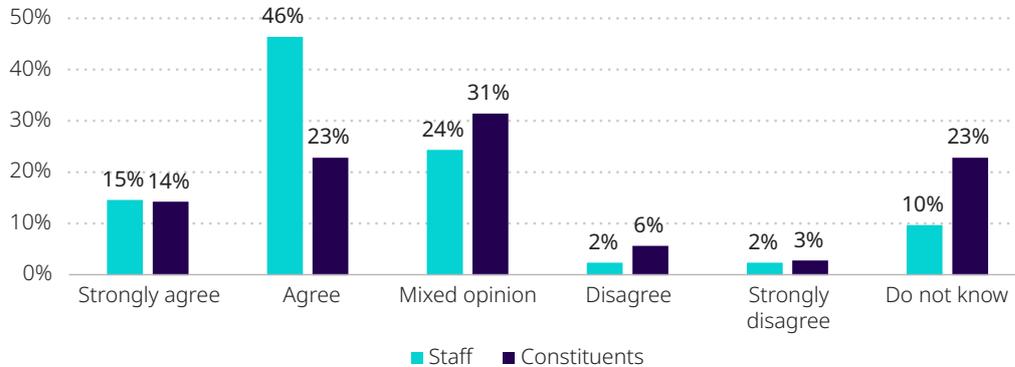
According to the project evaluations synthesis report, collaboration has taken the form of the joint implementation and financing of activities; participation in working groups; working on common databases; the development of training; the co-organization of conferences; collaboration on monitoring; impact evaluations and research projects; the development of concept notes for new projects; virtual communities of practice on child labour in specific sectors; and informal exchanges. The review of the Nigeria DWCP, for example, found that collaboration with the private sector and other institutional stakeholders in addition to ILO constituents enriched the implementation of the DWCP and helped advance its objectives.

Workers' organizations stressed that they brought a unique comparative advantage and source of efficiency with their large networks of members and called for the ILO to further leverage that advantage through joint activities. However, ILO staff members also indicated that workers' organizations could confront some operational challenges in executing projects at the subnational level due to their limited exposure to the ILO's financial, procurement and reporting requirements. In several cases, this was reported to have caused delays in project implementation. In order to improve efficiencies, the evaluation received suggestions for CTAs to be more strongly involved in building the capacities of workers' organizations to meet the ILO's administrative functioning and operational requirements.

Collaboration of the ILO with other UN partners has been variable. The project evaluations synthesis report found that the cost-effectiveness of collaboration with other UN agencies was mixed, with some projects working closely with certain agencies to achieve results and maximize resource efficiency, while certain evaluations also found there were missed opportunities for collaborations, even in the context of the same projects. In Sierra Leone, an RBSA project was housed in FAO offices and inter-agency collaboration was found to be the most useful way forward, especially since there was no ILO CO. The CLEAR Cotton project (child labour) was jointly implemented with FAO, with evidence of close collaboration, coordination and complementarities at the management and country levels, and shared resources and learning across the project. By contrast, several projects were found to be moderately efficient. The ILO participated in the United Nations PAGE programme, along with the UNDP, UNEP, UNIDO and UNITAR, although the evaluation found that a key issue was for ILO interventions to build synergies with those of other agencies, while the ability to create such synergies with other green jobs/just transition programmes was somewhat limited. The evaluation's surveys also returned mixed assessments on the extent to which the ILO, by working jointly with other UN agencies, development partners and/or IFIs (in the country), was able to increase synergies and reduce costs (figure 30). On a different note, several ILO staff members suggested a review of the preparation of DWCPs to better account for close integration with the UNSDCF and to minimize duplication of efforts and time in the preparation of both documents.

⁴⁹ The following countries of the subregion are classified as least developed countries: Benin, Burkina Faso, Liberia, Niger, Sierra Leone and Togo.

FIGURE 30: EFFICIENCY OF THE ILO'S COORDINATION WITH UN AGENCIES AND IFIS

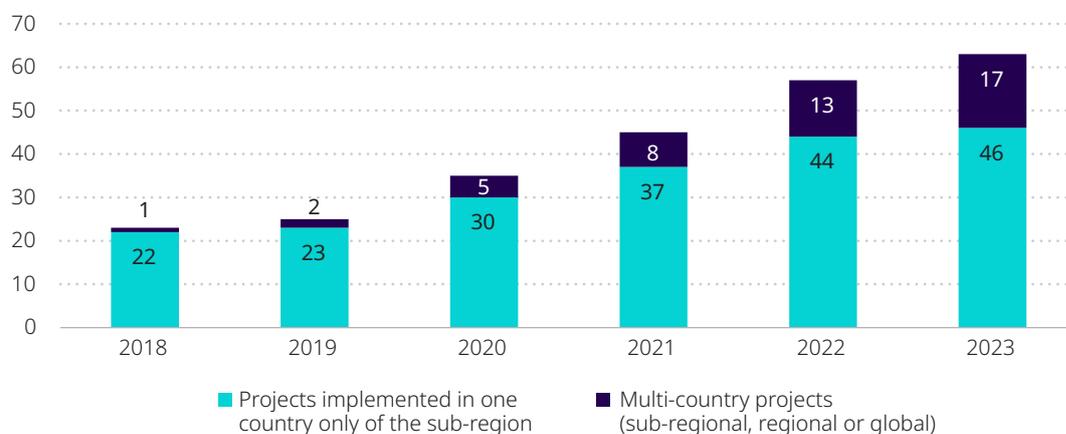


Source: Independent evaluation survey, 2024.

The evaluation compiled evidence of collaborations with CSOs/NGOs, with room for improved efficiencies in some instances. In Burkina Faso for example, working with CSOs as key implementing partners of the CLEAR Cotton project (child labour) presented useful opportunities for cohesion but was also a challenging process and was done at the expense of proportionate engagement with governments. The evaluation also noted that CSOs/NGOs sometimes faced challenges in complying with the ILO's administrative requirements and financial and procurement rules and regulations. In several cases, this had been a source of slow or delayed project execution.

Interconnections between countries within the Western Africa subregion and with other subregions have increased since 2018. In 2018, of the 23 development cooperation projects executed in the subregion, only 1 (that is, 4.3 per cent) was implemented in several countries. By comparison, 17 multicountry projects (that is, 15.8 per cent) were executed in 2023 in the subregion (figure 31). Countries across the subregion have become mutually more strongly interconnected through the portfolio of development projects, and have also become more connected to countries outside the subregion. Examples of initiatives with a subregional footprint include the work to combat child and forced labour, such as that of Alliance 8.7 implementing interventions in the Niger and Mauritania, the Accelerator Lab 8.7 with projects in Côte d'Ivoire, Ghana and Nigeria, or the above-mentioned ACCEL 1 project (Côte d'Ivoire, Egypt, Malawi, Mali, Nigeria and Uganda).

FIGURE 31: GEOGRAPHIC SCALE OF DEVELOPMENT COOPERATION PROJECTS IMPLEMENTED IN THE WESTERN AFRICA SUBREGION



Source: XBDC Dashboard, 2018–23.

In terms of internal coordination, the evaluation found evidence of collaboration between projects that helped maximize results and promoted cost efficiencies. Previous evaluations had reported instances of cost-sharing, joint training, workshops and discussions, awareness-raising campaigns, the use of ILO tools and the sharing of lessons and good practices, as well as the development of global knowledge products, among others. Informants indicated that these approaches did not specifically follow a subregional strategy but stemmed from the design and scope of each development cooperation programme or project. The evaluation also received some calls for increased connections and cross-fertilization between projects. For example, some informants indicated that more frequent collaboration or exchanges between projects on a just transition would be beneficial as this is a relatively new area for which knowledge is not always readily available or accessible on platforms but is rather created as projects are being implemented. The evaluation noted that interconnections between projects implemented on a similar technical area across several countries owed more to the interest and dedication of specific CTAs than to the ILO's corporate policy. The evaluation also noted a call from national ILO staff members for increased internal capacity-building as well as autonomy vis-à-vis technical specialists. National project officers indicated that granting project staff the autonomy to give training under the supervision of specialists could be more efficient than relying on specialists, who incur higher costs due to travel and additional organizational work. Strengthening the capacity of national coordinators would facilitate this approach and ease the difficulty of organizing workshops. Quite frequently, the evaluation was exposed to the challenges faced by the DWT/CO specialists in Dakar in covering 15 countries. Some staff members from the subregion suggested that the DWT specialists should prioritize providing support to countries that had a DWCP as the framework should facilitate planning and technical support would better enable its implementation. Another informant suggested applying to the DWT specialist the same 360-degree performance assessment method as for the ACT/EMP and ACTRAV specialists as a modality to foster prioritization.

As noted in the previous section, the evaluation collected many calls from ILO staff members across the Western Africa subregion and sometimes also from headquarters to shift more technical capacity from Geneva to the three subregional COs as well as the “non-resident” countries. In terms of staffing capacity, CO-Abuja has more regular staff positions than CO-Abidjan but many fewer technical cooperation staff positions (table 8). Many informants were of the opinion that staffing should be strengthened in CO-Abuja, both as a result of the size of Nigeria and the countries covered by the CO but also due to the presence of ECOWAS in Abuja. The evaluation noted indeed that CO-Abuja covers a territory of four countries with a total population of close to 270 million versus 120 million in the five countries covered by CO-Abidjan. Furthermore, during the period 2018–23 CO-Abuja managed an XBDC execution that was in excess of US\$20.3 million, while CO-Abidjan managed an XBDC portfolio of US\$17.3 million. Although many more factors come into play to assess the staffing needs of a CO, it was noted that the limited staffing capacity of CO-Abuja was a constraint to the ILO's delivery.

TABLE 7: STAFFING CAPACITY PER CO

TYPE OF POSITION	CO-ABIDJAN	CO-ABUJA
Regular staff	8	12
Technical cooperation staff	28	15
Total	36	27

Source: ILO

A recurrent impediment to efficiency was related to the slow speed of financial disbursements and the cumbersome procurement procedures that hindered implementation and progress in planned activities. As noted above, the project evaluations synthesis report found evidence that new staff had to make significant efforts to understand and meet the requirements of ILO financial processes, and that support to implementing partners was not always sufficient to enable smooth implementation and disbursements, leading to activities being interrupted. There were

several examples of interventions having only spent a small portion of their budget, upon reaching the end of the planned time frame, due to delays in staffing or access to funds and delays in project implementation. The evaluation of the CLEAR Cotton project (child labour) noted that such impacts were undermined to a degree by the administrative procedures of the ILO, with delays to agreements, financial disbursements and implementation agreements influencing quality, and in some cases CSOs had to prefinance activities so as not to delay implementation. In the context of the project on market-based livelihood interventions for refugees and host communities in the Niger, it took one year to award a fish farming station contract, and at the time of its final evaluation, the Fonds d'Appui à la Formation Professionnelle et à l'Apprentissage had been waiting for five months for its second tranche of funds to be disbursed (60 per cent of resources), with one month to go before project closure. Certain refugee and host beneficiaries ended up leaving the project, as they were not being paid or compensated for their work. Specific challenges were exacerbated in countries that did not have an ILO office with a bank account, so that projects could not easily receive funds and pay contractors, which led to important delays in implementation.

Côte d'Ivoire

Coordination, collaboration and partnerships with constituents and national stakeholders contributed to the ILO's cost-effectiveness in Côte d'Ivoire. Informants from ministries and subnational public institutions indicated that the ILO's interventions integrated or complemented work plans, leading de facto to some form of cost-sharing. The evaluation found an illustration in visiting the office of the National Rural Development Support Agency (ANADER) in Soubré. Informants mentioned consulting with the ILO when drawing up the ANADER budget. The draft budget integrates resources from the ENACTE project (child labour) and the proposal reviewed by the ILO and discussed in order to finalize the ANADER work plan.

Collaboration with employers' organizations was also found to be a platform for efficiencies. In Côte d'Ivoire, various training exercises and dialogues have been cost-shared, with the ILO providing technical capacities and the CGECI covering the logistical and promotional costs of the events. The CGECI also worked with the ILO, the IOM, UNICEF and Microsoft to jointly organize a job fair in the north of the country under the umbrella of the TECHWORK project, which aims to train 5,000 young people in digital technology and entrepreneurship. The ACCEL 1 project also supported dialogue between the Government and the cocoa private sector, which led to a common framework to implement the CLMS at the national level; this was found to be a good practice that could be applied in other settings. The project also engaged with supply chain actors such as employers, business organizations, private sector companies and NGOs, and mobilized them against child labour. Other collaborations took the form of the joint implementation and financing of activities; participation in working groups; working on common databases; the development of training; the co-organization of conferences; collaboration on monitoring, impact evaluations and research projects; the development of concept notes for new projects; virtual communities of practice on child labour in specific sectors; and informal exchanges. According to workers' organizations, the ILO was also instrumental in enabling to set up an inter-union platform that helped to pool efforts.

The evaluation found the programming and interventions of the ILO to be well integrated into the work of the UNCT. Cost-effective collaboration involves for example the work with UNICEF targeting child labour around Soubré.

In several instances, internal coordination between ILO projects helped to maximize results and promoted cost efficiencies. The ACCEL Africa project, the ENACTE (child labour) programme and Trade for Decent Work programme recently launched an initiative to support the Employment Bureau in developing a first global strategic planning for labour compliance. The design of the initiative was cost-shared between projects as well as the evaluation workshop for the pilot phase. The costs of production of the guides and tools for the implementation of the initiative are also supported by one or another project. Another example from Côte d'Ivoire is the AGRIDOM project, which has established synergies, including cost-sharing, with several other projects, namely a

Fair Recruitment project on collaboration on decent work for immigrants and emigrants, the Joint Programme on Labour Migration's action programme on training for recruitment agencies, the ACCEL project and ENACTE on strengthening the capacities of ANADER, including for migrant agricultural workers.

Ghana

The country provided several examples of efficient collaboration by taking up some of the ILO's interventions, including through cost-sharing. The Government of Ghana provided a notable example by contributing US\$44,320 through the Skills Development Fund to deliver SCORE training to five firms, benefiting 206 employees. This amount was released in three tranches: in June 2018, February 2019 and May 2019. The results for these firms have been cost-reduction in operations, increased productivity, waste reduction, better workplace cooperation and a safer working environment. As another example, the National Health Insurance Authority covered the cost of the ILO's actuarial valuation of the social security and national insurance trust schemes.

In terms of UN partnerships, the development of a green jobs strategy was cited as a convincing example of close collaborations with the UNDP, UNEP and UNIDO.

Nigeria

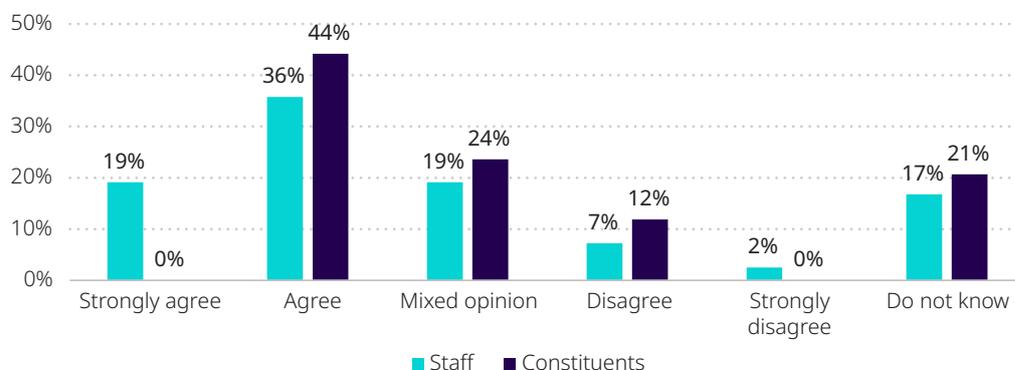
In terms of internal coordination, the evaluation found significant evidence of synergies between projects that helped maximize results and promoted cost efficiencies. In particular, the three projects ACCEL, GALAB (Global Accelerator Lab project on child labour and forced labour) and ACLAWA share similar strategies and have collaborated to design operational action plans and avoid duplication, focusing on different aspects and partnerships. They share costs despite different budget lines and have integrated their work plans. The collaboration resulted in the establishment of only one project advisory committee and a single steering committee that cover all three projects. Project managers use a coordinating platform for communication and will soon share an office to optimize resources. A joint retreat identified cross-cutting and separate activities to enhance synergy.

Informants also indicated that the Ministry of Labour has a budget line for decent work. Some activities have been co-funded by the ILO and the Government, such as for the ratification of ILO Conventions, awareness-raising events and activities the elimination of on child labour. Various examples of partnerships with workers' organizations were also found. In Nigeria, the TUC contributed to the implementation of ACCEL 1 (child labour), working with communities in two districts on cocoa and gold mines. The TUC developed toolkits on Fundamental Principles of Right at Work and also went to communities to raise awareness and deliver training on the toolkits. The TUC indicated as a positive outcome that this contributed to bring one of the communities to mobilize funds to enable children to go to school. A cost-effective collaboration with a CSO/NGO includes the review of the legal system and the production of a national compendium of laws that protect children from child labour by the Child and Youth Protection Foundation of Nigeria.

ECOWAS

Informants reported some synergies with ECOWAS on child labour. The second phase of the Regional Elimination of Child Labour Strategy was validated by ECOWAS in March 2022. Consultations and engagement with child labour experts were organized across member States to review and validate the strategy. Member States then met in Ghana for ministers of labour to approve and adopt the strategy. The ILO provided technical support to ECOWAS, while the AUC funded some of its activities. A collaboration has also been established between the ACLAWA project and ECOWAS. Some activities from the project are embedded in the action plan, with a financial contribution from ECOWAS, such as the establishment of a subregional focal point network that will be supported by ECOWAS. According to the evaluation's surveys, constituents rated the ILO's coordination with other regional bodies as moderately efficient (figure 32).

FIGURE 32: EFFICIENCY OF THE ILO'S COORDINATION WITH OTHER REGIONAL BODIES



Source: Independent evaluation survey, 2024.

SUSTAINABILITY

On sustainability, the evaluation team identified and assessed the ILO's efforts to ensure that its programmes contributed to lasting progress towards implementing the Decent Work Agenda. To do so, the evaluation examined the extent to which (a) results will be maintained, scaled up or replicated by partners once the interventions are completed, as well as how likely it is that their interventions will contribute to ensuring that governments, employers and workers will maintain a focus on decent work priorities while addressing multiple challenges in economic and social dimensions as well as climate change effects; (b) exit strategies have been included in ILO interventions and sustainability strategies developed, in collaboration with constituents and other national counterparts, in order to sustain the results achieved during the COVID-19 recovery stage and beyond mainstreamed reforms in national laws and policies; (c) lessons and recommendations could be offered to improve the sustainability of the ILO's work in the countries of focus and in the Western African subregion and to foster ownership.

Western Africa

The evaluation found significant evidence of sustainable outcomes stemming from the ILO's DWCP strategies and activities in the Western Africa subregion, including through the appropriation of strategies and approaches by constituents and the setting aside of resources to build on progress and achievements. This was exemplified by, among other things, the ratification of ILO Conventions (see table 6); the participatory development of national policies, action plans and strategies (see table 8); the development and validation of specific protocols and agreements; the institutionalization of knowledge and tools; and the transfer of infrastructure to local cooperatives and unions.

TABLE 8: POLICIES AND STRATEGIES ADOPTED

POLICIES AND STRATEGIES REVISED OR CREATED WITH THE ILO'S SUPPORT	
Policies	Strategies
Ghana: National labour migration policy Comprehensive HIV and wellness policy	Côte d'Ivoire: Integrated national strategy for transition from the informal to the formal economy
Liberia: National gender policy National HIV and AIDS workplace policy	Ghana: National green jobs strategy
Nigeria: National policy on OSH National policy for the elimination of child labour National policy on labour migration National workplace policy on HIV and AIDS National social protection policy National climate change policy	Nigeria: Gender mainstreaming strategy

An indicator of ownership and sustainability at the national level was the commitment of funds by the government and the private sector, as was the case in Côte d'Ivoire for the CLEAR project (child labour), where a strong public–private partnership was established. This funding mechanism represented an innovation for Côte d'Ivoire and could be applicable to public–private sector cost-sharing elsewhere. In the ACCEL 1 Africa project (child labour), national stakeholders had an earmarked budget to sustain project results, while the Government of Togo budgeted funds to promote labour inspection services in the informal economy. In Nigeria, the ILO produced a study on the extension of fiscal space for investments in social protection, which contributed to the introduction as of 1 April 2022 of measures to increase the existing tobacco tax to 30 per cent and to establish a ₦10 per litre rate for a new tax on SSBs in the fiscal policy measures for 2022, with the ultimate goal of increasing public expenditure on health, education and social protection.

Several ILO staff members also highlighted another innovative intervention under development since 2022 through the AfDB's Youth, Jobs and Skills Marker System, which was piloted in 2024 across the portfolio of the Bank, including in Western Africa. The project aims to respond to the growing need to systematically integrate and maximize job and skills outcomes in the AfDB's sovereign operations and non-sovereign operations and to improve and harmonize the associated reporting. The System is therefore expected to improve the Bank's ability to systematically and consistently integrate and mainstream youth, job and skills outcomes across both sovereign and non-sovereign operations and to ensure that all its future operations and investments consider and maximize job outcomes, in particular for African young people. In 2022, the AfDB approved UA6.16 billion in loans and grants and other financing instruments, 37 per cent of which went to Western Africa.⁵⁰

Embedding project outputs in national frameworks and building institutional and individual capacities were factors of sustainability. Institutional development involved for example the relaunch of the National Labour Congress in Nigeria; the provision of support to the Union of Informal Economy Association of the Ghana TUC in organizing 11 new informal economy associations to join the Association in 2019; the provision of support to the Sierra Leone Labour Congress (SLLC) in launching a variety of innovative and non-traditional practices for attracting and organizing new members. In many projects, capacity development has also been the primary modality of intervention. Several informants shared evidence of interventions avoiding any capacity substitution in order to ensure sustainable effects. A significant number of projects, for example, involved building the capacities of trainers, such as with the SCORE project (enterprises/skills development) in Ghana, thereby contributing to scalability and sustainability. In Sierra Leone, the ILO supported the development of new value chain products and delivered training of trainers, mentorship and coaching services to SMEs. These training, coaching and mentorship services were offered to increase the capacity of value chain actors in market systems development, entrepreneurship (SIYB and GET Ahead programmes), cooperatives training (Think COOP, My COOP), business coaching and psychosocial support to entrepreneurs. The Small and Medium Enterprises Development Authority, the Local Content Agency, the APEX Bank and the Sierra Leone Chamber for Agribusiness Development received the ILO tools to train enterprises and set up an innovation platform. As noted above, several projects under the market systems development approach engaged local entrepreneurs and producers in partnering with other local actors in order to address their business development needs, while strengthening the network and sustainability of local market ecosystems.

A range of challenges have weakened the sustainability of the ILO's interventions. The project evaluations synthesis report raised several issues that have affected the sustainability of decent work strategies and activities. In some cases, a lack of commitment or interest related to certain projects or outputs from key constituent groups, especially due to their limited involvement in the planning, design and implementation stages, led to lack of ownership of results achieved. The FAIRWAY mid-term evaluation, for example, noted that the holistic approach used by the project was not sustainable yet, due to the lack of capacity and the need to further strengthen relations

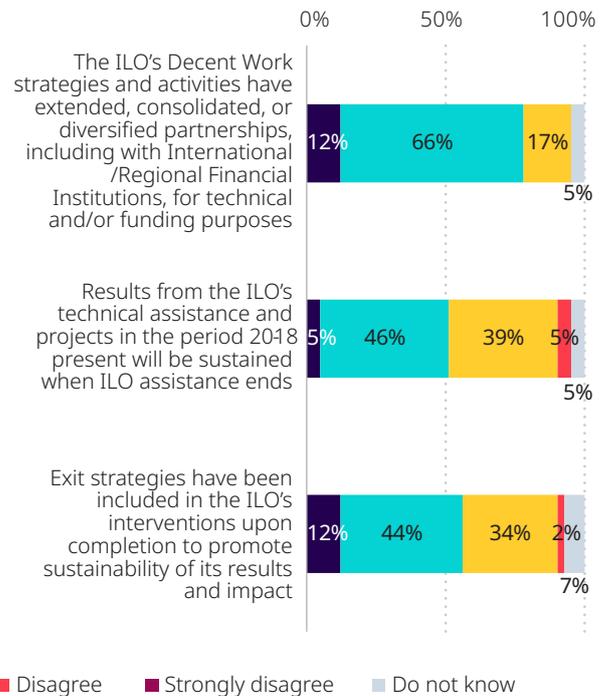
⁵⁰ African Development Bank Group, [2022 Annual Report Highlights](#), 2023.

among stakeholders. In a project in the Niger, measures to promote the sustainability of results had been discussed upstream, but these measures had been underestimated and had not taken into account the potential delays in implementation. Limited prospects for sustainability were often associated with the lack of exit and sustainability strategies at the project design stage, and several reports made recommendations to improve this. There was no evidence of exit strategies in any of the evaluation reports reviewed, including for the DWCPs in Côte d'Ivoire and Nigeria, with the review of the former noting that an exit strategy needed to be elaborated, along with a resource mobilization plan to continue activities after implementation of the DWCP. Finally, national stakeholders in various countries found that it was challenging to create synergies and collaborations when there was no national ILO representation. According to the evaluation's surveys, both constituents and staff members provided a mixed assessment of the sustainability of the ILO's strategies and activities (figures 33 and 34).

FIGURE 33: CONSTITUENTS' ASSESSMENT OF THE SUSTAINABILITY OF THE ILO'S STRATEGIES AND ACTIVITIES.



FIGURE 34: STAFF MEMBERS' ASSESSMENT OF THE SUSTAINABILITY EFFECTS OF THE ILO'S STRATEGIES AND ACTIVITIES



Source: Independent evaluation survey, 2024.

The evaluation also identified several constraints affecting sustainability that the ILO could strive to mitigate. Informants stressed the multifaceted dimensions of the decent work deficits in the subregion and the importance of considering their root causes, and therefore the value of designing systemic and integrated responses that maximize internal collaboration and external partnerships. Informants among ministries and public institutions and other stakeholders were of the opinion that sustainability was also influenced by the type of intersectorality established at the ministerial level and the extent to which the Ministry of the Economy and Finance was involved at the outset of large-scale initiatives, an example of which was found in the DWCP developed in Côte d'Ivoire.

Employers' and workers' organization were of the opinion that there remained room for better leveraging of their capacities and networks during the implementation of the DWCPs. Social dialogue and participatory processes committing employers' and workers' organizations were highlighted as key enablers of sustainability. Similarly, the ongoing engagement in the monitoring of the DWCPs and well-functioning steering committees were other key contributing factors.

Employers' and workers' organizations and their networks could be better leveraged to replicate the ILO's interventions across geographic areas.

Successful examples were conveyed demonstrating a vertical integration between the ILO's downstream and upstream support. ACCEL Africa (child labour) offered a successful case approach to linking field-level interventions with national-level policy support. Horizontal integration between interventions was found well established for several projects, such as in the areas of child labour or labour migration. On both approaches, the evaluation found these models having the potential of wider adoption.

UN partnerships were reportedly well leveraged in some areas, such as with the IOM, the UNHCR or UNICEF, but not in all countries, while it was found that collaboration with other agencies such as the FAO, the UNDP and the WHO deserved to be strengthened. Several informants remarked that these strategic partnerships could be further tapped, including in countries in which the organization was a "non-resident" agency.

The evaluation collected many calls for the ILO to dedicate stronger attention to the scaling up of interventions. Some informants perceived that scaling strategies were more needed than exit strategies. In that regard, the critical role of the Government was highlighted. DWCPs were found to have left room for dedicating a section on scaling in order to better differentiate and map pilot and scaling objectives and the specific pool of interventions to support the latter during the cycle of the DWCP. This was linked to a proper diagnostic with the Government about the requirements, steps and partnerships needed to enable the institutionalization and replication of successful initiatives, as well as the identification of the support that ILO could provide in that regard and the contribution of partners. Measuring the effects of interventions with detailed impact data to be provided to the Government was also noted as an avenue to inform decision-making and facilitate uptake.

Skills and lifelong learning to facilitate access to and transitions in the labour market (policy outcome 5) mobilized limited XBDC funding between 2018–23 (5 per cent of subregional total) but contributed effects in countries such as Burkina Faso, Côte d'Ivoire or Ghana through the promotion of quality apprenticeships. Several informants found that skills was not maximized in the ILO's subregional portfolio, given its contribution to elevating capacity development, both strategically and with a sustainability anchor, which was supported by the institutional and longer-term view of the need commonly expressed by constituents for immediate capacity-building interventions.

Côte d'Ivoire

The evaluation identified examples of ratification and work towards the ratification and implementation of the international labour standards, gender mainstreaming and social protection policies and initiatives. The active participation of key stakeholder groups throughout the project lifecycle and the use of tripartite social dialogue mechanisms, as well as the creation of horizontal and vertical linkages among key actors, were important factors in fostering ownership, as different stakeholder groups were aware of how to work and collaborate with each other to reinforce project results. The commitment of tripartite partners also stemmed from strong advocacy and communication efforts of ILO interventions, as in the ACCEL 1 Africa project (child labour), with an emphasis on empowering communities to monitor and address child labour. There was also evidence of resource mobilization at the community level and effective models and lessons were identified that could be replicated, although there was no strategy to do so.

The evaluation compiled positive testimonials from beneficiaries after the implementation of different projects anchoring new tools in communities, such as the AVEC, income-generating activities and OSH measures adopted after WIND training.

Ghana

In Ghana, examples of sustainable outcomes included a green jobs and just transition strategy, which received funding support towards implementation. Outcomes of the SCORE project (enterprises/skills development) were perceived to be sustainable, while the approach was also taken up by local partners. The Productivity Ecosystems for Decent Work project is engaged in increasing the capacity of ILO constituents and ministries to formulate and implement national employment policies and productivity frameworks, as well as to address sectoral and enterprise constraints to productivity and decent work in the textile and garment and the shea butter processing sectors.

Nigeria

In Nigeria, Conventions Nos143, 181, 187 and 190 were ratified. The ILO was commended for strengthening the NLC and assisting in establishing a national employment council. Decent work had been allocated a line in the budget of the Ministry of Labour and Employment. Child labour data fields had been added to the national labour force survey. Information systems had been improved. Training programmes had been delivered and taken up by the Employment and Wages Department in the Federal Ministry of Labour and Employment (box 7).

► Box 7

The ILO, in the framework of the SIYB Programme, trained a total of 22 staff members of the Federal Ministry of Labour and Employment – 7 in 2019, 7 in 2021 and 8 in 2022 – in a training of trainers capacity-building workshop as master trainers who would in turn train the end-beneficiaries of the SIYB programme, who are the unemployed young people and return migrants in Nigeria. The master trainers were duly certified and supported with the training materials by the ILO to enable the Federal Ministry of Labour and Employment to continue with the organization of monthly step-down SIYB training for unemployed young people and return migrants in order to ensure the sustainability of the SIYB programme in view of the employment generation drives of the Federal Government of Nigeria. In view of the importance of the SIYB programme to the creation of the enabling environment for employment generation through capacity-building for entrepreneurship initiatives, job creation and poverty reduction in the Nigerian economy, the Federal Ministry of Labour and Employment, with a limited budget, organized six step-down SIYB training events (one in each geopolitical zone) for unemployed young people in Nigeria, with a total of 225 unemployed young people being trained by the Ministry on requisite entrepreneurial skills for business start-ups and development for self-employment, from 14 December 2022 to 30 May 2023.



ECOWAS

The evaluation found several initiatives supported by the ILO with strong prospects of sustainability, such as the policies developed by ECOWAS, the reinforcement of the functioning of the Social Dialogue Forum, as well as the development of some tools. There remained room for stronger engagement from the ILO and support for ECOWAS, including by developing policies and funds for policy areas, such as labour migration and social protection for migrant workers and gender equality. The project evaluations synthesis report also noted that the secretariat did not have the means or capacity to support activities related to social protection of migrant workers after the project had ended, thus limiting prospects for sustainability. Informants noted the opportunities for better defining annual priorities, recruiting dedicated ILO experts to support ECOWAS, improving financial support awareness, enhancing the monitoring and evaluation of strategic agreements and increasing structured capacity-building for ECOWAS staff.

LIKELIHOOD OF IMPACT

This subsection explores the current and potential future impact of ILO programmes in Western Africa. In addition to the achievements highlighted in the previous sections of this report, the following narrative highlights significant examples of higher-level outcomes in Western Africa to which the ILO contributed.

Western Africa

The ILO's contribution to the adoption of international labour standards and normative frameworks has steered policy changes. Progress has been achieved at the normative level with the ratification of several Conventions. In the 2022–23 biennium, following the ratification of Conventions Nos 100 and 138 by Liberia and the ratification of Convention No. 87 by Guinea-Bissau, the Western Africa subregion achieved universal ratification of the “traditional” fundamental Conventions. All 15 countries covered by ECOWAS are now bound by the following eight fundamental Conventions: C029, C87, C98, C100, C105, C111, C138 and C182. Informants also highlighted evidence of institutional capacity development by recalling that all 15 ECOWAS countries had met their reporting obligations. All 15 countries submitted their reports under ratified Conventions in 2022 and 2023 (more than 100 reports were received overall in both 2022 and 2023). In 2023, only Guinea-Bissau did not submit all its reports under ratified Conventions (five of eight reports received) by the set deadline. National policy adjustments or developments after or prior to the adoption of new Conventions were for example found in the Niger, which established a national employment policy to facilitate the ratification of Convention No. 122, and in Nigeria, which established a national policy on OSH to incorporate some relevant provisions of Convention No. 187. According to constituents responding to the evaluation survey, the ILO's most significant higher-level effect was its contribution to the adoption of international labour standards (figure 35), while staff members ranked as the ILO's most significant higher-level effect its contribution to improving social dialogue as a mechanism to achieve decent work (figure 36). Both constituents and staff members responding to the survey rated among the weakest areas of the ILO's influence its contributions to increasing access to decent jobs for persons with disabilities and to increasing access to decent jobs, including for young people and women. Interviewees commended the support of the ITCILO for achieving higher-level effects, with calls for increased access.

The ILO's support for improving decent work conditions for different social groups, including the most vulnerable groups, has been multifaceted and has contributed high-level effects in a subregional context that remains challenging. The evaluation identified evidence of the ILO's contribution to higher-level effects but also noted some caveats when it comes to such assessment. As indicated in the project evaluations synthesis report, development cooperation projects and the ILO's COs are not always well equipped to measure impacts. Informants also indicated that the aim of the Organization is to build the capacity of constituents to measure impacts as part of their institutional development and results-based management rather than to assume this role and substitute capacity. However, the evaluation found that constituents did not necessarily emphasize this component in their programming or activities and that development cooperation projects also rarely considered it. The evaluation also noted divergent perspectives in terms of either the ILO's intended impact or its primary beneficiaries. Some ILO staff members stressed that the Organization has a normative role and that development cooperation projects were primarily demonstration projects for constituents to scale up through policy changes, while others expected the ILO to be more directly engaged in scaling up and identifying adequate partnerships and resources. Expectations from constituents were also slightly fluid, often understanding the primary policy and normative role of the ILO but also sometimes demanding more engagement in action programmes that result in impacts at scale on final beneficiaries. The assessment of the ILO's impact should therefore also be considered across this range of expectations.

FIGURE 35: CONSTITUENTS' ASSESSMENT OF THE HIGHER-LEVEL EFFECTS OF THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES

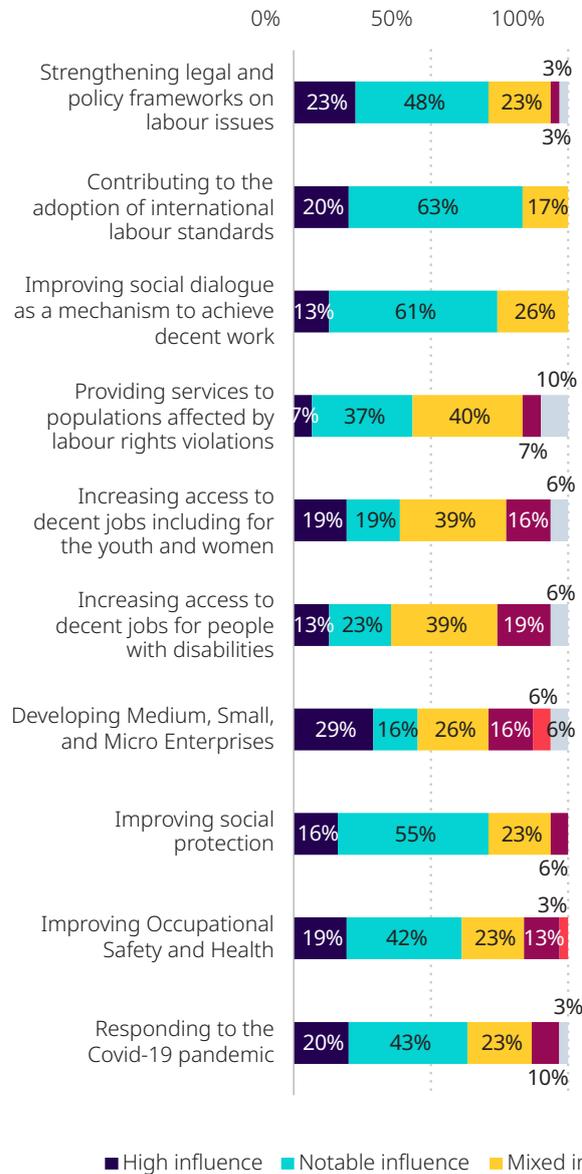
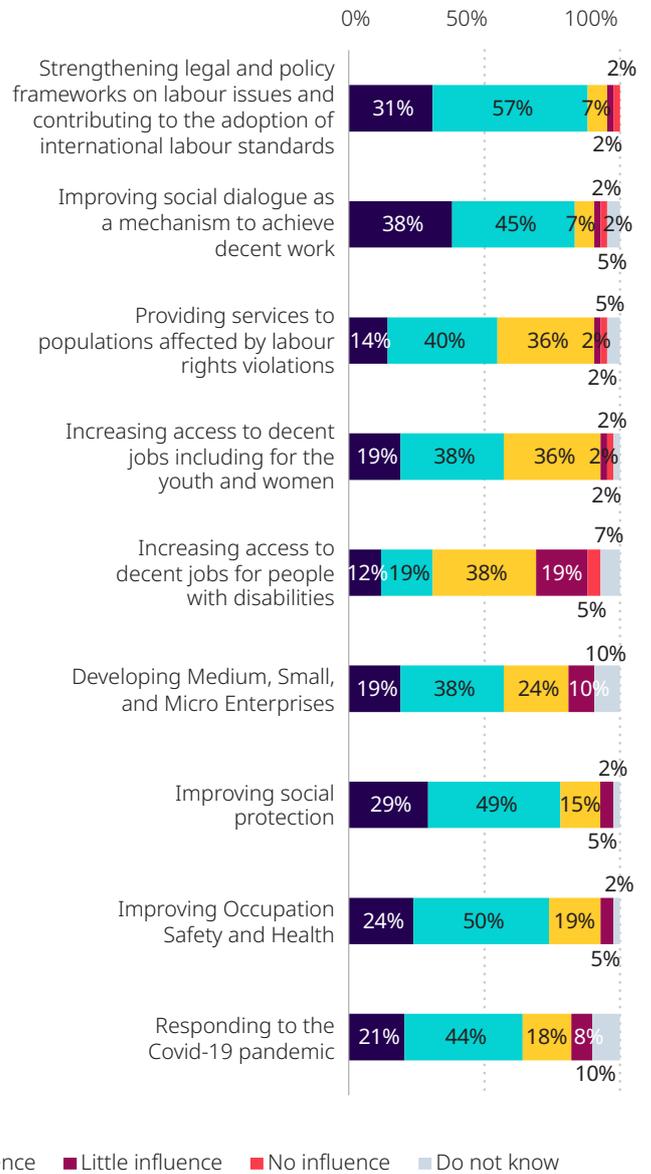


FIGURE 36: STAFF MEMBERS' ASSESSMENT OF THE HIGHER-LEVEL EFFECTS OF THE ILO'S DECENT WORK STRATEGIES AND ACTIVITIES



Source: Independent evaluation survey, 2024.

In several countries, new or revised laws and policies on social protection have extended coverage to large groups of people, including vulnerable groups. In Togo for example, the National Assembly adopted the Universal Health Insurance Act in 2021, following a participatory process that included employers' and workers' organizations. The law has extended the legal coverage of social health protection to more than 3 million people, 52 per cent of whom are women. The ILO is only one among many contributors at the national level that influence progress as measured by SDG indicators. Nevertheless, for the countries for which longitudinal data is available, progress can be noted over the period with respect to SDG indicator 1.3.1. According

to the *World Social Protection Report 2017–19*⁵¹ and *World Social Protection Report 2020–22*,⁵² the percentage of the population covered by at least one social protection benefit (excluding health) increased over these periods in Burkina Faso (from 7.5 per cent to 9.9 per cent), Ghana (from 18.3 per cent to 25.3 per cent) and Nigeria (from 4.4 per cent to 11 per cent).

Progress was also noted on combating child labour in several countries. In Burkina Faso for example, the policy framework to combat child labour was strengthened with the implementation of the 2019–23 national strategy and approval of an operational action plan for 2022–23 to combat the worst forms of child labour. An accelerated schooling/bridging strategy was also implemented, which led to 705 children aged 14–17, including 330 girls, to be withdrawn from child labour and be reintegrated via vocational training, apprenticeships and entrepreneurship. The implementation of the strategy also resulted in 978 children aged 9–13, including 463 girls, being withdrawn from work and integrated into the mainstream education system for schooling. However, according to the evaluation of ACCEL 1 (child labour), Africa is one of the regions with the most significant increases in the number of working children in recent years. In the sub-Saharan subregion, the number of children involved in labour increased from 59 million to 86.60 million between 2012 and 2020.

Several interventions have contributed to improve the livelihoods of vulnerable communities. In the Niger for example, key players in the onion and fish value chains implemented innovative and inclusive economic models in 2022 and 2023 aimed at improving the livelihoods of Malian refugees and their host communities in the Tillabéry region. As a result of these innovative models, a total of 1,500 refugees and members of host populations, including women, improved their livelihoods through onion value chain development initiatives. In Côte d'Ivoire, the evaluation met with the beneficiaries of the Coopérative Moderne du Vivrier de Marcory in Abidjan, who commended the ILO's contribution to their improved livelihoods. In Sierra Leone, the Opportunity Salone project piloted ten+ private sector contracts in 2023 on cassava, vegetables and palm oil, financial services and business development services, which led to the creation of 254 jobs and the improvement of 1,090 jobs. This provided more than 899 farmers with access to better paying markets for vegetables, cassava and palm oil. The pilots were reported ready for scale-up in 2024. As noted above, the evaluation recorded the expectations of constituents across various interventions for the ILO to place a stronger emphasis on scaling up results.

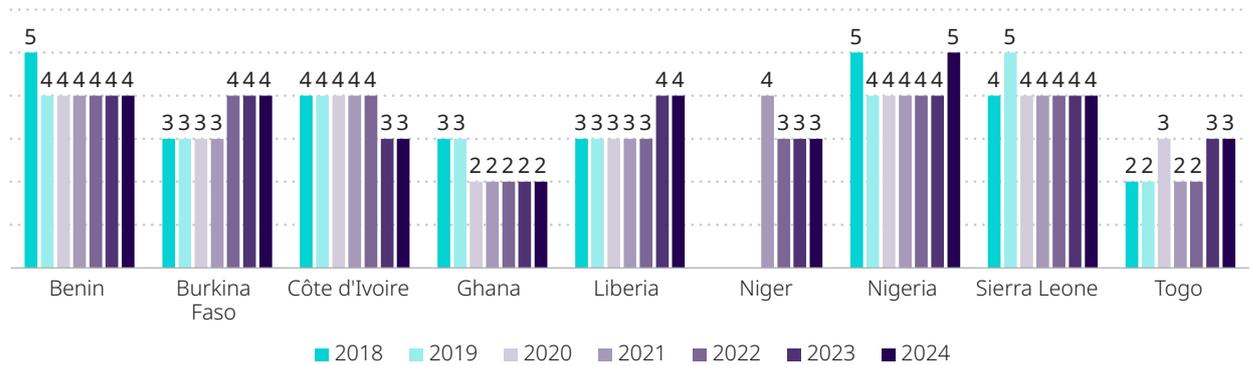
Informants among workers' organizations stated that the ILO's support since 2018 has had a positive impact on social dialogue. The reported effects included enhancing government responsiveness to trade unions. In Côte d'Ivoire for example, workers' organizations mentioned that the ILO has played a pivotal role in improving the Government's consideration of workers, with workers being now consulted before projects are finalized, which marks a significant improvement. Some effects were also observed in terms of increased membership, such as with the support provided by the ILO to the SLLC, which launched a variety of innovative and non-traditional practices for attracting and organizing new members, including the broadening of services to members and the extensive use of digital technologies. The use of interactive WhatsApp groups substantially increased the visibility of the SLLC, especially among women in the agriculture sector. For the period between January 2020 and April 2021, formal economy membership increased from 69,536 to 74,777, representing an increase of 7.54 per cent. In addition, affiliated unions in the informal economy increased their membership from 281,106 to 291,453, representing an increase of 3.7 per cent. According to evaluation informants, any positive high-level effects of the ILO interventions should not obscure the fact that the gap between intentions and the actual conditions of workers remains important. The link between the national and subnational levels is also weak, with few interventions equipped to have large coverage and durable engagement at the local level. Social dialogue was reported to have weakened in several countries of the Western

51 ILO, *World Social Protection Report 2017–19: Universal Social Protection to Achieve the Sustainable Development Goals*, 2017.

52 ILO, *World Social Protection Report 2020–22: Social Protection at the Crossroads. In Pursuit of a Better Future*, 2021.

Africa subregion, with some trade union representatives indicating that the context and reality on the ground was less favourable than what had been presented in international reports. Overall, the International Trade Union Confederation (ITUC) Global Rights Index showed on average minor improvements in the subregion over the period 2018–24, with a worsening trend since 2022 (figure 37). The evaluation noted a widespread need and call from worker's organizations for their stronger integration into policy dialogues and greater representation in enterprises.

FIGURE 37: EVOLUTION OF ITUC GLOBAL RIGHTS INDEX, BY COUNTRY



Source: ITUC

Côte d'Ivoire

The evaluation collected evidence of higher-level effects of the ILO's interventions across several policy outcomes in Côte d'Ivoire, while also noting some remaining challenges.

- ▶ **Social protection.** The country has strengthened its social protection system in recent years, with the introduction of universal health coverage (CMU) system and the adoption and launch of the RSTI in 2020. With the support of the ILO, appropriate mechanisms for the affiliation of workers in the informal and rural economy have been developed. As of end-2023, the CMU covered more than 9.5 million beneficiaries and the RSTI covered more than 360,000 independent workers. As introduced earlier, several informants indicated that these positive results had to be balanced with a number of challenges that the CMU faces, including the uneven availability of healthcare services across the country, which the ILO is considering as a forthcoming area of intervention.
- ▶ **Strengthening workers' organizations.** Informants indicated that the ILO had played a pivotal role in improving the Government's responsiveness to workers and unifying trade union efforts. The ILO also supported workers' organizations to penetrate the informal sector and organize effectively, including for one organization the enrolment of more than 29,000 new union members since 2018. According to another workers' organization, the ILO has strengthened its ability to discuss workers' rights, health and safety at work, gender equality and violence and harassment at work, among other issues, while reaching a wide audience, including 1,500 domestic workers via social networks. However, gaps were also reported by informants in terms of freedom of association and bargaining power. One trade union representative cited the example of the private education sector, sharing the perspective that industrial workers enjoyed more rights than teachers, who are often denied the right to unionize. Workers' organizations stressed the need to better apply international standards and national legislative and regulatory frameworks at the subnational and enterprise levels in order to ensure that every worker benefits from fair and equitable working conditions.
- ▶ **Child labour.** The ILO worked with UNICEF to adapt and develop vocational training programmes for children aged 14 to 17 in areas such as mechanics, carpentry and hairdressing. This adaptation work was carried out in partnership with the Ministry of Vocational Training. To date, around 60 children have benefited from this training, which is designed to prevent

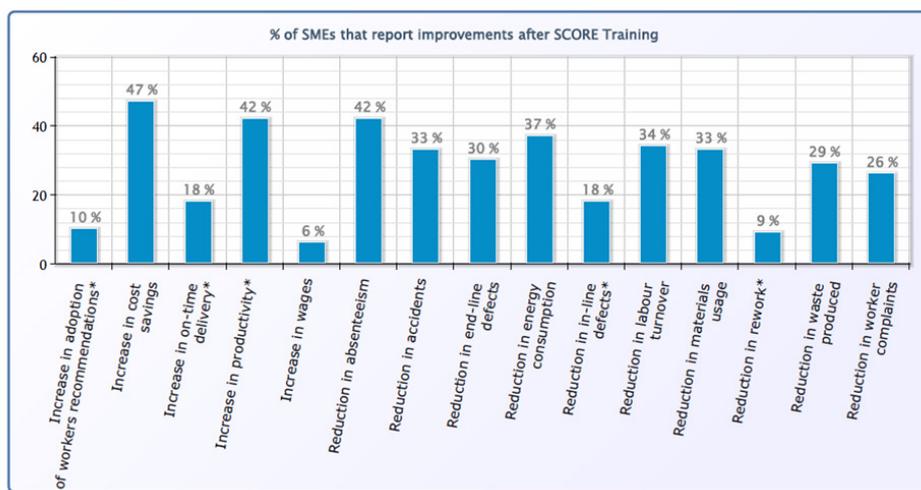
them from ending up without a job or education and therefore being at risk of forced labour. Altogether, in Côte d'Ivoire, ACCEL 1 (child labour) reported that 1,064 boys and girls (532 females and 532 males) had withdrawn from or been prevented from being subjected to child labour and would attending or be reintegrated into schools due to the influence of the project. Evaluation informants indicated a need to scale up such interventions. One ILO staff member reported that the Ministry had pointed out that ACCEL covered only 3 regions, whereas there are 83 regions in Côte d'Ivoire.

Ghana

Ghana benefited from significant funding support through development cooperation projects, facilitating the achievement of several impact-level results for different types of stakeholders. One of the significant higher-level effects put forward by informants and noted by the evaluation resulted from the implementation of the SCORE programme (enterprises/skills development). Enterprises benefited from improvements across a vast array of business functions and objectives (box 8).

► Box 8: SCORE programme

Phase III of the SCORE programme in Ghana ran from November 2017 to December 2021. During phase III, 1,163 people (42 per cent women) participated in SCORE training workshops at 239 enterprises. Participants were highly satisfied with the quality of SCORE training, with 89 per cent satisfaction rates. As a result of the SCORE programme, SMEs recorded major improvements in their operations, including up to 42 per cent increased productivity, a 29 per cent reduction in waste, better workplace cooperation, an 18 per cent reduction in defects, a 33 per cent reduction in accidents, and increased profits and gender mainstreaming.



NIGERIA

Evidence of impact was collected by the evaluation across several policy outcomes:

- ▶ **International labour standards.** Several examples of the national uptake of international standards were reported to have had an impact on policies and strategies. Informants cited for instance a recent revision of the definition of “unemployment” by the National Bureau of Statistics as having led to adjustments in the methodology to calculate the unemployment rate, conforming with international standards. The National Bureau of Statistics has also recently integrated data points on child labour and disability in the labour survey and in 2024 published the first child labour survey⁵³ since 2007.
- ▶ **Social protection.** In Nigeria, the National Health Insurance Act was signed into law in 2022, making health insurance mandatory for all Nigerians, including workers in the informal economy. Guided by the principle of universality set out in Convention No. 102 and its accompanying Recommendation No. 202, the law led to the establishment of the Group, Individual and Family Social Health Insurance Programme in June 2022. The new scheme removes the administrative bottleneck faced by informal workers in accessing health insurance and had reached 80,145 workers by June 2023. The Government also adopted in December 2022 a revised national social protection policy (2021–25), which was developed through the Ministry of Budget, National Planning and Finance. This policy establishes a national framework for universal social protection in Nigeria and includes a costed implementation plan and a monitoring and evaluation framework. As a result of the adoption of this policy, the Basic Healthcare Provision Fund was operationalized. In June 2023, this fund succeeded in offering non-contributory social health protection to over 1 million individuals.
- ▶ **Child labour.** In 2021, the second phase of a national policy for the elimination of child labour and a national action plan for the elimination of child labour (202–25) were validated. Eight states in Nigeria (Oyo, Ogun, Lagos, Ondo, Osun, Niger and Kwara states) adapted the national action plan to the context of child labour in the artisanal and small-scale gold mining sector, the cocoa sector and other sectors specific to these states. The ACCEL 1 project reported that 1,109 boys and girls (629 females and 500 males) had been withdrawn or prevented from child labour and would attend or be reintegrated into schools due to the influence of the project. Informants stressed the need to replicate, scale and institutionalize such achievements. In 2024, in the first child labour survey published since 2007, it was reported that more than 24 million children were in child labour in 2022.⁵⁴
- ▶ **Diversity and inclusion.** In 2018–19, the ILO and national partners reached over 218,000 workers with HIV testing services. A total of 689 workers tested positive (438 women and 251 men). In 2020–21, 13,756 men and women (6,680 women and 7,076 men) were counselled and tested, which led to the identification of 62 positive cases (38 women and 24 men). Referral systems were established in close cooperation with local health facilities and workers who tested positive were linked to treatment centres for follow-up to ensure a continuum of care.

ECOWAS

A few higher-level effects on countries or across the Western Africa subregion were reported from the ILO's collaboration with ECOWAS. At the subregional level, informants highlighted in particular the ILO's contribution to the elimination of child labour and the expansion of social protection as two areas that have yielded significant country-level as well as subregional effects. In 2021, ECOWAS published the ECOWAS Regional Action Plan on the Elimination of Child Labour and Forced Labour (2021–30). The Plan was adopted in 2023 by the ECOWAS Ministers in Charge of Labour and Employment Relations. Informants referred to its adoption as a result that strengthened the ILO's achievements. Similarly, the Ministers responsible for Social Protection adopted the ECOWAS Social Protection Framework and Operational Plan in 2023. Some informants were on the opinion that projects with limited size and resources implemented in isolation in a given country faced the risk of limited impact from a subregional perspective. Larger projects involving several countries and broad partnerships on the above topics, or in other areas such as labour migration or gender, would offer an opportunity for catalytic effects.

53 ILO, [Nigeria Child Labour Survey 2022](#), 2024.

54 ILO, [Nigeria Child Labour Survey 2022](#).



06

► Conclusions and lessons

▶ CONCLUSIONS AND LESSONS

The ILO's policy and technical expertise and model of intervention resonate very closely with the decent work challenges and agendas across the Western Africa subregion. Over the period 2018–23, the ILO's DWCP strategies and activities have contributed to advancing social and economic justice in the subregion. The amplitude and complexity of the decent work deficits that countries and people continue to face across the subregion call for increased performance and engagement.

RELEVANCE

The ILO has aligned its DWCP strategies and activities with the needs of its constituents. Decent work country diagnostics contributed to the production of consultative assessments and the early engagement of constituents in the design of DWCPs. The involvement of vulnerable groups in the design of DWCPs has been strengthened over the period with the increased use of the tripartite model, which includes additional stakeholders. However, inconsistencies were reported in involving line ministries, public institutions and rural communities in the formulation of DWCPs. Some stakeholders felt that they were not adequately consulted, which led to gaps in needs assessments and alignment with local contexts; some stakeholders, especially workers' organizations, felt underinvolved in the DWCP design and implementation stages.

The DWCPs were aligned with regional and international development frameworks, as well as the ILO's programme and budget outcomes. XBDC-funded projects were linked to the ILO programme and budget outcomes. DWCPs were relevant for providing a direction to the ILO's programming. However, different expectations or perspectives among ILO staff and members and constituents regarding the scope, ownership and objectives of the DWCPs indicate that there is some room for clarification.

DWCPs tend to cover a broad range of – if not all – policy outcomes. This large spectrum creates opportunities for integrating interventions across technical areas and provides room for mobilizing and channelling resources as they become available during the DWCP cycle. However, this also creates a risk of dispersed and more limited effects. Furthermore, one objective that is only partly mainstreamed and only occasionally mentioned in DWCPs is the intended contribution to scaling up results and the technical assistance specifically assigned to this endeavour.

Strategic frameworks such as DWCPs and CPOs are progressively integrating gender equality and non-discrimination, with some room for enhancement and better visibility of implementation guidelines, especially concerning disability inclusion.

COHERENCE

The reform of the UN development system has provided an opportunity for increased coherence between the ILO and the rest of the UN system. DWCPs have become integrated in UNSDCF, thereby contributing to reflecting the priorities of ILO constituents. However, the involvement of workers' organizations in UN development cooperation remains limited and could be strengthened. The collaboration of the ILO with UN agencies has been variable. The evaluation found room for systematizing and expanding such partnerships.

The ILO has adjusted its interventions to cope with the effects of the COVID-19 crisis, which caused some delays in project implementation and reduced CPOs momentarily. However, there remain gaps in adaptive management, particularly in adjusting DWCP strategies and activities to funding constraints and sociopolitical changes. The ILO has adjusted to political coups in three countries and maintained project execution while ensuring the security of its staff members. There remains a demand for the ILO to maintain technical assistance in these countries, but the ILO's strategy in that regard, including its efforts to mobilize resources and maintain its engagement with all constituents and its capability to promote social dialogue, is slightly unclear.

Constituents have been systematically involved in the design of DWCPs, although there have been some call for stronger engagement and to use this process as a genuine platform for social dialogue, instead of limiting inputs to reviews and revisions of interim documents. The engagement of employers' and workers' organizations in the implementation of DWCPs should be strengthened. In addition, DWCP steering committees have been functioned inconsistently. The evaluation also noted that DWCP work plans and logframes are rarely monitored.

The theories of change developed across DWCPs are usually very broad, representing a large spectrum of policy outcomes, frequently targeting all people in the country, and are not very specific on the respective contributions of the various types of constituents and UN agencies. Accordingly, the theories of change are frequently not realistic, evaluable and of little useful for promoting the effectiveness of the ILO's work in the social, political, environmental and other relevant contexts in which it operates. They also generally fail to articulate a pathway towards scaling up results and defining the expected influence of pilot projects on policy formulation.

EFFECTIVENESS

The ILO has provided support for employment through upstream policy advice and institutional development, capacity development and the promotion of employment-intensive investments. In seven of the countries under review, the ILO has supported enterprises and entrepreneurship through interventions that contribute to improving the productivity of MSMEs and developing market systems. Protection for all spanned child and forced labour, OSH and labour migration. However, several countries were largely excluded from support in this area. Social protection has been a frequent priority in DWCPs and spurred the execution of many projects, with significant outcomes at the policy, technical and institutional development levels, while also extending to the provision of promotion and support for enrolling vulnerable communities in a social protection scheme, although there remains room for it to continue enhancing their functioning. While there have been successes in coordinating technical areas across different projects, such as in Côte d'Ivoire and Nigeria, there is still room for more cohesive integration to ensure that interventions across different projects are mutually reinforcing, strategic and cost-effective.

The ILO's engagement on cross-cutting drivers has contributed to the adoption of new Conventions in five of the countries under review and improvements in reporting to the CEACR. Constituents' capacities have been enhanced and social dialogue strengthened in some countries, with room for furthering achievements in countries in which improvements were realized and acceleration in countries that have made only slow progress; there is also a need to consider how to mitigate challenges in countries that have changed their political regimes. Social dialogue should be a priority in countries facing a lack of respect for trade union freedoms. Work on gender equality has progressed but remains under-resourced compared to the size of the agenda. Few interventions have specifically targeted persons with disabilities. The performance and coverage of the ILO's work on environmental sustainability have been significantly improved and this agenda has gained ground in several countries. However, progress in accessing and sharing policy experiences, including through South–South cooperation, has been rated as limited by constituents and staff members.

The ECOWAS DWP served as a proxy for the ILO's subregional strategy, focusing on promoting employment, extending social protection and implementing labour standards. Despite a strong partnership, limited capacity within both ECOWAS and the ILO have hindered the implementation of the ECOWAS DWP. The evaluation found room for further cooperation through periodic leadership meetings, capacity-building, secondment of project staff, and regular planning and monitoring sessions.

Several areas require continued attention, in particular with regard to replicating the benefits of the ILO's interventions at the subnational level; the better alignment of resources with DWCP priorities; enhanced promotion and resource mobilization; and a stronger focus on skills development, gender equality, inclusion of persons with disabilities and addressing informal sector challenges. Furthermore, the ILO's management arrangements are hindered by several constraints that have affected the execution of DWCP strategies and activities, primarily the lack of a permanent field presence in most countries of the subregion and a distribution of the roles and responsibilities across different offices that sometimes complexifies project execution. In addition, the evaluation noted gaps in monitoring and evaluating the effectiveness of programmes, particularly in terms of tracking long-term outcomes and ensuring that data collection is consistent across projects.

EFFICIENCY

DWCPs have had limited influence on mobilizing resources, while their alignment with national programming and budget cycles has been moderate. Annual XBDC execution has increased from about US\$2.6 million in 2018 to US\$10.4 million in 2023. XBDC resources have primarily served two policy outcomes, with protection for all (outcome 7) and enterprises (outcome 4) jointly receiving close to 70 per cent of the total extrabudgetary funding mobilized over the period (US\$38 million). RBTC resources were directed to strengthening tripartite constituents and social dialogue (outcome 1) and employment (outcome 3), making the latter the third most supported policy outcome overall. Accordingly, there is an imbalance in resource allocation, with some policy outcomes such as gender equality and international labour standards being underfunded.

The ILO has leveraged partnerships in the Western Africa subregion in order to optimize efficiencies in implementation, despite limited funding compared to other UN agencies. These partnerships, which are crucial for resource mobilization and efficiency, have seen the ILO working with governments and other organizations. On various occasions, national resources from governments or resources from employers' organizations were brought into projects, contributing to shared ownership and cost-sharing. In other instances, workers' organizations' networks were mobilized to reach large segments of the population in a cost-effective way. While there have been successful partnerships and cost-sharing initiatives, there is room for more systematic exploration of direct contributions from national governments and the private sector. There is also room for more systematic leverage and a need to build capacities at the subnational and local levels in order to comply with the ILO's administrative requirements. The extent to which the ILO's staffing capacity aligns with national and regional demands and opportunities for support, particularly in CO-Abuja, which covers a large territory with significant responsibilities, including coordination with ECOWAS, is unclear.

The ILO's cooperation with other UN agencies has yielded positive but often small-scale results, with some successful collaborations such as the ACCEL 1 Africa project (elimination of child labour), but some opportunities for synergy in other projects have been missed. Internal coordination within the ILO has promoted cost efficiencies through joint activities and resource-sharing. However, slow financial disbursements and cumbersome procurement procedures have hindered project execution, particularly in countries without an ILO office. Internal coordination between projects could be more systematic and there is a need for increased capacity-building for national project officers.

SUSTAINABILITY

Evidence of sustainable outcomes from the ILO's DWCP strategies and activities in Western Africa is provided by the ratification of ILO Conventions and the development of national policies and strategies in most countries of the subregion. In several countries, sustainability was also ensured by the appropriation of decent work objectives and activities in strategies, work plans and resource allocations for continuity. Ownership and sustainability were illustrated through funding commitments from governments and the private sector.

Several enabling factors were identified as bearing the potential to further increase the sustainability of the ILO's interventions, including the stronger involvement of constituents and other key stakeholders, such as ministries of planning, in all stages of DWCPs and development cooperation projects, as adequate, while better leveraging the capabilities and networks of employers' and workers' organizations. While capacity-building has been a focus, there is a need for more long-term, institutionalized approaches to ensure sustainability.

The evaluation pointed out that there is room for increasing attention to scaling up strategies relative to exit strategies, while emphasizing government roles and the importance of systemic and integrated responses to decent work deficits. Stronger UN partnerships were found to be another enabling factor of sustainability, in particular when considering systemic interventions at scale. Limited data and impact measurement hinder the ability to sustain and scale interventions.

LIKELIHOOD OF IMPACT

Given the resources availed for the implementation of DWCP strategies and activities in Western Africa, the evaluation found that the ILO's interventions have had a notable impact on the Decent Work Agenda in the subregion. All nine ECOWAS countries in the subregion have now ratified key ILO Conventions, although their application remains in progress. Achievements also include also the revision or development of national policies. Collaboration with ECOWAS has also led to subregional action plans on child labour and social protection, highlighting the ILO's contribution to broader subregional effects.

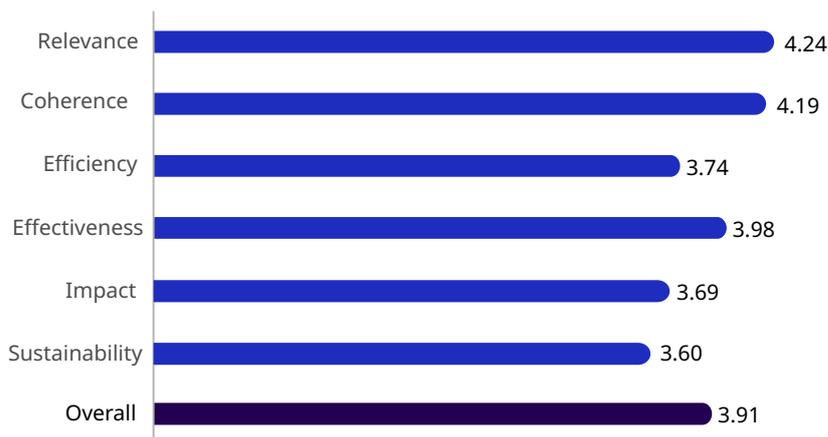
The ILO's DWCP strategies and activities have also contributed to institutional development, including with new or relaunched governance structures that have facilitated social dialogue or by enhancing the organizational capacities of public administrations and employers' and workers' organizations to fulfil their mission and objectives. In several countries, the ILO's support for social dialogue has also enhanced government responsiveness to trade unions, but ongoing challenges are still confronted with respect to workers' rights and increased membership. Despite improvements, social dialogue remains weak in several countries and there is a gap between the formal recognition of workers' rights and their actual implementation.

Various interventions have improved the livelihoods of vulnerable groups, including by supporting the installation of income-generating activities and by strengthening local systems and markets. The amplitude of these effects remains to be gauged against the size of the population in the subregion and baseline in terms of decent work deficits. The connection between national-level policies and subnational implementation is variable, limiting the impact of interventions at the local level. The contribution to increasing access to decent jobs for marginalized groups, including persons with disabilities, young people and women, has been rated as limited by constituents and staff members.

The ILO's normative role is to pilot interventions and build capacities for uptake. However, staff members, constituents and stakeholders expect more engagement from the ILO, both strategically and directly, in scaling up results. As already highlighted in many previous evaluations, challenges remain in terms of measuring the impact of the ILO's interventions, an objective that has rarely been implemented in ILO development cooperation projects.

OVERALL ASSESSMENT

Based on the preceding findings and conclusions, the evaluation team's overall scoring of the ILO's performance in the Western Africa subregion, using EVAL's 6-point scale (highly satisfactory to highly unsatisfactory), is presented below.



LESSONS

1. The inclusion and participation of constituent groups and stakeholders in the diagnostics and formulation of DWCPs are crucial in ensuring sustainability, particularly in contexts with political instability, a high turnover of government officials and/or low ownership. Inclusive processes were found to yield lasting added value, paving the way for extended dialogue and strengthening tripartism.
2. Leveraging internal and external partnerships facilitates access to key stakeholders and leads to effective results. The alignment of local government plans and resources with community needs and priorities, the creation of horizontal linkages between key national stakeholders, and vertical linkages between national and local stakeholders all facilitate institutional changes.
3. Taking an inclusive and partnership-based approach and establishing contracts with local institutions promote support and ownership. Building the capacities of stakeholders and employing them to conduct training and develop tools, rather than hiring external consultants, was found to be effective. The engagement of local communities in mobilizing local resources (such as the AVEC in Côte d'Ivoire) increases engagement and sustainability.
4. With regard to resource mobilization, involving national institutions in fund mobilization strategies and developing resource mobilization initiatives within a regional strategy framework were found to be effective. In some instances, this may require strengthening budgetization capacities.
5. While there was evidence that DWTs and ILO COs can significantly support projects in countries in which the ILO is a "non-resident" agency, this has limitations. It is important to locate project offices and key staff in an operating environment with effective administrative and financial support. Working processes related to reporting and budgeting mechanisms require adequate internal capacities, as well as appropriate training for external implementing partners.

6. In some cases, such as in projects on labour migration, the nature of change will require a long-term programmatic approach within the ILO, which exceeds the span of a biennium, using overarching theories of change and building on lessons learned and including different projects in the same field. The need for mid-to-long-term engagement has been also noted in the context of projects that promote sustainable livelihoods in forced migration contexts, as well as in work to prevent child labour and forced labour.
7. In terms of internal coordination, setting up mechanisms among different projects covering one topic, such as social protection or labour migration, within an ILO CO was found to enhance oversight, coordination and complementarities, and to avoid overlaps. Moreover, global products and country-level interventions that are designed and implemented in collaboration and coordination with other ILO units were found to have a more comprehensive approach and to provide more tailored solutions to the targeted problems.



07

▶ Recommendations

▶ RECOMMENDATIONS

RECOMMENDATION 1

The ILO should strengthen constituents' and local stakeholders' engagement to improve the design and implementation of integrated programme approaches in DWCPs and projects:

- ▶ Build on the good practices in the subregion in development cooperation projects, conduct more systematically diagnostics that assess the multidimensional root causes of decent work deficits from the household level. The constituents and other local stakeholders (such as stakeholders in rural and informal economies) should be engaged in the diagnoses and programme formulation.
- ▶ Formulate DWCP strategies and activities that are vertically integrated and horizontally cohesive and leverage broad partnerships, reshaping the narrative and funding partners' perceptions on funding priorities towards systemic change.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ Country Offices (COs) Abidjan and Abuja ▶ Decent Work Team-Dakar 		Mid-term	Low

Office response: The Regional Office agrees and will continue engaging with constituents and stakeholders, involving ACTRAV and ACTEMP specialists, to enhance social partner engagement. CO-Abidjan and CO-Abuja – supported by ROAF, DWT/CO-Dakar, and other Office-wide expertise – will explore innovative approaches to better understand and address the multiple dimensions of decent work deficits. This will inform DWCP processes, improve programming and strengthen partnerships.

RECOMMENDATION 2

The ILO should make more room in the DWCPs for supporting constituents in scaling up project results:

- ▶ Specify in DWCPs, jointly with constituents, the conditions and pathways to scale up the programme results; and identify contributing actors – including financial ministries and planning bureaus – technical, financial and capacity needs, and partnerships, as well as the ILO's role.
- ▶ Leverage good practices from pilot projects on the subject.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja 		Mid-term	Low

Office response: The Regional Office agrees. Scalability is a key criterion in the region's development cooperation programming, from project appraisals to pilots and evaluations. In collaboration with PARTNERSHIP and EVAL, the region will analyse selected pilot projects to highlight successful scaling cases. Active involvement of key ministries – including finance, economy and planning – in DWCP processes and steering committees is standard practice. The Regional Office will work with COs to ensure more active stakeholder participation.

RECOMMENDATION 3

The ILO should embed in its resource mobilization efforts an expanded narrative that highlights the structural and sustainable effects of systemic and programmatic interventions:

- ▶ Advocate for integrated systemic approaches to address structural problems and encourage funding partners to fund comprehensive programme interventions aligned with DWCPs, emphasizing under-resourced subjects such as gender equality, skills development and informality.
- ▶ Create, jointly with constituents, stand-alone communication products highlighting DWCP priorities to support resource mobilization. Constituents should integrate the DWCP into their planning and budgeting.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja ▶ DWT-Dakar ▶ ADG/ECR: PARTNERSHIPS 		Short-term	Low

Office response: The concerned offices will enhance actions in line with the recommendation. Integrated approaches, sustainability and theory of change are central to DWCP development, resource mobilization and implementation. The Regional Office will continue to attract a broad range of resource partners and respond to funding opportunities for implementing priorities identified by constituents.

RECOMMENDATION 4

The ILO should continue promoting policy areas that are among the underfunded subregional priorities:

- ▶ Promote the mobilization of headquarters and DWT Dakar technical specialists and funding partners' engagement in support of underfunded priority areas such as social dialogue, gender equality, skills development, transition to formality, and just transition.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja ▶ DWT Dakar ▶ DDG; Priority Action Programme Transition from the informal to the formal economy (AP/Formalization) and AP/Just Transition Towards Environmentally Sustainable Economies and Societies (AP/JUSTTRANSITION) ▶ ADG/GRD: Governance and Tripartism (GOVERNANCE) and Conditions of Work and Equality (WORKQUALITY)/Gender, Diversity, Equality and Inclusion (GEDI) ▶ ADG/JSP: Employment Policy, Job Creation, and Livelihoods (EMPLOYMENT)/Skills and Employability (SKILLS) 		Short-term	Low

Office response: The Regional Office – in coordination with DWT/CO-Dakar, CO-Abidjan and CO-Abuja – will increase efforts to mobilize resources for underfunded priorities. They recognize that partners may face constraints related to their programmatic, institutional and funding priorities.

RECOMMENDATION 5

The ILO should increase focus on capacity-building, learning and knowledge management:

- ▶ Expand institutional capacity-building efforts, especially of under-resourced institutions, to bolster the implementation of DWCPs, developing and using the theory of change for accountability, learning and reporting, and considering increased involvement of ITC-ILO.
- ▶ Facilitate mutual learning by keeping national projects staff informed during the development of a DWCP and consulted as appropriate.
- ▶ Train projects national staff and managers on procurement policies and procedures, and financial management.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ COs Abidjan and Abuja ▶ Regional Office for Africa (ROAF) ▶ TR/CF: PROCUREMENT 		Medium-term	Low

Office response: The Regional Office agrees and will strengthen the capacity of constituents, particularly under-resourced institutions, using earmarked Regular Budget Technical Cooperation and other resources. Capacity-building and knowledge management are integral to development cooperation projects. The region will enhance capacity-building for project managers, staff and constituents, scaling up DWCP monitoring training.

RECOMMENDATION 6

The ILO should strengthen the support provided to ECOWAS in the execution of its DWP:

- ▶ Align policies and strategies of DWCPs and ECOWAS DWP.
- ▶ Advocate for the explicit inclusion in the next ECOWAS DWP of social dialogue, gender equality, skills development, informality and just transition.
- ▶ Increase ILO capacities to support ECOWAS DWP implementation and monitoring, including its participation in international events on decent work and social justice.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ ROAF ▶ CO-Abuja 		Short-term	Low

Office response: The Regional Office agrees and will continue supporting the ECOWAS DWP through Regular Budget Technical Cooperation, development cooperation, SSTC and ITC-ILO capacity-building. DWCP and ECOWAS DWP development will ensure alignment with national and regional policies, with a focus on regional economic commission-level and regional integration strategies.

RECOMMENDATION 7

The ILO should strengthen its representation in non-resident countries and expand it in resident countries according to its responsibilities:

- ▶ Explore innovative representation models, such as outposting DWT specialists or utilizing project staff, with transparent timekeeping formulas for duties such as United Nations Country Team representation, resource mobilization, coordination and knowledge management.
- ▶ Review the capacity of CO-Abuja to ensure effective support and collaboration with ECOWAS.

Responsible units	Priority	Time implication	Resource implication
<ul style="list-style-type: none"> ▶ Director-General: CABINET ▶ ADG/CS: HRD, PROGRAM ▶ ROAF ▶ CO-Abuja 		Short-term	Medium

Office response: The Office agrees, noting resource and capacity constraints. The Regional Office will pursue enhanced presence and representation, including exploring outposting specialists. Ongoing actions through development cooperation projects, support missions by specialists, and country office directors' engagement in United Nations Country Teams and UN/UNSDCF processes are positioning the ILO effectively. Support to ECOWAS remains a strategic priority, exemplified by CO-Abuja's dedicated staff for the Free Movement of Persons and Migration Project II and joint annual work planning with ECOWAS to ensure coordinated implementation of the ECOWAS DWP.



Annexes

▶ ANNEX 1: EVALUATION INTERVIEWS

ILO CO-ABUJA

1. Vanessa Phala, CO Director, ILO CO Abuja
2. Chinyere Emeka-Anuna, Senior Programme officer , ILO CO Abuja
3. Inviolata Chinyangarara , Senior Specialist ACTRAV, ILO CO Abuja
4. Emmanuel Danjuma, National Project Coordinator, GALAB, ILO CO Abuja
5. Agatha Kolawole, National Project Coordinator, ACLAWA, ILO CO Abuja
6. Uma Rani Amara, Senior Economist, ILO
7. Josée Laporte, CSR/RBC Specialist, ILO
8. Stephen Agugua, National Project Coordinator, Just Transition and Green Jobs, ILO CO Abuja
9. Grace Anyiam, Senior Programme Assistant, ILO CO Abuja
10. Celine Oni, National Project Coordinator, ACCEL Africa, ILO CO Abuja
11. Pius Udo, Senior Communication and Information Management Assistant, ILO CO Abuja
12. Ogheneruno Onosode, HIV/AIDS Technical Officer, ILO CO Abuja
13. Tonderai Manoto, Chief Technical Advisor, Opportunity Salone, ILO, Sierra Leone
14. Sia Lajaku-Williams, National Project Coordinator, Women for Water and Peace, ILO, Sierra Leone
15. Lydia Eke, ACCEL, ILO CO Abuja

CONSTITUENTS AND STAKEHOLDERS IN NIGERIA

16. Ismail Bello, Deputy Secretary General, Nigeria Labour Congress (NLC)
17. Jummai Vandu , P. Chemical Engineer- NCCC, Federal Ministry of Environment (Department of Climate Change)
18. Joseph J. Akpan , Deputy Director Employment & Wages, Federal Ministry of Labour and Employment
19. John Nyamali, Director, Employment and Wages Dept., Federal Ministry of Labour and Employment
20. Olaolu Olaitan, Director Inspectorate Department, Federal Ministry of Labour and Employment
21. Godson Ogbuji, PM & S, Federal Ministry of Labour and Employment
22. Dr. Sunday Onazi, Assist. Director Employment & Wages, Migrant Resource Centre (MRC), Ministry of Labour and Employment (MoLE)
23. H.S.A Abubakar, TUSIR , Federal Ministry of Labour and Employment
24. Florence Owie, Deputy Director OSH, Federal Ministry of Labour and Employment
25. Dr. Ummu Abubakar, Assist. Director OSH, Federal Ministry of Labour and Employment
26. Annukum Ngozi, Deputy Director Social Security, Federal Ministry of Labour and Employment
27. Badooh Rita L., Assist. Director Social Security, Federal Ministry of Labour and Employment
28. Engr. Tiza Chaiila Shaakaa, Deputy Director Skills Dev't & Certification, Federal Ministry of Labour and Employment
29. William Cecilia Uchu, Employment & Wages (CLO), Federal Ministry of Labour and Employment
30. Oreste Chrity, Federal Ministry of Labour and Employment
31. Eng. Danladi S.K. Abdulaziz, National Coordinator (NASSCO), National Social Safety-Net Coordinating Office
32. Olayinka David-West, LBS Nigeria
33. Mercy Mosugu, Principal Statistician, National Bureau of Statistics
34. Hassan Anka, Acting Secretary General, Trade Union Congress (TUC)
35. Adenola Olatosimi, Civil Society Organization
36. Eustace James, Snr. Assistant Secretary General, Nigeria Labour Congress (NLC)

37. Ibrahim A. Manpaa, Industrial Organization Officer, Trade Union Congress (TUC)
38. Thembekile Dube-Ncube, Partnership and Development Finance Officer, UNRCO
39. Adenike Adebayo-Ajala, Director, Social & Labour Affairs, Nigeria Employers' Consultative Association (NECA)
40. Oyerinde Adewale-Smatt, Director-General & Chief Executive, Nigeria Employers' Consultative Association (NECA)
41. Dr. Abayomi Ojekunle, Senior Executive/ Head, Ibadan Geographical Group, Nigeria Employers' Consultative Association (NECA)
42. Aminat Adekoya, Adm. Executive, Nigeria Employers' Consultative Association (NECA)
43. Paul Femi Samuel, Corporate Affairs Executive, Nigeria Employers' Consultative Association (NECA)
44. Isabella Usen, Senior Executive, Learning & Development, Nigeria Employers' Consultative Association (NECA)
45. Damilola Savage, Social and Labour Affairs Assistant, Nigeria Employers' Consultative Association (NECA)
46. Judith Tietie, Deputy Director & Head, Abuja Corporate Office, Nigeria Employers' Consultative Association (NECA)
47. Kolawole Olatosimi, National Coordinator, Child and Youth Protection Foundation (CYPF) Nigeria
48. Abimbola Oyelohunnu, Social Development Programme Officer, ECOWAS
49. John Odah, Executive Secretary, Organization of Trade Unions of West Africa (OTUWA)
50. Ajara Jallow, Labour Migration Programme Officer, ECOWAS
51. Jinunoh Ozioma, Intern, ECOWAS
52. Kenneth M. Kneye, Media and Research Officer, Trade Union Congress (TUC)
53. Claire Edet, Accountant/Gender Officer, Trade Union Congress (TUC)
54. Tom Akimmayawa, Legal/Industrial Relation Officer, Trade Union Congress (TUC)
55. Sadam Asdump, Media and Research Officer, Trade Union Congress (TUC)
56. Patience Alagba, Administration Department, Trade Union Congress (TUC)
57. Saheed Bakare, Principal Statistician, National Bureau of Statistics
58. Sandra Vermuijten-Alongge, Head of Programme, Nigerian-German Centre of Migration and Development

ILO REGIONAL OFFICE FOR AFRICA

59. Fanfan Rwanyindo Kayirangwa Regional Director ILO ROAF
60. Coffi Agossou, Deputy Regional Director, ILO ROAF
61. Na Pahimi Baizebbe Chief RPU ILO ROAF
62. Gulen Muftuoglu, Chief of Regional Administrative Services, ILO ROAF

ILO CO-ABIDJAN

63. Coumba Diop, CO Director, ILO CO Abidjan
64. Kavunga Kambale, Programme Officer, ILO CO Abidjan
65. Euphrem Ndepo, Coordinateur National de Projet, ENACTE, ILO CO Abidjan
66. Kattia Paredes Moreno, Spécialiste principale des activités des travailleurs (ACTRAV), ILO CO Abidjan
67. Jenny Horold Nahounou, Coordinateur National Project, Trade for Decent Work, ILO CO Abidjan
68. Alassane Traore, National Project Coordinator, ILO Burkina Faso (CO Abidjan)
69. Minorou Ogasawara, CTA, ACCEL Africa, ILO CO Abidjan
70. Koffi Agenor, Coordinateur National, ACCEL Africa, ILO CO Abidjan
71. David Huysman, Spécialiste technique, Projet OIT/BAD, ILO CO Abidjan
72. Marie Laure Assirifix, Coordonnatrice Nationale de Projet, AGRIDOM, ILO CO Abidjan
73. Aya Alida Tano, Coordonnatrice Nationale de Projet, FAIR III, ILO CO Abidjan
74. Roland Bissié, Coordonateur National de Projet, ProAgro YOUTH, ILO CO Abidjan

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75. Leopold Bodo, Head of Social and Training Cluster, Confédération Générale des Entreprises de Côte d'Ivoire (CGECI)
76. Azan Joel, Directeur des stratégies, Direction Générale de l'Emploi, Ministère de l'Emploi et de la Protection Sociale
77. Mamadou Dosso, Sous Directeur, Direction Générale de l'Emploi, Ministère de l'Emploi et de la Protection Sociale
78. Wawa K. Koffi Dlall, CE, Direction Générale de l'Emploi, Ministère de l'Emploi et de la Protection Sociale
79. Fanta Kagambega, Direction Générale du Travail, Direction Générale du Travail, Ministère de l'Emploi et de la Protection Sociale
80. Marie Rose Messou, DIT, Direction Générale du Travail/DIT
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82. Didier Adouan, CE, Direction Générale du Travail, Ministère de l'Emploi et de la Protection Sociale
83. Tougba Sacre, Chargé de Planification, Direction Générale du Travail, Ministère de l'Emploi et de la Protection Sociale
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85. N'Zi Kouakou, Présidente, Coopérative Comovimar
86. Agnès Tanoé, Trésorière, Coopérative Comovimar
87. Mariam Fofana, Membre de la cooperative, Coopérative Comovimar
88. Affou Kassi, Membre de la cooperative, Coopérative Comovimar
89. N'Guessan Delphine Koffi, Membre de la cooperative, Coopérative Comovimar
90. Angéline Allangba, Membre de la cooperative, Coopérative Comovimar
91. Ahou Marcelle Kouassi, Membre de la cooperative, Coopérative Comovimar
92. Marguerite Niamien, Membre de la cooperative, Coopérative Comovimar
93. Pauline N'Zi, Membre de la cooperative, Coopérative Comovimar
94. Béatrice Kouakou, Membre de la cooperative, Coopérative Comovimar
95. Thérèse Yao Ahou, Membre de la cooperative, Coopérative Comovimar
96. Emilienne Niamien, Membre de la cooperative, Coopérative Comovimar
97. Hélène Yao, Secrétaire Générale, CITEF-CI
98. Tamia Koluna Yao, , CITEF-CI
99. Joseph Koudou, Formateur, CITEF-CI
100. Jean-Claude Konan Yao, , CITEF-CI
101. B. Simon Fan, , CITEF-CI
102. Koffi Hervé N'goran, Directeur, Cooperative NECAB (Nouvelle Entreprise Coopérative Agricole de Bagoliéoua)
103. Souleymane Ouedraogo, Paire Formateur WIND, Cooperative NECAB (Nouvelle Entreprise Coopérative Agricole de Bagoliéoua)
104. Oumarou Yabao, Paire Formateur WIND,
105. Blandine Tape, Paire Formateur WIND,
106. Zeze Ferdinand Kriza, Promoteur de Groupe AVEC,
107. Abibou Ouodraogo, Membre AVEC,
108. Safoura Pilabré, Membre AVEC,
109. Kalidjata Maïga, Membre AVEC,
110. Comoe Bernabé, Chef de zone, Région de Soubré, , Agence nationale d'appui au developpment rural (ANADER)
111. Coulibaly Zie Bakary, Directeur, Direction départementale de l'enseignement technique, de la formation professionnelle et de l'apprentissage

112. Alain Claude Touakou, Inspecteur d'Orientation, Direction départementale de l'enseignement technique, de la formation professionnelle et de l'apprentissage
113. Cécile Koffi Nguessan, Propriétaire salon de coiffure, maître artisan, Soubré
114. Aminata Nebie, Apprentie, Soubré
115. Lauraine Mahi, Apprentie, Soubré
116. Jasmine Olivia Bossé , Apprentie, Soubré
117. Gérard Boidou Donzo, Président du comité intersyndical des normes internationales, CINIT - UGTCI
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119. Jean-Claude Rabet, Secrétaire Géénral Plateforme Travailleurs EMNI, Centrale syndicale UNATR-CI
120. Adolphe Gbayoro, Coordinateur, Intersyndicale SST
121. Yao N'dri, Secrétaire Général Adjoint, point focal au PPTD, Centrale FESACI-CG
122. Marcelline Adopo Douai, Secrétaire Générale, Coordinatrice CITEF-CI
123. Adeline Dehinnin Doué, Secrétaire Général Adjointe, travailleurs domestique, Centrale HUMANISME
124. Tano Honorat, Coordonateur plateforme migration, UGCCI
125. Jonas Kokora, Coordinateur intersyndicale lutte contre le travail des enfants, Centrale FESACI-CG
126. Raymond N'Krumah Benson, Point focal, Comité de pilotage PPTD, UGTCI
127. Marie-Thérèse Tape, CIRC190, FESACI-CG
128. Mundunge Ghitu, Economiste, Bureau du Coordinateur Résident des Nations Unies
129. ILO Ghana
130. Gideon MANKRALO, Green Jobs /Just Transition Project Officer, ILO Ghana
131. Onoma ASIEDU, Productivity Ecosystem For Decent Work, ILO Ghana
132. Frank ADETOR, SKILL-UP, ILO Ghana
133. Emmanuel Kwame MENSAH, 8.7 Accelerator Lab, ILO Ghana
134. Akua OFORI-ASUMADU, Trade for Decent Work, ILO Ghana
135. Robert PWAZAGA, ACCEL AFRICA, ILO Ghana
136. Kamil ABUBAKARI, FAIR III, ILO Ghana
137. David MARCOS VAZQUEZ, Productivity Ecosystem For Decent Work, ILO Ghana
138. Ana PODJANIN, Productivity Ecosystem For Decent Work, ILO Ghana
139. Enoch CUDJOE, Productivity Ecosystem For Decent Work, ILO Ghana

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143. Stephen Esilfie Essel (PhD), Acting Director - Consultancy, Management Dev't & Productivity Institute
144. Richard Eto, Consultant, Management Dev't & Productivity Institute
145. Theophilus Adomako (PhD), Director of Consultancy of MDPI, Management Dev't & Productivity Institute
146. Benjamin Saka Myer, Chief Consultant, Management Dev't & Productivity Institute
147. Ethel Ansah-Antwi, Acting Director - MDPI & ILO SCOTRE Trainer, Management Dev't & Productivity Institute
148. Michael Frimpong, Chief Consultant, Management Dev't & Productivity Institute
149. Bernice Adjei, Director General, Management Dev't & Productivity Institute
150. Odelia Delasi Dobge Sowu, Director for Professional & Manageria Staff, Industrial & Commercial Workers Union

151. Mabel Cudjoe, Director of Research & Information, Ministry of Tourism
152. Nana Poqua, Executive Coordinator, Association of Ghana Apparel Manufacturers (AGAM)
153. Kwame Agyapong Hobson, Principal Programme Officer, Environmental Protection Agency
154. George Gashon Degbor, Acting Chief Inspector of Factories, Department of Factory Inspectorate - MLER
155. Emmanuel F. Sawyerr, Assistant Chief Inspector, Department of Factory Inspectorate - MLER
156. Mary Karimu, Senior Officer - International Relations, Trade Union Congress (TUC) Ghana
157. Charlotte Afudego, Private Sector Dev't & Trade Specialist, State Secretariat for Economic Affairs -SECO
158. Magdalena Wust, Deputy Head of Cooperation, State Secretariat for Economic Affairs -SECO

ILO HQ

159. Cynthia Samuel-Olonjuwon, Special Representative to the United Nations, ILO Office New York (former Regional Director ILO ROAF)
160. Peter Van Rooij, Director, PARTNERSHIPS, ILO HQ (former Deputy Regional Director ILO ROAF)
161. Joseph Momo, Senior Officer PROGRAM (Former Chief RPU ROAF), ILO HQ
162. Sophie de Coninck, Head FUNDAMENTALS, ILO HQ
163. Frédéric Lapeyre, Director Priority Action Programme « Transition from the informal to the formal economy », ILO HQ (Former Director CO Abidjan ILO)
164. Ana Podjani, Technical Officer, Productivity Ecosystem for Decent Work, ILO HQ
165. Uma Rani Amara, Senior Economist, Research, ILO HQ
166. Na Eun Mun, Technical Officer, SCORE and Productivity Ecosystems, ILO HQ
167. Josée Laporte, CSR/RBC Specialist, Multinational Enterprises and Responsible Conduct Unit, ILO HQ
168. Samuel Asfaha, Senior Advisor and Africa Desk Officer, Bureau of Employers Activities (ACT/EMP), ILO HQ
169. Francesco d'Ovidio, Head of Unit, Development Partners Relations, PARTNERSHIPS, ILO HQ
170. Tim de Meyer, Senior Specialist on ILS and Labour Law, NORMES, ILO HQ
171. Katerina Tsotroudi, Legal Specialist, NORMES, ILO HQ
172. Carlien van Empel, Head of Unit, PARTNERSHIPS, ILO HQ
173. Kofi Amekudzi, Technical specialist, GEDI, ILO HQ
174. Hilma Mote, Regional Desk Officer-Africa Region, ACTRAV, ILO HQ

ILO DWT-DAKAR

175. Dramane Haidara, Director, ILO DWT Dakar
176. Roberto Pes, Enterprises development specialist, ILO DWT Dakar
177. Fatime Ndiaye, Gender equality and diversity specialist, ILO DWT Dakar
178. Julie Kazagui, ACTEMP Specialist, ILO DWT Dakar

▶ ANNEX 2: KEY RESOURCES CONSULTED

GLOBAL RESOURCES

- ▶ ILO. 2017. Programme and budget for the biennium 2018-19. Geneva.
- ▶ ILO. 2019. Advancing Social Justice: Shaping the future of work in Africa. Geneva.
- ▶ ILO. 2019. ILO Centenary Declaration for the Future of Work. Geneva.
- ▶ ILO. 2019. Programme and budget for the biennium 2020-21. Geneva.
- ▶ ILO. 2020. Programme and Budget for 2020-21. Output indicators. Technical notes for planning, monitoring and reporting on results. Geneva.
- ▶ ILO. 2020. ILO Decent Work Country Programmes Guidance 2020. Review and approval process. Version 2 - PROGRAM, October 2022. Geneva.
- ▶ ILO. 2020. The UN Sustainable Development Cooperation Frameworks: Implications for the ILO and the Decent Work Country Programmes. Questions and Answers. Version 1 - PROGRAM, July 2020. Geneva.
- ▶ ILO. 2021. Decent Work Results. Programme Implementation 2018-19. ILC.109/I(A). Geneva.
- ▶ ILO. 2021. Global call to action for a human-centred recovery from the COVID-19 crisis that is inclusive, sustainable and resilient. Geneva.
- ▶ ILO. 2021. Programme and budget for the biennium 2022-23. Geneva.
- ▶ ILO. 2022. ILO Programme Implementation 2020-21. Geneva.
- ▶ ILO. 2022. Output indicators. Technical notes for planning, monitoring and reporting on results. Programme and Budget for 2022-23. Geneva.
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- ▶ ILO. 2024. ILO programme implementation 2022-23. B.350/PFA/1(Rev.1). Geneva.

REGIONAL AND COUNTRY RESOURCES

- ▶ ECOWAS. 2019. ECOWAS Regional Decent Work Programme Jan 2020-June 2023.
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- ▶ ILO. 2017. Programme de promotion du Travail Décent en Côte d'Ivoire 2017-2020.
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- ▶ ILO. 2021. Programme par pays de Promotion du Travail Décent (PPTD) au Bénin 2022-2024.
- ▶ ILO. 2021. Programme Pays de promotion du Travail Décent (PPTD) au Burkina Faso 2020-2022. Genève.
- ▶ ILO. 2022. Diagnostic Report on the Decent Work Situation in Nigeria.

- ▶ ILO. 2022. Revue finale indépendante du Programme par pays pour la promotion du travail décent (PPTD) 2017-2020 de la Côte d'Ivoire.
- ▶ ILO. Decent Work Country Programme (DWCP) III for Ghana (2023-2027). Final draft.
- ▶ IMF. 2023. Côte d'Ivoire. Poverty Reduction and Growth Strategy. Washington.
- ▶ Ministry of Finance, Budget and National Planning, Nigeria & United Nations Nigeria. 2022. United Nations Sustainable Development Cooperation Framework 2023-2027. Abuja.
- ▶ Nations Unies Bénin & Gouvernement de la République du Bénin. UNSDCF 2023-2026.
- ▶ Republic of Sierra Leone, Ministry of Labour and social Security & ILO. 2023. Sierra Leone Decent Work Country Programme (SL-DWCP) 2023-2027.
- ▶ République de Côte d'Ivoire & Nations Unies Côte d'Ivoire. 2020. Cadre de Coopération des Nations Unies pour le Développement Durable 2021-2025. Abidjan.
- ▶ République Togolaise & Nations Unies. Document Cadre de Coopération pour le Développement Durable 2023-2026.
- ▶ République Togolaise & OIT. 2018. Programme Pays de promotion du Travail Décent (PPTD) au Togo (2019-2022).
- ▶ United Nations, Nigeria. 2022. UNSDCF 2023-2027. Abuja.

▶ ANNEX 3: EVALUATION MATRIX

EVALUATION CRITERIA AND QUESTIONS	EVIDENCE OR INDICATORS	DATA COLLECTION METHODS
RELEVANCE, AND STRATEGIC FIT		
EQ1. To what extent, and how, are the objectives of the DWCPs for the selected countries and the ECOWAS sub-regional DWP relevant to the needs of the constituents and final beneficiaries including the vulnerable groups?	<ul style="list-style-type: none"> ▶ Existence of documented policies, procedures, plans relevant to the needs of constituents. Evidence of surveys, design and validation workshops. Evaluation reports. ▶ Perspectives from ILO staff, constituents, final beneficiaries. ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: DWCPs, National Development Plans, project design and validation reports, meeting minutes, etc. ▶ Interviews: ILO staff, constituents, ECOWAS ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
EQ2. To what extent is ILO's work relevant to, and aligned with national, regional, and international development frameworks (including UNSDCFs, DWCPs, Abidjan Declaration, AU Agenda 2063, SDGs), as well as ILO's P&B Outcomes? How well are the XBDC-funded projects aligned to ILO P&Bs? To what extent do the strategies frameworks (such as DWCPs, ILO Outcomes) integrate gender equality and non-discrimination?	<ul style="list-style-type: none"> ▶ References to ILO in UNSDCFs. DWCP and projects make reference to Abidjan Declaration, AU Agenda 2063, SDGs. ▶ Alignment of activities to P&B. ▶ Evidence of ILO engagement in policy making processes on DW. ▶ Perspectives from ILO staff, constituents, final beneficiaries. Perspectives from women and other vulnerable groups (i.e. labour migrants, people with disabilities, youth). 	<ul style="list-style-type: none"> ▶ Secondary sources: UNSDCFs, DWCPs, Abidjan Declaration, AU Agenda 2063, P&Bs ▶ Interviews: ILO staff, constituents, UN RCOs ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria
COHERENCE & VALIDITY OF DESIGN		
EQ3. To what extent is ILO work integrated and complements work by other UN agencies in the countries of intervention and at sub-regional level?	<ul style="list-style-type: none"> ▶ References to ILO and decent work in UNCT country programme documents. ▶ Evidence of participation of ILO in UNCTs meetings. Evidence of visits of ILO management and technical specialists to countries. ▶ Perspectives of ILO staff and UN staff ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: UNSDCFs, meeting reports, evaluations, press releases, websites, etc. ▶ Interviews: ILO staff, UN partners ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
EQ4. Has ILO been able to adjust strategies to respond to changes in socio-political context and keep progress on planned results if these are still valid?	<ul style="list-style-type: none"> ▶ Examples of adaptive management approaches ▶ Examples of responsiveness and flexibility to integrate emerging lessons ▶ Perspectives of ILO staff and constituents 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, meeting reports, evaluations, synthesis review ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents

<p>EQ5. To what extent, and how, were constituents actively involved at all stages of project, DWCP and UNSDCF design, planning, and implementation?</p>	<ul style="list-style-type: none"> ▶ Evidence of needs assessments (surveys, reports, minutes from consultations, workshop reports, etc.). ▶ Evidence of constituents engaged in governance structures involved in DWCP, UNSDCF and project design, implementation, and monitoring. ▶ Reference to the DWCP and DW agenda in constituents' strategies, workplans, or reports. ▶ Evidence of consultations, collaboration and meetings with constituents ▶ Perspectives of ILO staff, Employers' and Workers organisations 	<ul style="list-style-type: none"> ▶ Secondary sources: DWCPs, UNSDCFs, evaluations, meeting reports, press releases, websites, etc. ▶ Interviews: ILO staff, constituents ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
<p>EQ6. To what extent is the ILO -explicit or implicit-Theory of Change at country and sub regional levels realistic, evaluable and useful to promote effectiveness of ILO work, under the social, political, environmental, and other relevant contexts, does it integrate the dimension of gender equity and non-discrimination?</p>	<ul style="list-style-type: none"> ▶ Evidence of TOCs in case study countries ▶ Evidence of expected outcomes as presented by ILO and constituents aligned with the DWCP or CPOs ▶ Perspectives of UN partners and stakeholders ▶ Project evaluation reports. 	<ul style="list-style-type: none"> ▶ Secondary sources: DWCP, Theories of Change, CPOs UNSDCFs, evaluations, etc. ▶ Interviews: ILO staff, constituents, UN partners ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria
<p>EFFECTIVENESS</p>		
<p>EQ7. To what extent, and how, is ILO advancing the DW agenda in key areas such as youth and women employment, MSME, social protection, OSH and other topics prioritized by ILO in West Africa and in the selected countries in particular? How has ILO articulated its work with ECOWAS and at country level with key stakeholders to leverage the results achieved or to be achieved?</p>	<ul style="list-style-type: none"> ▶ Reported results against P&B targets (where relevant) ▶ Evidence of delivery of programme/project outputs and outcomes achieved. ▶ Evidence of reported progress in project management and monitoring meetings. ▶ ILO, constituents, and stakeholder perceptions on the added value and difference DWCPs make at national level. ▶ Constituent and stakeholder perceptions of effectiveness of actions ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, global products, evaluations. CPO analysis ▶ Interviews: ILO staff, constituents, ECOWAS, donors. ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
<p>EQ8. Has ILO made progress in achieving results on crosscutting issues of international labour standards; social dialogue and tripartism; gender equality and non-discrimination; disability inclusion; and environmental sustainability? Is there evidence of a contribution to gender equality and non-discrimination in ILO achieved outcomes? To what extent has the use of social dialogue, tripartism, normative work and the promotion and application of ILS in ILO interventions promoted Decent Work at country and sub-regional levels?</p>	<ul style="list-style-type: none"> ▶ Extent to which agreements, programmes and activities include specific measures advancing normative and social dialogue mandate and in targeting gender equality, inclusion, just transition and/or green jobs. ▶ Evidence of delivery of programme/project outputs. ▶ Opinion of ILO staff. ▶ Opinion of external partners, including tripartite constituents, other partners and stakeholders. ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, global products, evaluations, CEACR reports, CPO analysis ▶ Interviews: ILO staff, ACTRAV, ACTEMP, constituents, stakeholders (CSOs, women) ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
<p>EQ9. Has ILO obtained positive results from its work in Western Africa, especially through partnerships? What were the key factors of success?</p>	<ul style="list-style-type: none"> ▶ Evidence of delivery of programme/project outputs. Evidence of positive outcomes. ▶ References to achievements. ▶ Opinion of ILO staff. ▶ Opinion of external partners, including tripartite constituents, other partners and stakeholders ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, global products, evaluations, meeting reports, press releases, websites. CPO analysis ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders (CSOs, women), donors. ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents

<p>EQ10. Has ILO obtained negative unexpected results from its work in Western Africa, especially through partnerships? What could have been done differently to improve the ILO results?</p>	<ul style="list-style-type: none"> ▶ Evidence of gaps in the delivery of programme/project outputs. Evidence of negative unintended outcomes. ▶ Opinion of ILO staff. ▶ Opinion of external partners, including tripartite constituents, other partners and stakeholders ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, evaluations, meeting reports. ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders (-CSOs, women), donors. ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
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EFFECTIVENESS OF MANAGEMENT ARRANGEMENTS

<p>EQ11. To what extent have management arrangements at different levels been effective?</p>	<ul style="list-style-type: none"> ▶ Evidence of management and monitoring meetings; joint technical meetings of staff from different projects; evidence from technical meetings and implementation reports and country evaluations. ▶ Opinion of ILO staff (DWCT). ▶ Evidence of adaptive management and adjustments in the course of programme/projects implementation. 	<ul style="list-style-type: none"> ▶ Secondary sources: Meeting reports, evaluations. ▶ Interviews: ILO staff at HQ and in countries
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<p>EQ12. To what extent have the ILO country offices, regional office, Decent Work Teams, and concerned HQ Departments fostered integrated and strategic technical support and policy dialogue processes at the country level? How well have the DWT and HQ specialists supported the demand for technical advice from constituents and ILO Country Offices in Western Africa?</p>	<ul style="list-style-type: none"> ▶ Evidence of collaboration between different parts of the organisation ▶ Perspectives of ILO staff at HQ and in the field ▶ Perspectives of constituents on the quality of technical support and responsiveness of the ILO 	<ul style="list-style-type: none"> ▶ Secondary sources: ▶ Interviews: ILO staff at HQ and in Regional office, DWT and COs ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria
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EFFICIENCY

<p>EQ13. To what extent has ILO leveraged partnerships (with constituents, national and regional institutions including ECOWAS, IFIs and UN/development agencies) to optimize efficiencies?</p>	<ul style="list-style-type: none"> ▶ References to UN or other broader development programmes and partnerships in ILO workplans, project and ILO implementation reports, and knowledge products ▶ References to ILO in reports from ECOWAS, IFIs and UN/development agencies ▶ Evidence of joint work, collaboration, events ▶ Opinion of ILO staff, ECOWAS and stakeholders ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, meeting reports. ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, IFIs, stakeholders, donors. ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents, UNCT, IFIs and donors.
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<p>EQ14. How cost-efficient was the ILO's work to implement DWCPs in countries of the West Africa sub-region and in the sub-regional DWP for ECOWAS?</p>	<ul style="list-style-type: none"> ▶ Evidence of joint activities, synergies between programmes or projects and other institutions, overlaps avoided. ▶ Evidence from technical meetings and implementation reports and projects and country evaluations. ▶ Opinion of ILO staff and constituents 	<ul style="list-style-type: none"> ▶ Secondary sources: Financial data. ▶ Interviews: ILO staff, constituents ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria
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<p>EQ15. Were the allocations of human and financial resources realistic and sufficient to deliver planned results and to integrate gender equality and non-discrimination work?</p>	<ul style="list-style-type: none"> ▶ Analysis of sources and uses of funds by budget category, findings of synthesis review, perception of constituents/stakeholders of the efficiency and appropriateness of budget allocation processes ▶ Opinion of ILO staff and constituents 	<ul style="list-style-type: none"> ▶ Secondary sources: Financial data and DW results. ▶ Interviews: ILO staff, constituents, women ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
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LIKELIHOOD OF IMPACT

<p>EQ16. To what extent has ILO's work in Western Africa contributed to significant positive changes in Decent Work conditions for the different social groups including the most vulnerable ones (youth, women, labour migrants, ethnic groups, etc.,)?</p>	<ul style="list-style-type: none"> ▶ Evidence of specific benefits to women, vulnerable groups, migrants etc. ▶ Increased number of ratified conventions ▶ Reported contribution made through ILO actions towards impact in the identified technical areas for intended beneficiaries and in shaping national policies. ▶ Constituents' perceptions of impact/likely impact ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: Country programme reviews, national policies and legislations, evaluations, meeting reports. ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
<p>EQ17. How has the work at the sub-regional (ECOWAS) level increased impacts of ILO outcomes at country and sub-regional levels?</p>	<ul style="list-style-type: none"> ▶ Evidence of specific contributions of ECOWAS' partnership in the sub-region countries ▶ Opinion of ILO staff and ECOWAS 	<ul style="list-style-type: none"> ▶ Secondary sources: ECOWAS reports, country programme reviews, national policies and legislations, evaluations, meeting reports. ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders

SUSTAINABILITY

<p>EQ18. What is the likelihood that results will be maintained, scaled up, or replicated by partners once the interventions are completed? How likely will interventions contribute to ensuring that workers, employers and governments maintain a focus on decent work priorities while addressing multiple challenges in economic and social dimensions as well as climate change effects? Has the presence of ECOWAS and membership of countries promoted sustainability of ILO's work in West Africa, and how?</p>	<ul style="list-style-type: none"> ▶ Reported country level uptake and institutionalisation of new approaches. ▶ Evidence of new arrangements, partnerships and funding being put in place to support the scaling up of work implemented or given new prominence. ▶ Evidence of agreements includes complementarity of skills and expertise in joint activities and partnerships. ▶ Perception of staff, constituents, and other stakeholders ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: National policies and legislations, evaluations, ILO Conventions. ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders, CEACR reports ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria ▶ Survey: Constituents
<p>EQ19. To what extent have exit strategies been included in ILO interventions, to promote sustainability of its results and impact? What can be improved? Have ILO interventions developed sustainability strategies in collaboration with constituents and other national counterparts to sustain results during the COVID-19 recovery stage and beyond?</p>	<ul style="list-style-type: none"> ▶ Evidence of exit strategies in PRODOCs and actual work. ▶ Perception of staff, constituents ▶ Synthesis review findings 	<ul style="list-style-type: none"> ▶ Secondary sources: PRODOCs, evaluations. ▶ Interviews: ILO staff, constituents ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria, ECOWAS
<p>EQ20. What lessons and recommendations could be offered to improve the sustainability of ILO work in the countries of focus and in the sub-region and to foster ownership?</p>	<ul style="list-style-type: none"> ▶ Identified areas of success and any lost opportunities ▶ Factors contributing to success or to disappointing results ▶ Synthesis review findings ▶ Perception of staff, constituents and stakeholders on how ILO support could be improved 	<ul style="list-style-type: none"> ▶ Secondary sources: Evaluations. ▶ Interviews: ILO staff, constituents, ECOWAS, UNCTs, stakeholders ▶ Case studies: Cote d'Ivoire, Ghana, Nigeria

▶ ANNEX 4: DATA COLLECTION GUIDE

GENERIC INTERVIEW PROTOCOL

Relevance

EQ1. To what extent, and how, are the objectives of the DWCPs for the selected countries and the ECOWAS sub-regional DWP relevant to the needs of the constituents and final beneficiaries including the vulnerable groups?

- ▶ What factors (key constraints, stakeholder priorities, political economy trade-offs) informed ILO's operational scope in Western Africa/country X in the last 4-5 years?
- ▶ What are the DW priorities of the ILO constituents in the sub-region & countries and how well are they reflected in the DWCPs?
- ▶ To what extent and in what ways were ILO programme design choices driven by national stakeholders? its own or others' analytical work? What are some examples?
- ▶ Were there specific important Decent Work Agenda items that the ILO was not able to tackle or tackle to a meaningful extent? Why not?

EQ.2. To what extent is ILO's work relevant to, and aligned with national, regional, and international development frameworks (including UNSDCFs, DWCPs, Abidjan Declaration, AU Agenda 2063, SDGs), as well as ILO's P&B Outcomes? How well are the XBDC-funded projects aligned to ILO P&Bs? To what extent do the strategies frameworks (such as DWCPs, ILO Outcomes) integrate gender equality and non-discrimination?

- ▶ How does the ILO's programme in the sub-region/country X contribute to the UNSDCFs, Abidjan Declaration, AU Agenda 2063, SDGs?
- ▶ In what ways was the scope of interventions similar or different in the different Western African countries? Is the scope of interventions in Western Africa as a sub-region different from other regions? How do you explain the differences? How does ILO adapt its programmes?
- ▶ How is gender equality and non-discrimination integrated in country X interventions?

Coherence

EQ3. To what extent is ILO work integrated and complements work by other UN agencies in the countries of intervention and at sub-regional level?

- ▶ To what extent and in what ways did ILO coordinate its efforts with other UN organizations effectively? With other International Development Cooperation partners? In what ways, if any, could ILO be more effective coordinating/collaborating with other international organizations to promote its Decent Work Agenda?
- ▶ Relative to country X other development partners, what is the unique contribution that the ILO is bringing?
- ▶ To what extent has the UN reform agenda affected how ILO operates in Country X?
- ▶ In what ways has ILO shared its knowledge and expertise to influence the UN and other international organizations' reform agenda in country X?

EQ4. Has ILO been able to adjust strategies to respond to changes in socio-political context and keep progress on planned results if these are still valid?

- ▶ What factors (key constraints, stakeholder priorities, political economy trade-offs) informed ILO's operational scope in Western Africa/country X in the last 4-5 years?
- ▶ How has ILO adjusted the way it conducts its interventions to cope with changing contexts?

EQ5. To what extent, and how, were constituents actively involved at all stages of project, DWCP and UNSDCF design, planning, and implementation?

- ▶ To what extent and in what ways were ILO programme design choices driven by national stakeholders? its own or others' analytical work? What are some examples?
- ▶ To what extent and in what ways was the ILO effective in creating national ownership for the DWCP or ILO country programme objectives?
- ▶ How effectively did ILO engage with national institutions/constituents in developing the country programme of work? Could ILO have done anything to improve its communication, coordination, and collaboration?
- ▶ How effective has been the engagement of constituents in the design of the UNSDCF?

EQ6. To what extent is the ILO -explicit or implicit-Theory of Change at country and sub regional levels realistic, evaluable and useful to promote effectiveness of ILO work, under the social, political, environmental, and other relevant contexts, does it integrate the dimension of gender equity and non-discrimination?

- ▶ Has the DWCP been an effective framework to establish priorities, organize, plan and monitor country level programmes to promote decent work? How could the mechanism be improved?

Effectiveness

EQ7. To what extent, and how, is ILO advancing the DW agenda in key areas such as youth and women employment, MSME, social protection, OSH and other topics prioritized by ILO in West Africa and in the selected countries in particular? How has ILO articulated its work with ECOWAS and at country level with key stakeholders to leverage the results achieved or to be achieved?

EQ8. Has ILO made progress in achieving results on crosscutting issues of international labour standards; social dialogue and tripartism; gender equality and non-discrimination; disability inclusion; and environmental sustainability? Is there evidence of a contribution to gender equality and non-discrimination in ILO achieved outcomes? To what extent has the use of social dialogue, tripartism, normative work and the promotion and application of ILS in ILO interventions promoted Decent Work at country and sub-regional levels?

- ▶ In what ways has ILO integrated cross cutting concerns related to international labour standards and social dialogue, gender and non-discrimination, and environmental sustainability into its intervention strategies?
- ▶ What are the ILO's overall strengths and weaknesses in the sub-region/country X?

EQ9. Has ILO obtained positive results from its work in Western Africa, especially through partnerships? What were the key factors of success?

- ▶ To your knowledge, to what extent and in what ways did ILO coordinate its efforts with other UN organizations? With other International Development Cooperation partners? In what ways, if any, could ILO be more effective coordinating and/or collaborating with other international organizations to promote its Decent Work Agenda in Western Africa?
- ▶ In what ways has ILO shared its knowledge and expertise to influence the UN and other international organizations' reform agenda in country X?

EQ10. Has ILO obtained negative unexpected results from its work in Western Africa, especially through partnerships? What could have been done differently to improve the ILO results?

- ▶ In what areas of work was the ILO unable to make a substantial contribution? What hindered progress?

Effectiveness of management arrangements

EQ11. To what extent have management arrangements at different levels been effective?

- ▶ How is the DWCP implementation /programme interventions managed?
- ▶ Has the DWCP been an effective framework to establish priorities, organize, plan and monitor country level programmes to promote decent work? How could the mechanism be improved?
- ▶ To what extent has progress against DWCP outcomes been monitored? What factors encourage or discourage monitoring?
- ▶ To what extent did the ILO develop effective knowledge sharing systems, mechanisms and products to communicate knowledge generated with constituents, the wider public, ILO regional and global?

EQ12. To what extent have the ILO country offices, regional office, Decent Work Teams, and concerned HQ Departments fostered integrated and strategic technical support and policy dialogue processes at the country level? How well have the DWT and HQ specialists supported the demand for technical advice from constituents and ILO Country Offices in Western Africa?

- ▶ How satisfied are you with the support the country programme has received from the DWT, ROAF, and ILO HQ? What are examples of positive contributions? What are your suggestions regarding how to make the contributions from these offices more strategic/effective/efficient?

Efficiency

EQ13. To what extent has ILO leveraged partnerships (with constituents, national and regional institutions including ECOWAS, IFIs and UN/development agencies) to optimize efficiencies? In what ways, if at all, did the ILO collaborate and or seek synergies with other development partners in Country X?

- ▶ How might ILO be more effective coordinating/collaborating with other international organizations to promote its Decent Work Agenda?
- ▶ Did ILO coordinate its efforts with other UN organizations effectively? With other International Development Cooperation partners? How?

EQ14. How cost-efficient was the ILO's work to implement DWCPs in countries of the West Africa sub-region and in the sub-regional DWP for ECOWAS?

- ▶ Did any coordination/collaboration with sub-regional/country X partners contribute to reduce implementation costs (e.g. joint workshops, fewer consultants, etc.)?
- ▶ Were there any efficiency gains from the synergies established with other partners?

EQ15. Were the allocations of human and financial resources realistic and sufficient to deliver planned results and to integrate gender equality and non-discrimination work?

- ▶ What factors have affected ILO's capacity to deploy its human and financial resources efficiently in Western Africa/Country X? In what ways could efficiency be improved?

Impact

EQ16. To what extent has ILO's work in Western Africa contributed to significant positive changes in Decent Work conditions for the different social groups including the most vulnerable ones (youth, women, labour migrants, ethnic groups, etc.)?

- ▶ What do you think were the ILO's most significant contributions to decent work in Western Africa/Country X since 2018?
- ▶ What are some examples of ways ILO support has had significant impact on policies, building partner institutional capacity, raising awareness/building knowledge and/or improving services for workers, enterprise owners and managers in Western Africa/country x?
- ▶ What were the key factors and practices that contributed ILO's success influencing the policy agenda or making other contributions to decent work in Western Africa/country X?

EQ17. How has the work at the sub-regional (ECOWAS) level increased impacts of ILO outcomes at country and sub-regional levels?

Sustainability

EQ18. What is the likelihood that results will be maintained, scaled up, or replicated by project partners once the interventions are completed? How likely will interventions contribute to ensuring that workers, employers and governments maintain a focus on decent work priorities while addressing multiple challenges in economic and social dimensions as well as climate change effects? Has the presence of ECOWAS and membership of countries promoted sustainability of ILO's work in West Africa, and how?

- ▶ In what ways are the positive changes that ILO contributed to sustainable after the end of its assistance? What more should be done to ensure changes are lasting?
- ▶ What were the financial, economic, social, environmental, and institutional factors positively or negatively affecting sustainable results?
- ▶ Which projects were most effective promoting sustainability? What were the good practices?

EQ19. To what extent have exit strategies been included in ILO interventions, to promote sustainability of its results and impact? What can be improved? Have ILO interventions developed sustainability strategies in collaboration with constituents and other national counterparts to sustain results during the COVID-19 recovery stage and beyond?

- ▶ To what extent and how did the ILO design strategies to promote sustainability into its projects?
- ▶ How has ILO adjusted the way it conducts its interventions to cope with Covid-19 restrictions? Have there been any lessons learned that might be useful when restrictions are lifted?

EQ20. What lessons and recommendations could be offered to improve the sustainability of ILO work in the countries of focus and in the sub-region and to foster ownership?

▶ ANNEX 5: CONSTITUENTS AND STAKEHOLDERS SURVEY

INTRODUCTION

The survey was sent to the ILO's Constituents in Western Africa. The list of recipients was provided by the Regional Office for Africa (ROAF) and complemented by informants identified by the evaluation. The questionnaire was made available in English and French. The survey was anonymous and remained open for 2.5 weeks, from Monday 9 June to Wednesday 26 June 2024. In order to reduce the non-response rate, two reminder messages were sent to survey recipients. The survey was sent to 173 Constituents. After review, the evaluation retained 37 questionnaires. The overall response rate to the Constituents' survey is slightly above 21%.

PROFILE OF RESPONDENTS

Organizational background

DO YOU REPRESENT OR WORK WITH/FOR/AT:	RESPONSES
A National Government	15
A Workers' Association	13
An Employers' Association	5
Other (please specify)	4
Total respondents	37

Geographic focus

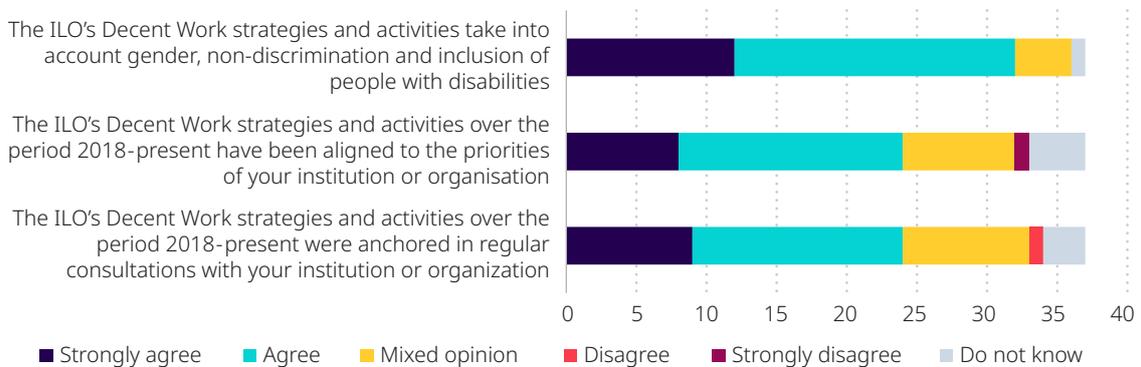
WHERE IS YOUR CURRENT POST LOCATED?	RESPONSES
Bénin	1
Burkina Faso	3
Côte d'Ivoire	7
Ghana	10
Niger	2
Nigeria	11
Sierra Leone	1
Togo	1
Other country in Africa	1
Total respondents	37

WHAT IS THE PRIMARY GEOGRAPHIC FOCUS OF YOUR WORK?	RESPONSES
National	28
Regional / Africa	2
Sous-national	2
Sous-régional / Afrique de l'Ouest	1
Sub-regional / West Africa	3
Total respondents	37

Gender of respondents

WHAT GENDER DO YOU IDENTIFY WITH?	RESPONSES
Female	13
Male	24
Prefer not to say	0
Total respondents	37

RELEVANCE OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

-
- ▶ As a SCORE trainer I have trained over 10 SMEs

 - ▶ Aujourd'hui au Bénin grâce aux stratégies et activités de l'OIT, la question genre et l'implication des personnes vivants avec handicap s'améliorent de jour en jour.

 - ▶ Ces stratégies sont le seul apanage du Ministère de l'Emploi et de la Protection Sociale, des Organisations d'Employeurs et de Travailleurs. Les autres ministères techniques du Gouvernement ne sont pas concernés.

 - ▶ it target specific industry sectors which was good but there is a need to incentivize enterprises that make efforts to employ new hands as a result of participating in the programme

 - ▶ Je souhaite que OIT soit plus regardant envers certains pays qui connaissent des difficultés plus accrues que d'autres et non des lobbies.

 - ▶ Le travail décent concerne globalement tous les secteurs d'activités, mais est plus accentué dans le secteur privé et l'économie informelle. A titre d'illustration, l'économie informelle représente plus de 90% de l'activité économique en Cote d'Ivoire avec une frange majoritaire de femmes marqué par une absence totale de protection sociale. Depuis 2018, les cycles de PPTD visent fortement à améliorer les conditions de vie et de travail des acteurs de l'économie informelle avec une action particulière sur l'autonomisation de la femme. Par exemple, on a les campagnes de sensibilisation à l'adhésion à la CMU et à la souscription au RSTI (régime social des travailleurs indépendants) et la mise en place et le renforcement des capacités des de coopératives agricoles et du vivrier marchand tenus par des femmes.

 - ▶ L'engagement des parties : Gouvernement- Employeurs -Travailleurs, de lutter contre le travail précaire et de relire le code du travail (loi 028), même si le gouvernement actuel a bloqué le dossier.

 - ▶ les activités en l' intersyndicales ont été une réussite pour nous avec le bureau d'Abidjan dans la mise en oeuvre de la cooperative comovimar des femmes du vivrier marchands, les formations des formateurs en start coop et think coop, pour la protection sociale un succes qui a permis a plus 65000 travailleurs indépendants d'avoir une securité en matiere de protection. le manque de disponibilité des fonds a tant met en retard l'exécution des activité activités

 - ▶ L'OIT à travers sont bureau BIT a permis la mise en relation de tous les partis prenantes dans le cadre de l'élimination du travail des enfants Sous toutes ses formes: le travail décent, la protection social et l'inclusion financière au plan national.

 - ▶ Même dans le privé formel, à l'instar de l'économie informelle, la réalisation du travail est loin d'être une réalité. Exemples, les enseignements privés (confessionnels et laïcs, le Port autonome de Lomé etc. qui s'apparentent à de gros informels.)

 - ▶ No

 - ▶ None

 - ▶ One of the enterprises, GRATIS Foundation, has developed and implemented a gender policy that ensures inclusivity of the female workforce especially in the use of facilities.

 - ▶ One of the enterprises, GRATIS Foundation, was able to develop and successfully implement a gender policy the ensures inclusivity of their female workforce in the use of all their facilities.

 - ▶ Oui il ya beaucoup d'échanges mais très peu d'actions sur le terrain

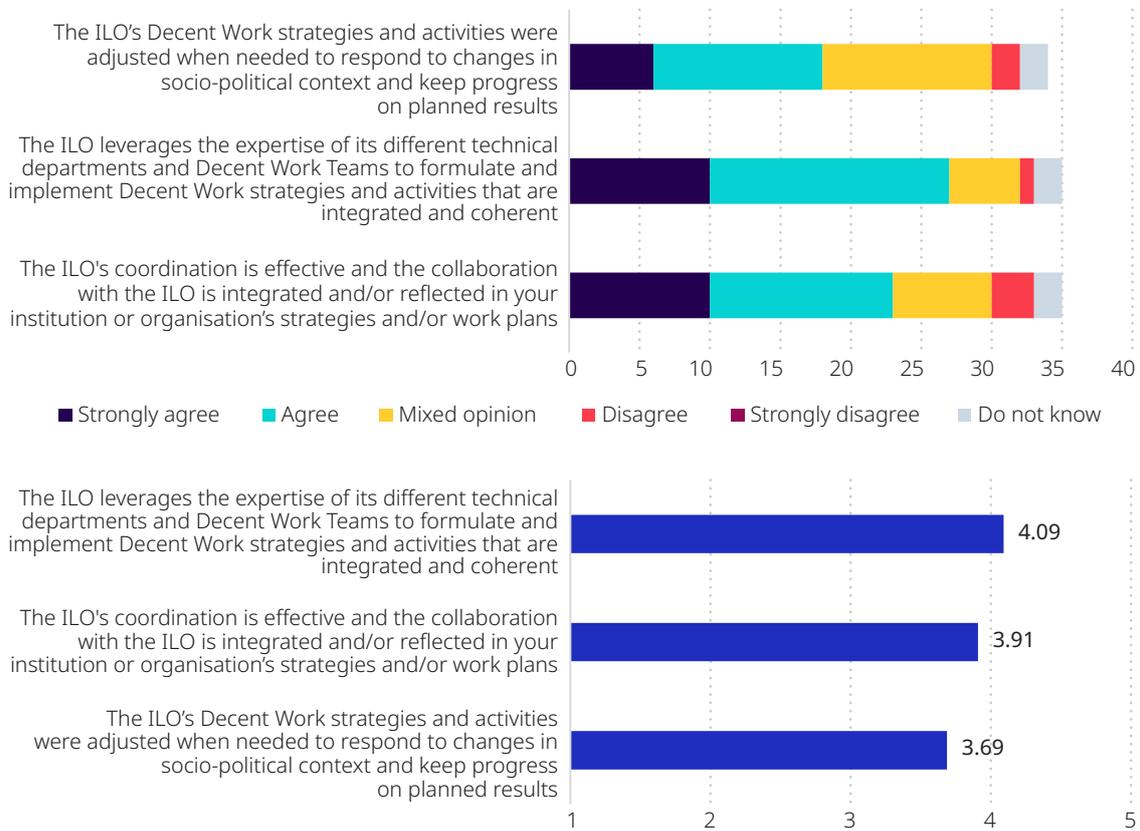
 - ▶ Recently for any program or training we request for gender balance participants and inclusion of people with disabilities

 - ▶ The development and validation of the National Employment Policy presents a good strategy to realizing decent work in the workplace.

 - ▶ The institution i work for is responsible for occupational safety and health under the Ministry of Labor. The ILO decent work project has so far liaised and interacted very well with the Ministry of Labor and the Labour Department but very sporadically with my department.

 - ▶ Yes, the ILO's engagement in Nigeria has been very inclusive and gender-sensitive

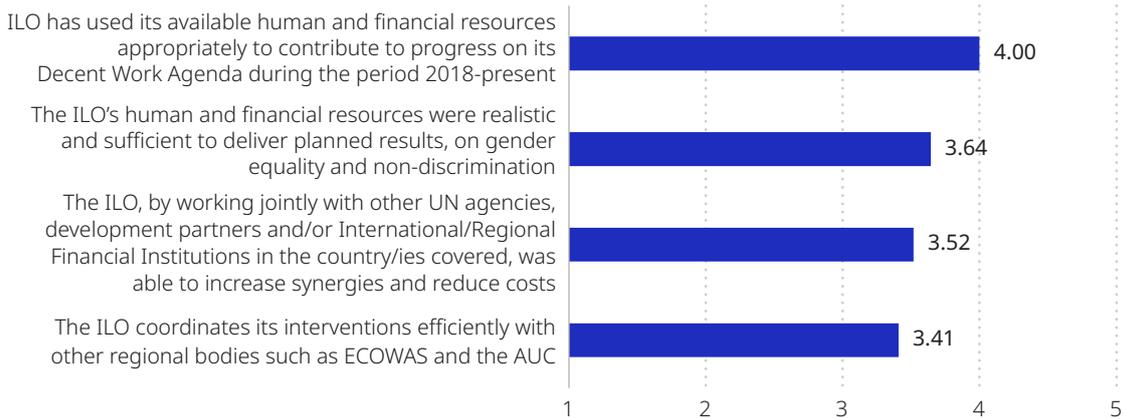
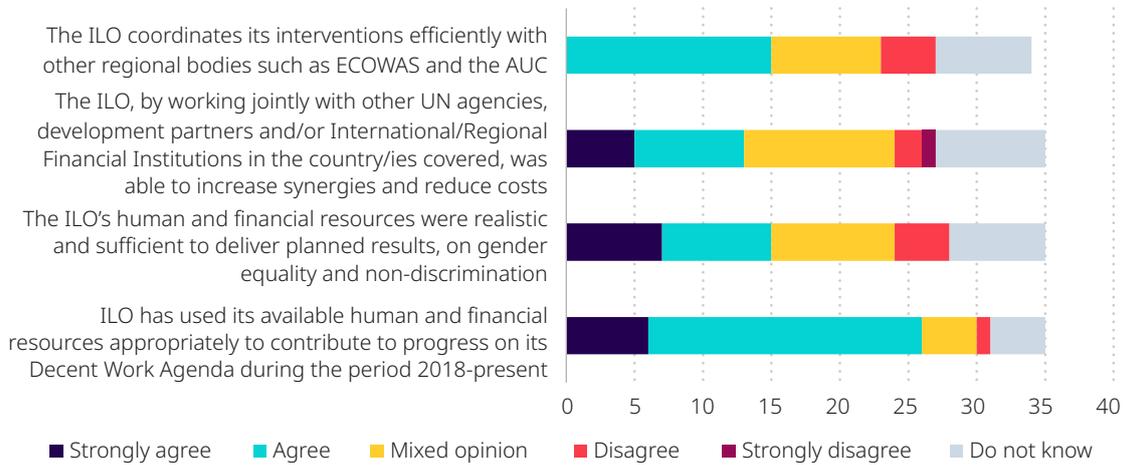
COHERENCE OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

- ▶ Depuis les changements de pouvoirs anti démocratique (coups d'Etat), l'assistance de l'OIT se fait rare, donc moins de présence et de soutien. Pourtant le besoin est constant et nécessaire dans notre situation
- ▶ Il est nécessaire que l'OIT facilite l'accès des travailleurs aux formations quant au coût. Pourquoi pas un centre de formation pour la ouest-africaine ou régionale au Togo qui abrite déjà la CSI-Afrique ?
- ▶ L'OIT gagnerait à plus donner la parole aux acteurs nationaux et à juste faire de l'accompagnement tout en partageant les expériences acquises par ailleurs.
- ▶ No
- ▶ No Comment
- ▶ No comment.
- ▶ None
- ▶ Non
- ▶ Our collaboration on Labour Migration Governance Activities has benefited from the above.
- ▶ Prise en compte effective des réalités socio-économiques et politiques.
- ▶ rien a dire
- ▶ The review and development of the National Labour Employment Policy to accommodate the current situation and challenges in the world of work to ensure decent work

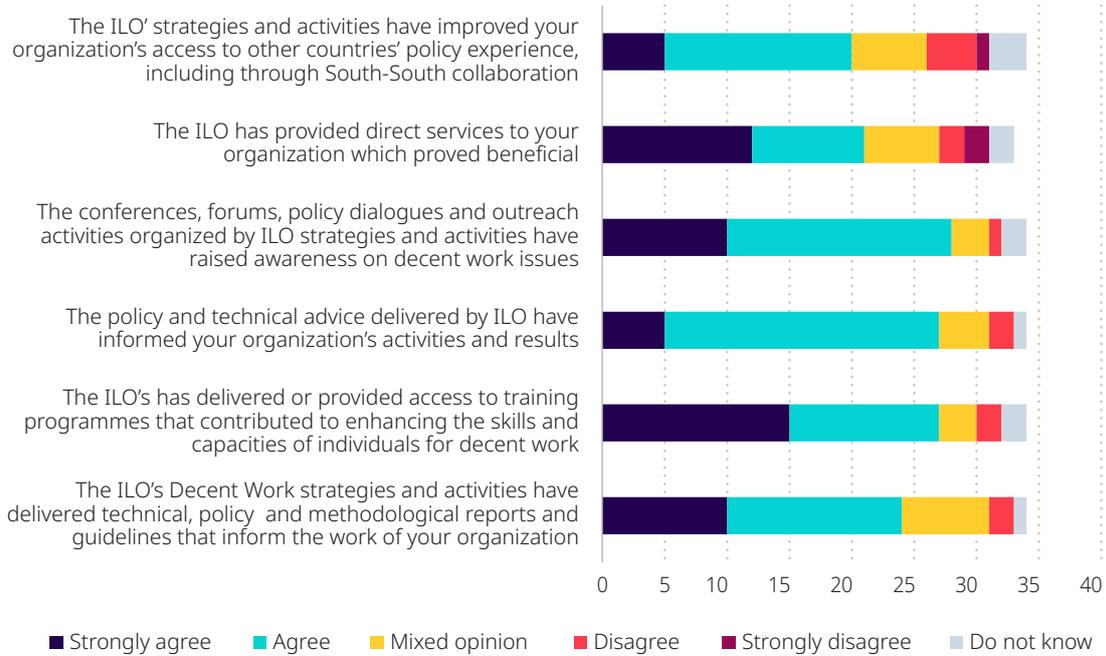
EFFICIENCY OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

- ▶ En tant qu'organisation des travailleurs, notre principal interlocuteur est l'OIT. Nous ne nous soucions pas en général des sources de financements quand bien même nous savons que l'OIT fonctionne à partir de dons, de légues de certaines institutions et de gouvernements de certains pays.
- ▶ J'ai une méconnaissance des ressources dont dispose l'OIT, d'où la difficulté de savoir s'ils sont bien utilisés
- ▶ La coopération entre l'OIT et les autres agences des Nations Unies n'a pas toujours été agissante depuis 1998. Cependant ces dernières années quelques initiatives indiquent qu'il y a un début de coopération. Cela devrait aller se renforçant pour le bien surtout des populations et notamment des jeunes et des femmes principaux bénéficiaires des programmes de travail décent.
- ▶ L'OIT doit pouvoir travailler à équilibre son impact dans la sous-region francophone de la zone ouest africaine.
- ▶ No
- ▶ No Comment
- ▶ No comment.
- ▶ None
- ▶ Pas vraiment
- ▶ Ras
- ▶ Relever le niveau de la mise à disposition de l'information.
- ▶ Ressources humaines limitées dans la Sous-Région

EFFECTIVENESS OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

- ▶ En Cote-Ivoire, les organisations des travailleurs, travaillent en unité d'action(intersyndicales) sur les questions d'intérêt générale comme la protection sociale, le travail des enfants ,la santé sécurité au travail la transition vers l'économie formelle, le travail domestique, la ratification de conventions etc.. Les rapports entre notre organisation et l'OIT ne sont plus des rapports individualisés mais des rapports d'ensemble tenant compte des objectifs globaux a atteindre par les travailleurs et de la rarefaction des moyens mobilisés par l'OIT.
- ▶ Incorporation of Green jobs assessment into our mainstream planning and implementation
- ▶ Juste relever que l'OIT a soutenu financièrement et techniquement plusieurs sessions de renforcement des capacités
- ▶ Nécessité d'une plate-forme recensant les bonnes pratiques en la matière ,et, facilement accessibles

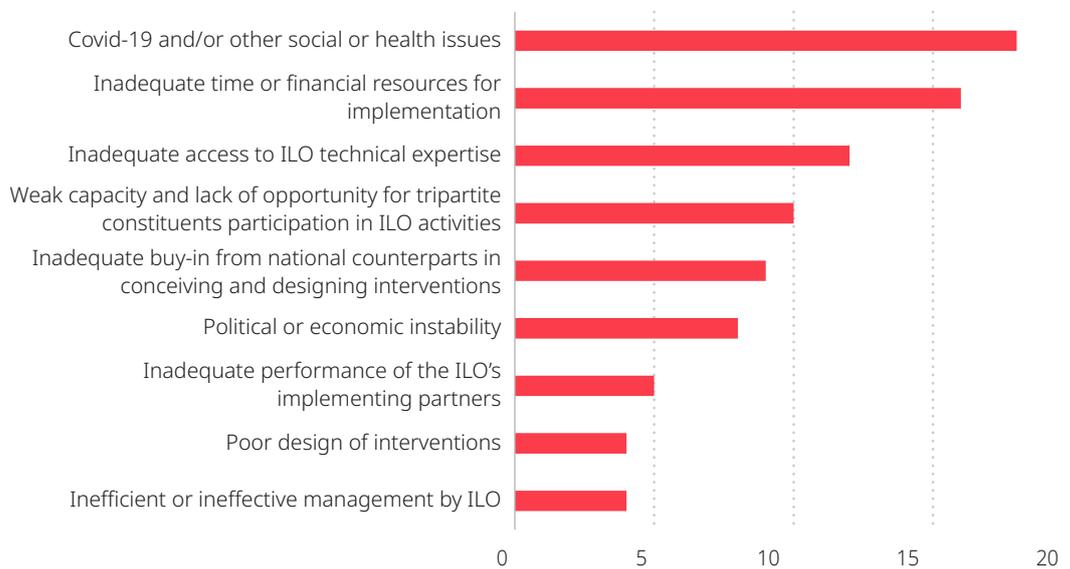
- ▶ No
- ▶ No Comment
- ▶ No comment.
- ▶ No, please.
- ▶ NON
- ▶ None
- ▶ None

INFLUENTIAL FACTORS

WHICH OF THE FOLLOWING FACTORS WERE MOST SIGNIFICANT TO THE SUCCESS OF ILO TECHNICAL ASSISTANCE AND PROJECTS DURING THE PERIOD 2018-PRESENT? (CHOOSE UP TO THREE)

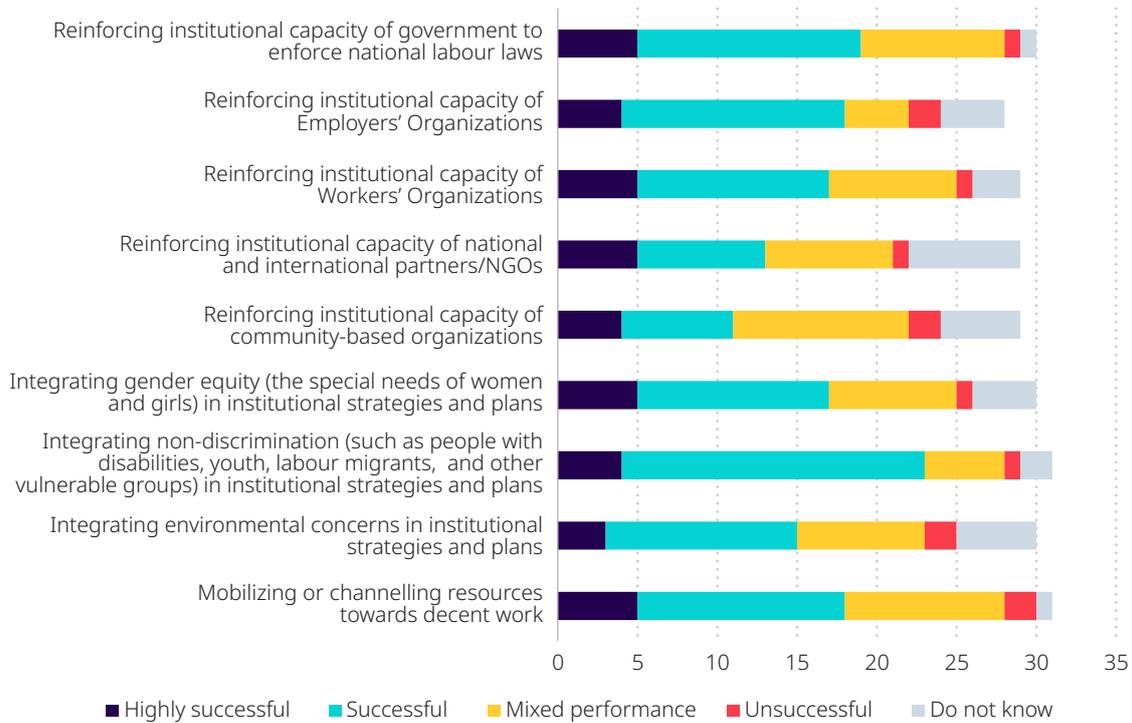


WHICH OF THE FOLLOWING FACTORS WERE THE MOST SIGNIFICANT CONSTRAINTS AFFECTING THE SUCCESS OF ILO TECHNICAL ASSISTANCE AND PROJECTS DURING THE PERIOD 2018-PRESENT? (CHOOSE UP TO THREE)

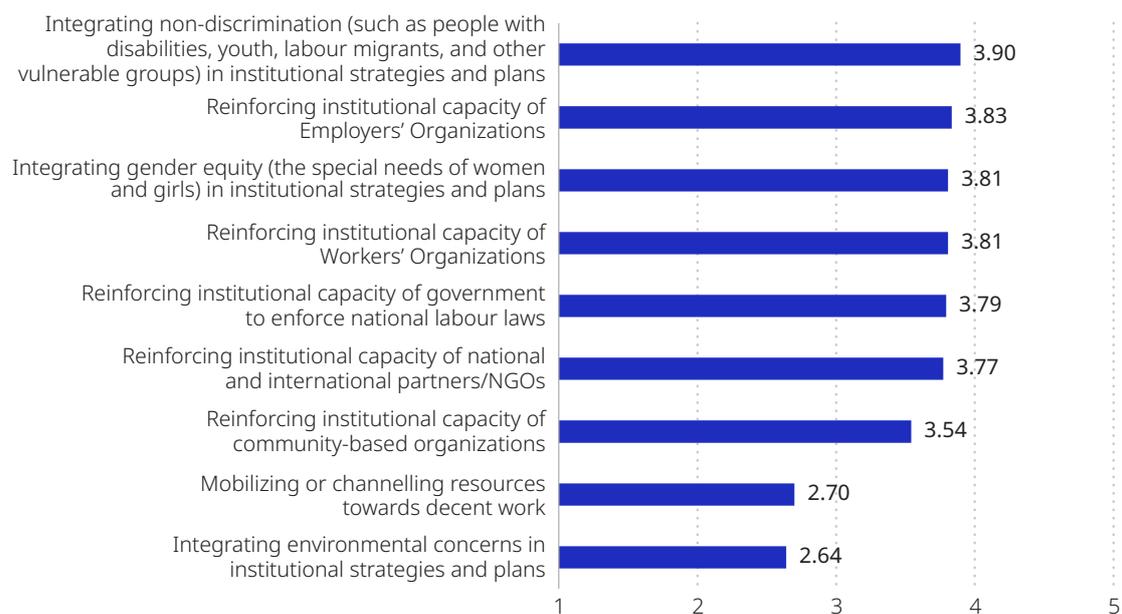


IMMEDIATE OUTCOMES OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

IN YOUR OPINION, HOW SUCCESSFUL WAS THE ILO IN BUILDING THE CAPACITY OF INSTITUTIONS OR ORGANIZATIONS ON THE FOLLOWING AREAS?

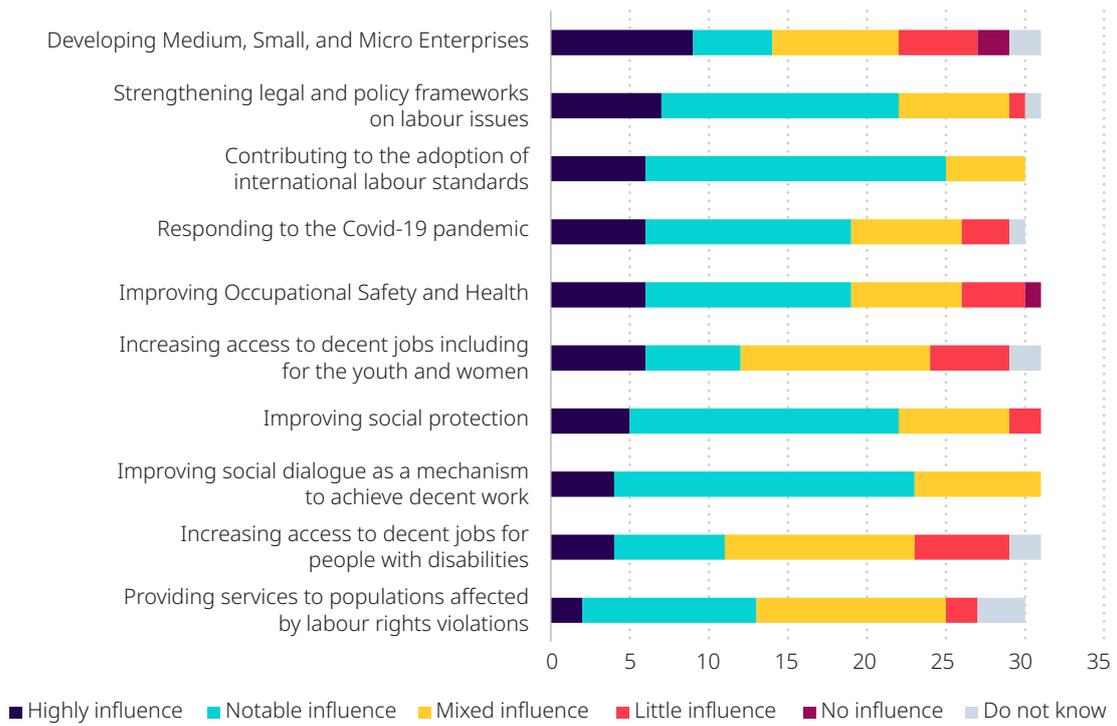


CONSTITUENTS' PERSPECTIVES ON THE IMMEDIATE OUTCOMES OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES

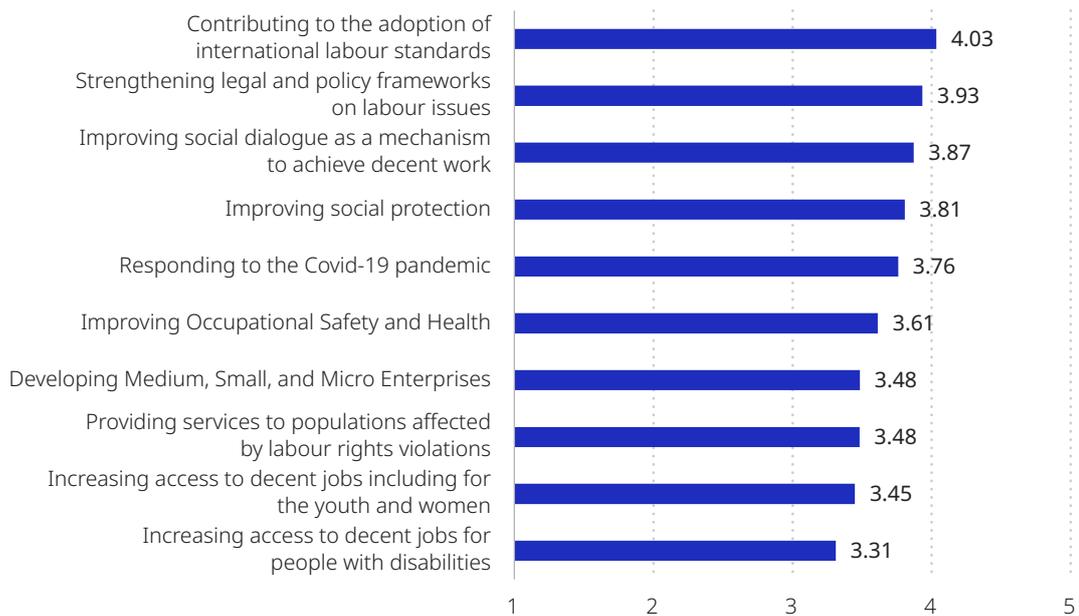


IMPACT OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

IN YOUR OPINION, WHAT SORT OF INFLUENCE HAD THE ILO'S DECENT WORK STRATEGIES ON THE FOLLOWING AREAS?



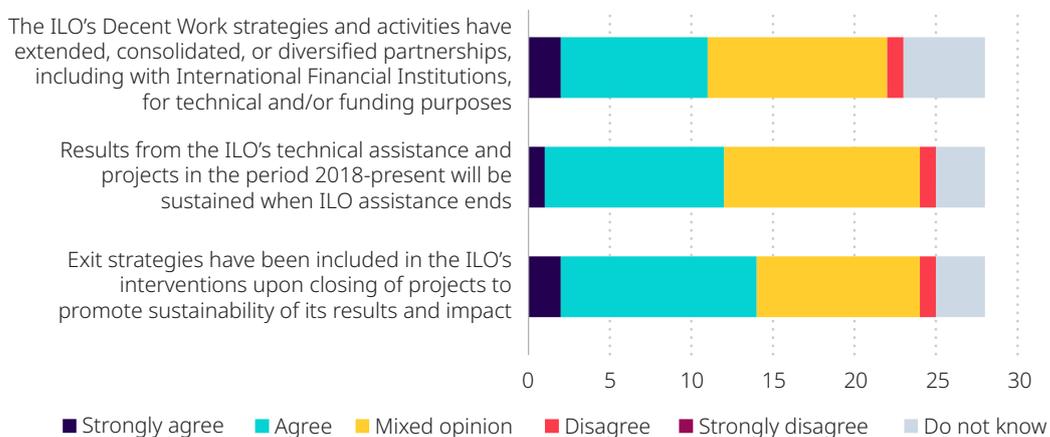
IN YOUR OPINION, WHAT SORT OF INFLUENCE HAD THE ILO'S DECENT WORK STRATEGIES ON THE FOLLOWING AREAS?



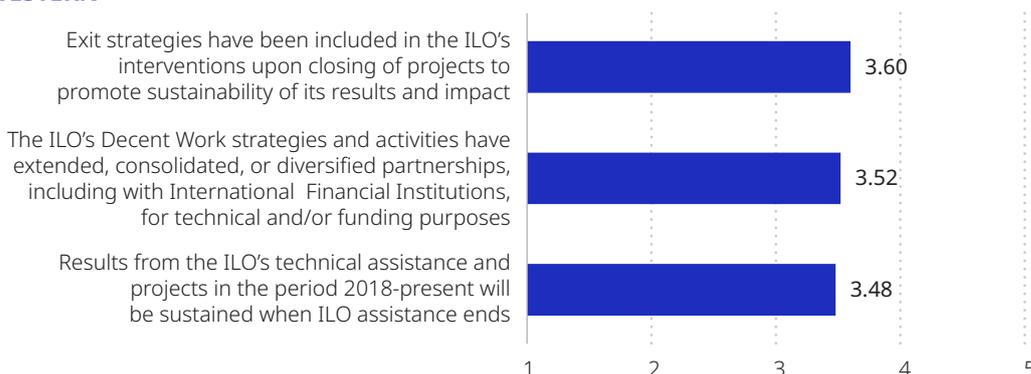
Do you have any comments regarding your assessment (examples of impact, explanations, shortcomings, etc.)?

- ▶ les stratégies de l'OIT bien qu'ayant une valeur importante dans la promotion du travail décent pour tous, peines à impacter toute la politique économique et sociale. Elles sont le seul apanage du seul ministère en charge du travail. D'où malgré sa pertinence ces stratégies ont un impact limité.
- ▶ More improvements on the implementation of the ILO activities
- ▶ No
- ▶ No
- ▶ No
- ▶ No comment
- ▶ No Comment
- ▶ No comment
- ▶ None
- ▶ None
- ▶ Ras
- ▶ Renforcer les capacités des parties prenantes en la matière, pour assurer la compréhension, et, la maîtrise des stratégies de l'OIT, pour le travail décent. Besoin de ressources humaines et financières complémentaires dans la Sous-Région.

SUSTAINABILITY OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



WESTERN



What positive and negative recommendations and lessons could be offered to make the results of ILO technical assistance and projects more likely to be sustained when ILO assistance ends?

- ▶ The issue of taking ownership is a very positive strategy towards sustainability of ILO assistance. However, the provision of assistance by the ILO should be done in a way that they are integrated and mainstreamed into the national programmes to ensure continuity, otherwise the prospect of continuity will be at minimal level.

- ▶ 1. ILO must work with the state to review Occupational safety and Health policies and laws. 2. ILO must partner with other institutions to build the technical capacity of the implementing and regulatory agencies. 3. ILO must get a firm commitment of government towards improving the working conditions of OSH regulatory institutions.

- ▶ A comprehensive roadmap should be developed outlining the responsibilities of all the social partners to enable them begin to take action before ILO assistance ends.

- ▶ Advocate more around political will.

- ▶ Cibler des secteurs et procéder à une transformation visible.

- ▶ Develop a comprehensive sustainability action plan for the various project. It should mandatory for all projects.

- ▶ Evaluation and information sharing

- ▶ Faire une évaluation de la mise en œuvre des stratégies dans nos Sous-Régions, pour déterminer le positif et le négatif, et corriger les difficultés qui pourraient constituer des obstacles au maintien des résultats de l'assistance technique, et des projets de L'OIT.

- ▶ Il est souhaitable que les interventions de l'OIT intègrent un volet suivi-évaluation et outils les bénéficiaires a se prendre en charge.

- ▶ Il faut absolument veiller à ce que la partie gouvernementale associe pleinement les employeurs et les travailleurs du début à la fin.

- ▶ Il faut un engagement fort du Gouvernement. Cet engagement ne doit pas être uniquement d'ordre politique mais également financier. C'est pourquoi, l'OIT doit s'assurer que les Gouvernements aient prévu dans leurs priorités de développement des lignes budgétaires permettant d'assurer la durabilité des projets. Dans le cas contraire, il est inutile de mettre en place lesdits projets.

- ▶ Liaise effectively with support organizations

- ▶ lobby to identify and bring on board local lead buyers to provide financial assistance when ILO exist

- ▶ Local capacity building of country partners to take the lead in post-project implementation in collaboration with stakeholders.

- ▶ Periodic follow ups of beneficiary institutions will ensure sustainability of results

- ▶ Que l'OIT trouve des moyen pour intéresser les volontaires, point faucaux formé pour la pérennisation des projets.

- ▶ Strong alumni foundation for regular review of results to ensure sustainability.

- ▶ The provision of financial and logistical support is keenly needed

- ▶ To be more consultative at the conception stages of programmes

Any final comments or recommendations for the ILO's Decent Work Country Programme strategies and activities in Western Africa going forward?

-
- ▶ Application of knowledge through technology demonstration.
-
- ▶ Ces stratégies doivent prendre en compte le rôle contributif des cadres de dialogue social notamment le forum de dialogue social de la CEDEAO et le Conseil de Travail et de Dialogue Social de l'UEMOA. A ce niveau aussi, il faut s'assurer que l'UEMOA et la CEDEAO consacre des ressources suffisantes à ces instances. En effet, si l'UEMOA fait quelques efforts à ce niveau, il n'en ait pas de même pour la CEDEAO qui peine à doter le Forum de dialogue Social d'un secrétariat et ce malgré les multiples recommandations des partenaires sociaux. Pour ces cadres communautaires, seules les questions économiques et fiscales ont de l'importance et non les questions sociales. D'où l'absence de lien ou de cohérence entre les politiques macroéconomiques conduites par ces institutions et les questions sociales
-
- ▶ Consolidation of gains and learning from challenges
-
- ▶ Develop more innovative strategies and solution and improve on the policies, laws and legal frameworks towards ensuring decent work. Capacity building, training and re-training of the ILO tripartite partners and institutional capacity to strengthening systems. Create a very good mechanism for awareness raising on the importance of decent work in work place to promote jobs and increase productivity.
-
- ▶ Il serait judicieux que gouvernement, employeurs et travailleurs soient associés à leur élaboration.
-
- ▶ Impliquer beaucoup plus les parties prenantes nationales dans la mise en œuvre effective des stratégies.
-
- ▶ Laudable initiative but must be all inclusive
-
- ▶ More assistance is needed in other sectors that that were not supported but have the potential for growth such as the construction and building industry
-
- ▶ More focus on agriculture and agribusinesses.
-
- ▶ more institutional collaborations, knowledge management and sharing
-
- ▶ No
-
- ▶ None
-
- ▶ Nous souhaitons que les prochains cycles de PPTD soient la résultante des propositions des partenaires sociaux fondés sur leurs réalités en lieu et place de la pratique actuelle qui consiste a sélectionner des axes des programmes gouvernementaux pour en faire la trame. De la sorte l'adhésion des partenaires sociaux sera plus forte et plus déterminante.
-
- ▶ Que L'OIT accentue encore ses actions sur les pays pour le travail décent soit une réalité pour tous.
-
- ▶ Strong support to organizations and SMEs that finds themselves on the program
-
- ▶ The Decent work project is well thought out and will be of great benefit to the country when fully implemented. ILO must get government legal and financial support towards the full implementation of the project
-
- ▶ The ILO has been quite successful in its activities and needs more resources, especially financial resources to meet its mandates.
-
- ▶ The need to continue with the technical assistance to be able to reach more and make more impact
-
- ▶ There should be room for improvement in the implementation of the strategies
-

ANNEX 6: STAFF SURVEY

INTRODUCTION

The survey was sent to the ILO staff in Western Africa and at HQ. The list of recipients was provided by the Regional Office for Africa (ROAF) and complemented by informants identified by the evaluation. The questionnaire was made available in English and French. The survey was anonymous and remained open for 2.5 weeks, from Monday 9 June to Wednesday 26 June 2024. In order to reduce the non-response rate, two reminder and individualized messages were sent to survey recipients. The survey was sent to 139 staff. After review, the evaluation retained 42 questionnaires. The overall response rate to the staff survey is slightly above 30%.

PROFILE OF RESPONDENTS

Geographic focus

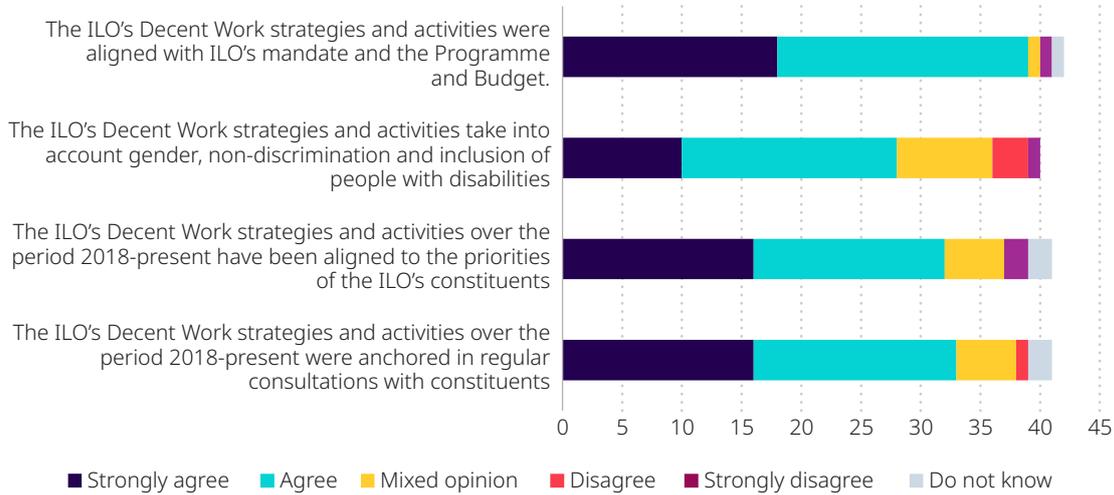
WHERE IS YOUR CURRENT POST LOCATED?	RESPONSES
Benin	2
Côte d'Ivoire	13
Geneva, HQ	2
Ghana	5
Niger	3
Nigeria	10
Sierra Leone	1
Togo	2
Other country in Africa	1
Other region	3
Total respondents	42

IN ILO YOU ARE A STAFF OF	RESPONSES
Country Office	28
DWT	3
HQ Department	2
Regional Office	3
Total respondents	36

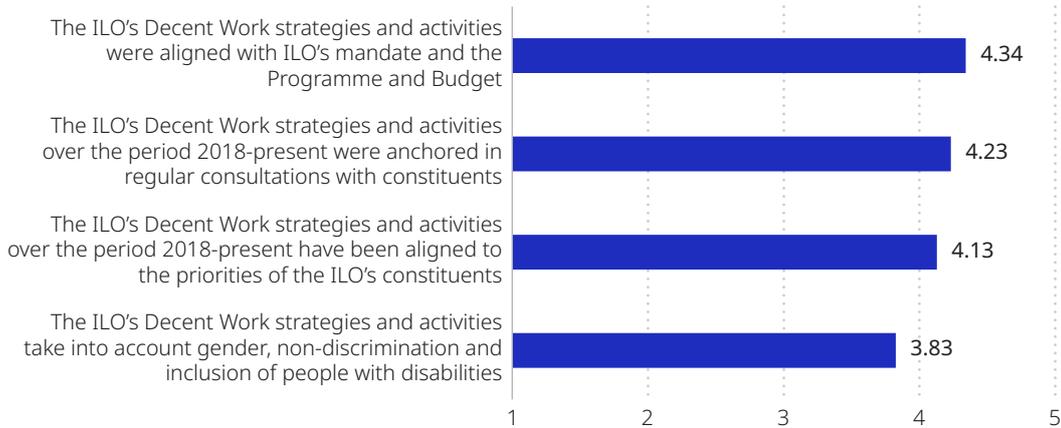
Gender of respondents

WHAT GENDER DO YOU IDENTIFY WITH?	RESPONSES
Female	10
Male	31
Other/Prefer not to say	1
Total respondents	42

RELEVANCE OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



WESTERN



Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

- ▶ Aucun commentaire
- ▶ Certains programmes de coopération technique dans leurs conceptions et leur mis en oeuvre n'impliquent pas les mandats et ne prennent en compte leurs priorités.
- ▶ chaque projet prend en compte une problématique spécifique propre à chaque environnement social
- ▶ Concernant le genre, les cadres de planification sont assez sensibles au genre, mais la mise en oeuvre est généralement «gender neutral». Le handicap est pratiquement ignoré.
- ▶ Constituents in Ghana's Fishing Industry
- ▶ Constituents were duly consulted and government of countries covered by ILO office were carried along in drafting Country Programmes
- ▶ Dans le cadre du projet Gouvernance, les acteurs et les services d'inspection du travail ont bénéficié de soutien, d'appui financier et technique (approches, outils de collecte...) pour mieux adresser les problématique du travail décent (PDFT, SST) dans l'économie informelle. Défaute de moyens financiers pour la poursuite des interventions de contrôle dans les secteurs d'activités autres que les secteurs ciblés dans le cadre du projet
- ▶ In some instances, enough consultation is not made with the constituents during the proposal development

- ▶ La mise en oeuvre de la phase pilote de la stratégie nationale intégrée de transition vers l'économie formelle ciblant les acteurs du secteur du vivrier marchand en cours est un exemple de réussite de mon point de vue l'inclusion des personnes en situation de handicap dans les stratégies et autres activités en matière d'emploi et de travail décent n'est pas suffisamment perceptible

- ▶ Les rapports des revues de PPTD ont toujours indiqué leur alignement avec les priorités nationales et celles de l'OIT. Les mandats sont au cœur de la conception et la mise en oeuvre des PPTD. Voir par exemple les conclusions de la revue finale du Programme par Pays du Travail Décent (PPTD) 2016-2018 du Mali

- ▶ L'intervention de l'OIT a permis de renforcer le dialogue social. De plus le code du travail a été révisé, l'assurance maladie universelle adoptée. Cependant les besoins des mandants sont énormes en matière d'accompagnement technique, mais les projets mis en oeuvre par le BIT au Togo sont très limités

- ▶ Na

- ▶ No

- ▶ No

- ▶ No comment.

- ▶ Non

- ▶ Partage interne au sein des mandants tripartites très limité. On a souvent l'impression, au niveau du Gouvernement, que ça reste une affaire du seul ministère du travail. Et au niveau des OE et des OST, l'implication se limite aux dirigeants et ceux qui participent aux travaux de la CIT. Peu de partage vers le reste des acteurs syndicaux.

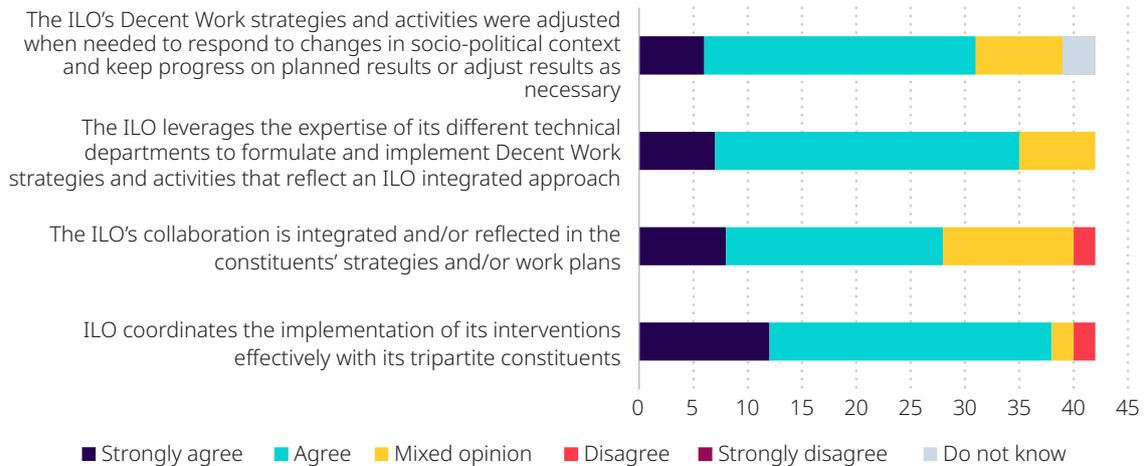
- ▶ RAS

- ▶ Score training program in Ghana moderated by MDPI

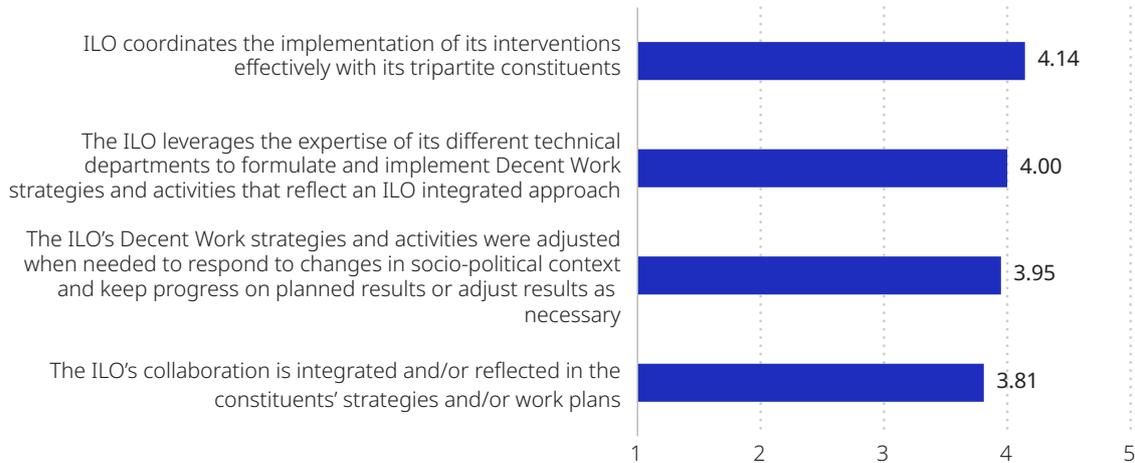
- ▶ The DWCP documents are derived from the country situation analysis on decent work and these assessment were carried out by the partners with support from the ILO. In addition, the results matrix are formulated by the tripartite partners, and additional stakeholders, at a workshop and these result matrix (Priorities, Outcomes, outputs etc) are agreed upon by the partners as what they want to focus on and achieve through the implementation of the DWCPs over a period of time

COHERENCE OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

WESTERN



COHERENCE OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WESTERN AFRICA



Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

- ▶ Consultants were well utilised but cannot say the same about technical experts

- ▶ Dans le contexte de la réponse au COVID-19, l'OIT a fait montre d'adaptabilité de ses projets et de ses méthodes d'intervention. Les questions de protection sociale et de santé et sécurité au travail sont devenues prioritaires dans les interventions de l'OIT suite au COVID-19

- ▶ Il n'y a pas véritablement de tradition ancrée d'élaboration de plans de travail par les mandants. On a souvent l'impression qu'ils interviennent au cas par cas, suivant les interventions du BIT, prétextant ne pas avoir de ressources budgétaires pour l'initiation et la mise en oeuvre d'activités continues et autonomes.

- ▶ Interventions menées à travers le Bureau pays dans les administrations du travail ne sont pas coordonnées, ce qui ne permet pas d'apprécier l'impact global en matière de promotion du travail décent par les différentes entités dans le domaine du travail

- ▶ La formulation des projets de coopération au développement devrait dans la mesure du possible se faire en co-création avec les mandants.

- ▶ Les stratégies déployées doivent tenir compte de la forte informalité des emplois et de l'économie en Côte d'Ivoire en général et en Afrique de l'Ouest en particulier

- ▶ No

- ▶ No comment

- ▶ No comments.

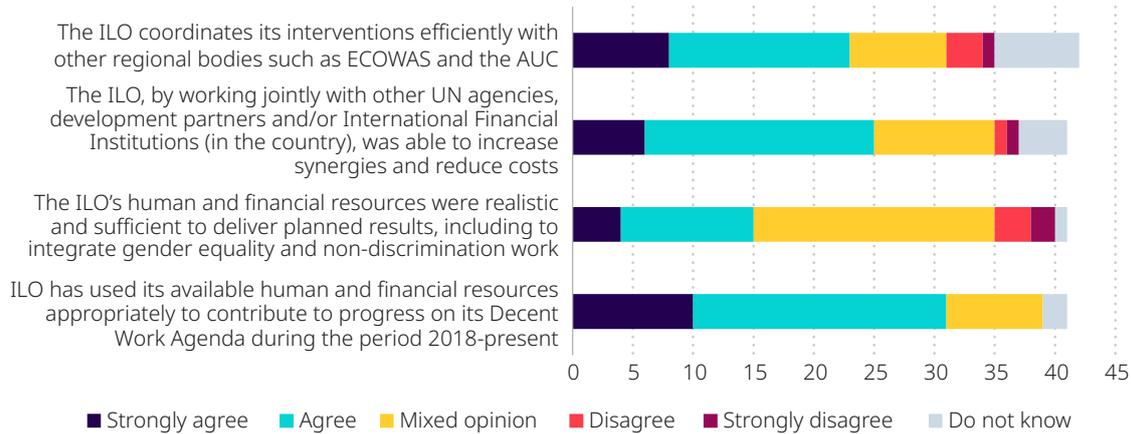
- ▶ NON

- ▶ RAS

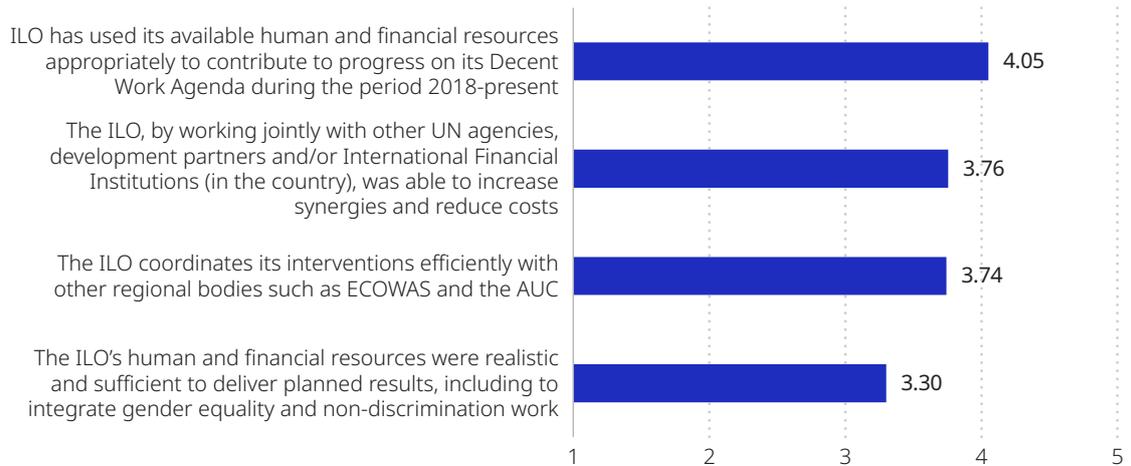
- ▶ Yes some adjustments were made to respond to the COVID pandemic

EFFICIENCY OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

EFFICIENCY OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



EFFICIENCY OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

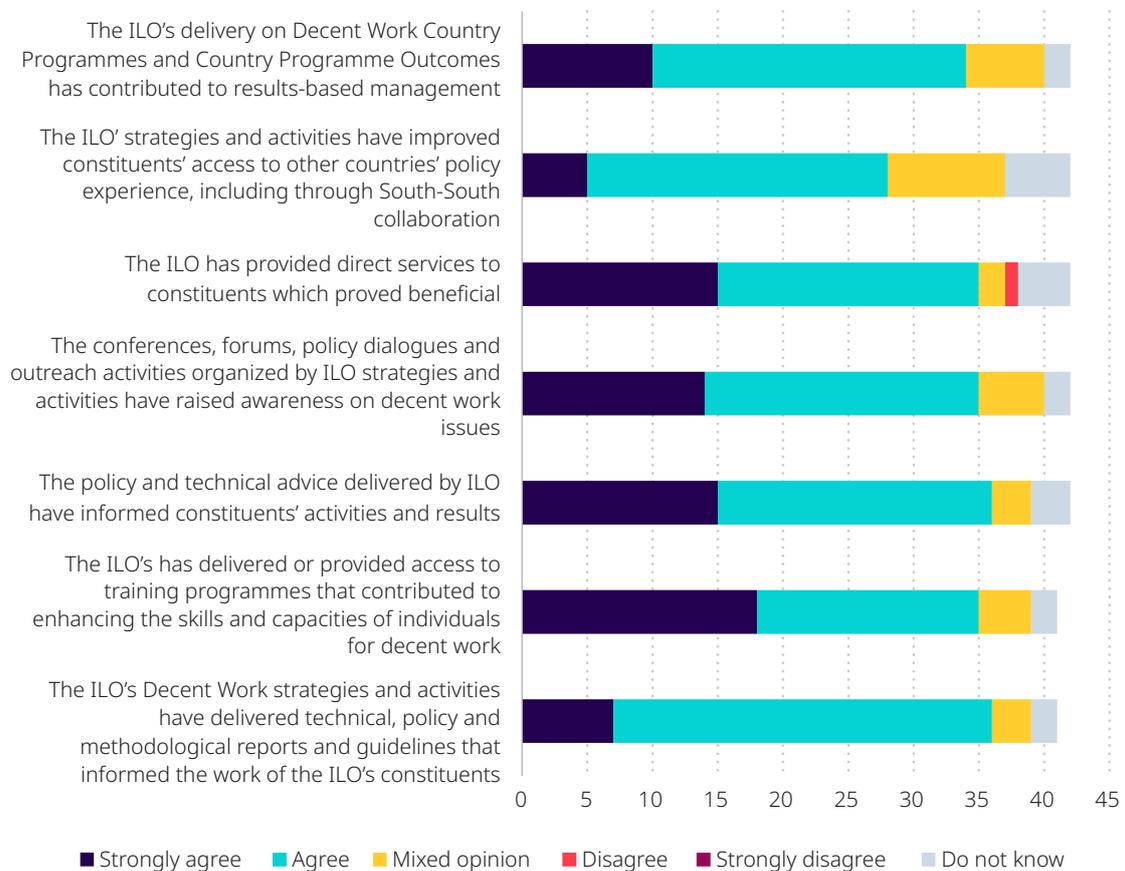


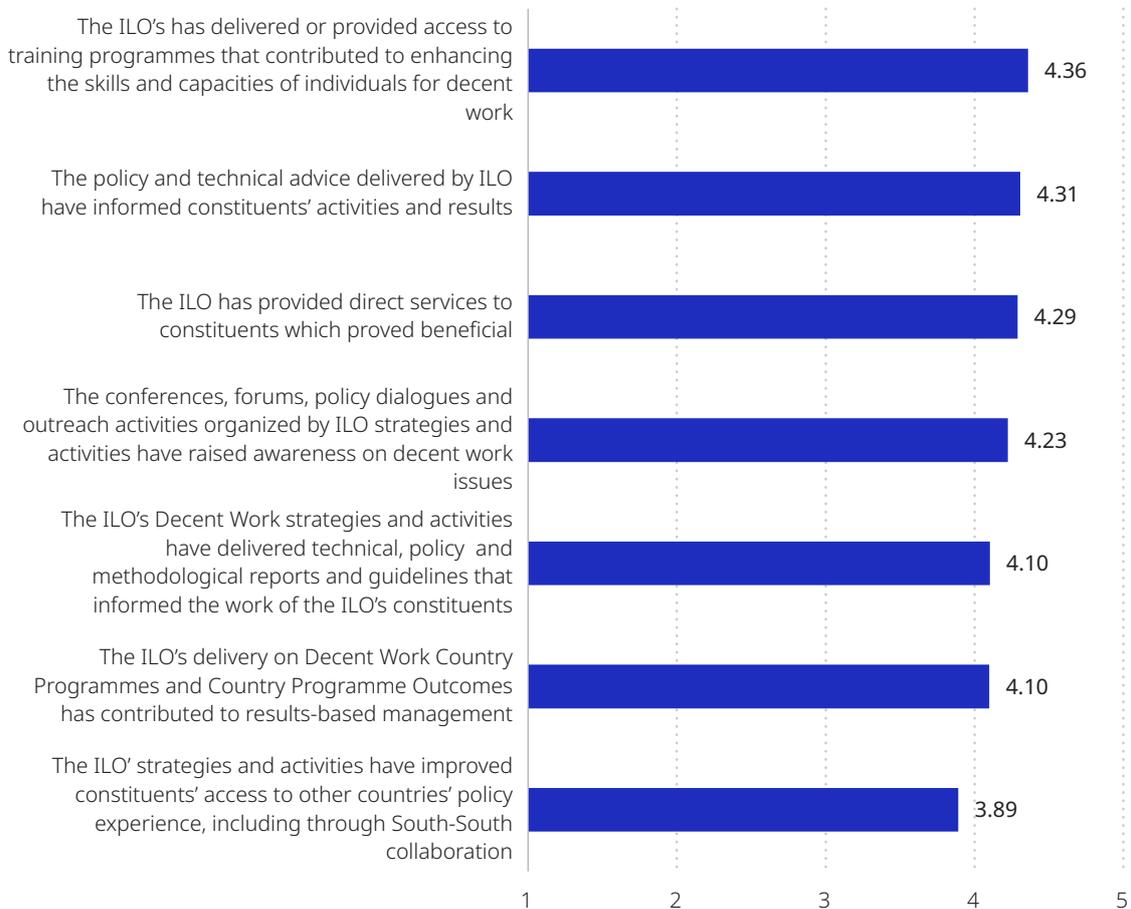
Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

- ▶ Après les expérimentations dans le cadre des projets, l'OIT ne prévoit pas d'appui financier pour la poursuite des dynamiques amorcées ; ce qui entrave leur mise en oeuvre effective .
- ▶ Communiquer suffisamment avec la partie nationale des informations sur les initiatives et financements bloqués par l'oit pour être au même niveau d'information si je considère que la question de discrimination n'a pas été suffisamment traitée je suppose que cela est dû à l'insuffisance des ressources financières
- ▶ Country Office Abuja works effectively with ECOWAS in implementing its programmes
- ▶ ECOWAS sees ILO as a funding and not technical partner. Once funds are received there is no effort from either side to seek and achieve synergy at operational and technical levels. ECOWAS member states implement activities within the framework of the DWP but with less involvement of social partners. ILO has no room to influence ECOWAS member states to ensure tripartism

- ▶ I dont think that ILO has made much progress in these areas especially around financial and human resources as most of the ILO country offices are multi-country office with just few d=staff covering a lot of countries therefore the hums resources are stretched to their limit and in some case, are not able to meet the demands of the partners in a timely manner. Same goes to financial resources, as ILO is not a donor organisation rather depends heavily on resources mobilised from development partners and hence for some countries, resources are always limited especially for mid-income countries. Working together with other UN agencies on decent work agenda has not worked very well, due to the competition between the different agencies
- ▶ Le défi du financement des interventions d'envergure du BIT susceptibles d'avoir un impact significatif, se pose avec accuité. Beaucoup d'attentes des mandants restent non satisfaites car tout semble reposer sur le financement des partenaires financiers qui malheureusement ne sont pas très nombreux sur les thématiques de l'OIT.
- ▶ L'effort est fait pour travailler avec toutes les agences et partenaires mais l'effectif du staff est très réduit (02 personnes: une assistante administrative et financière et un CNP
- ▶ No
- ▶ No comments.
- ▶ NON
- ▶ RAS
- ▶ Successful examples: the AU/ILO joint operational plan, support providing by ECOWAS for ratification of outstanding conventions.

EFFECTIVENESS OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA





Do you have any comments regarding your assessment (successful examples, explanations, shortcomings, etc.)?

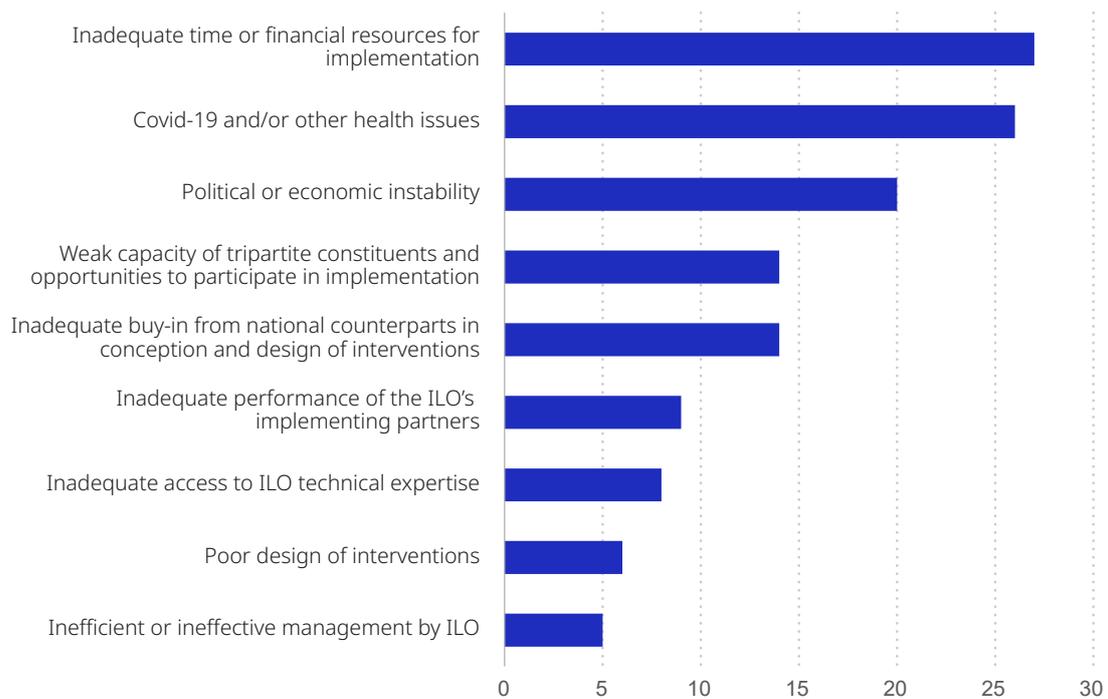
- ▶ En matière de promotion du travail décent ,notre pays à travers l'apui et l'assistance du BIT,a enregistré des avancées notables. nous sommes à la troisième édition de l'élaboration de PPTD.
- ▶ Le cout des formation est trop eleve et le nombre des boiurses insuffisants/trop de formation en ligne réduit selon moi leur efficacité / aleas techniques/barrières linguistiques certaines initiatives intéressantes comme par exemple la jobs facility qui devraient aboutir à une feuille de route budgétisée avec mobilisation de financement auprès de bailleurs n'ont jusqu'à ce jour pas connu de suite
- ▶ No
- ▶ No comments.
- ▶ NON
- ▶ On RBM I have mixed feelings since ILO focuses more on financial delivery and not on impact and sustainability of interventions
- ▶ RAS

INFLUENTIAL FACTORS

WHICH OF THE FOLLOWING FACTORS WERE MOST SIGNIFICANT TO THE SUCCESS OF ILO TECHNICAL ASSISTANCE AND PROJECTS DURING THE PERIOD 2018-PRESENT? ~ (CHOOSE UP TO THREE)

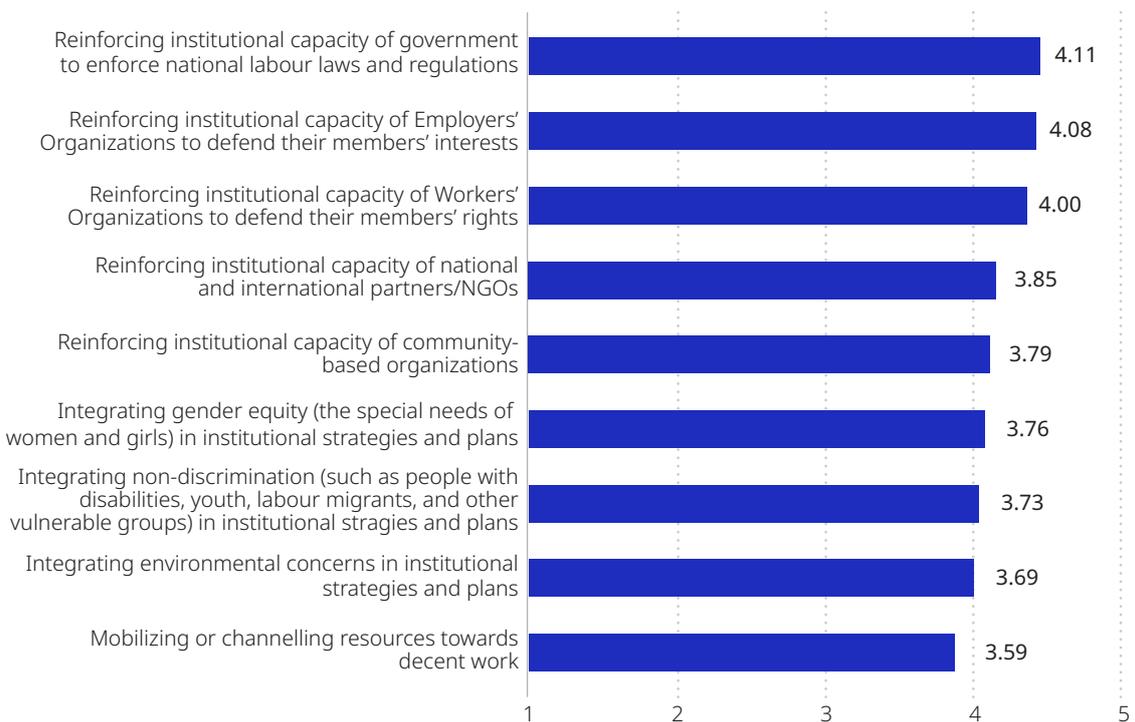
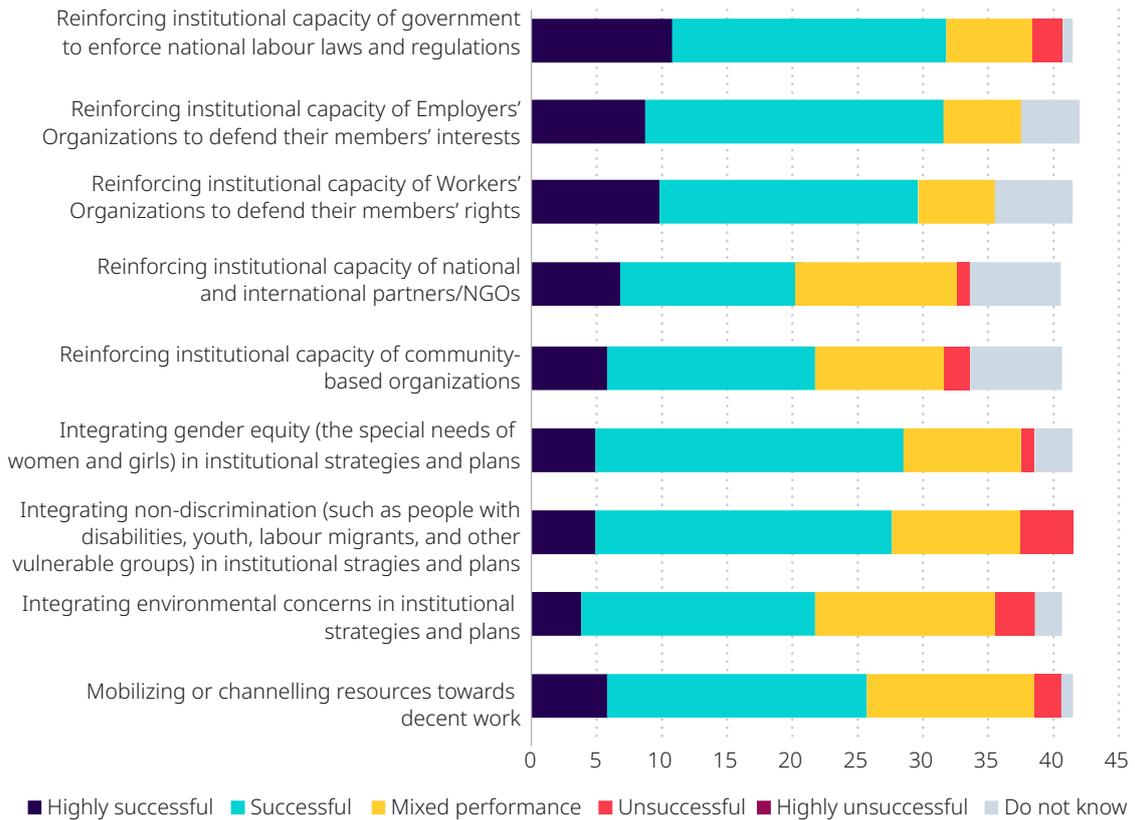


WHICH OF THE FOLLOWING FACTORS WERE THE MOST SIGNIFICANT CONSTRAINTS AFFECTING THE SUCCESS OF ILO TECHNICAL ASSISTANCE AND PROJECTS DURING THE PERIOD 2018-PRESENT? (CHOOSE UP TO THREE)



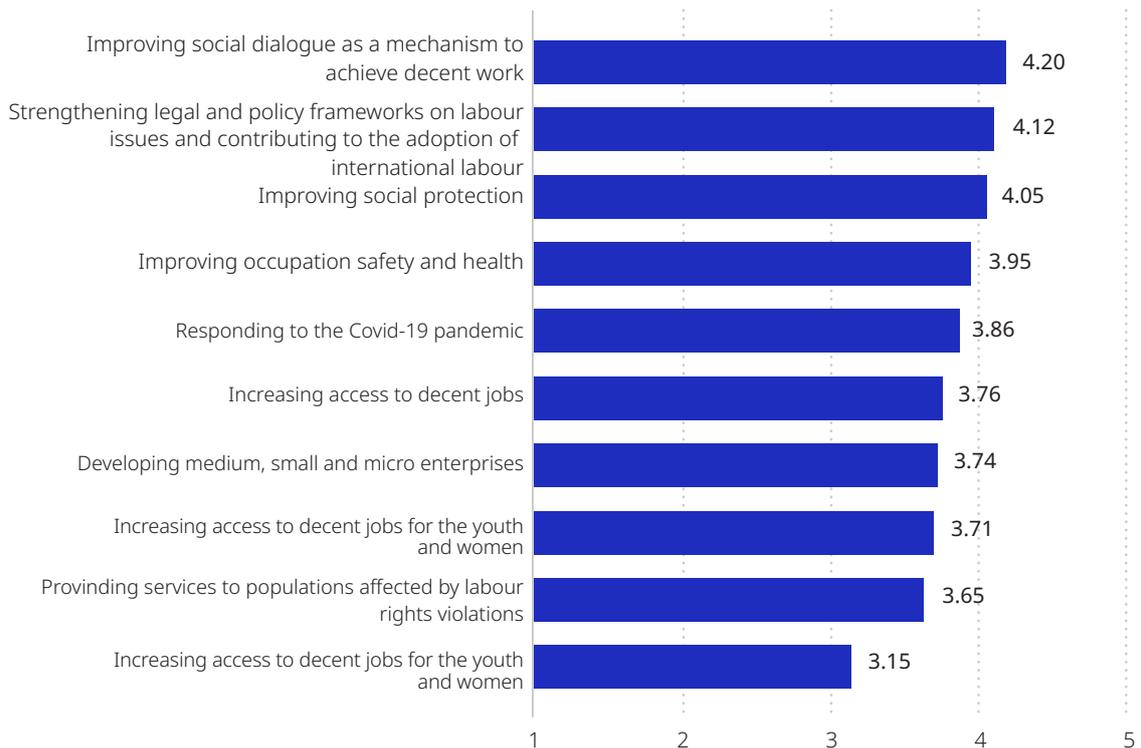
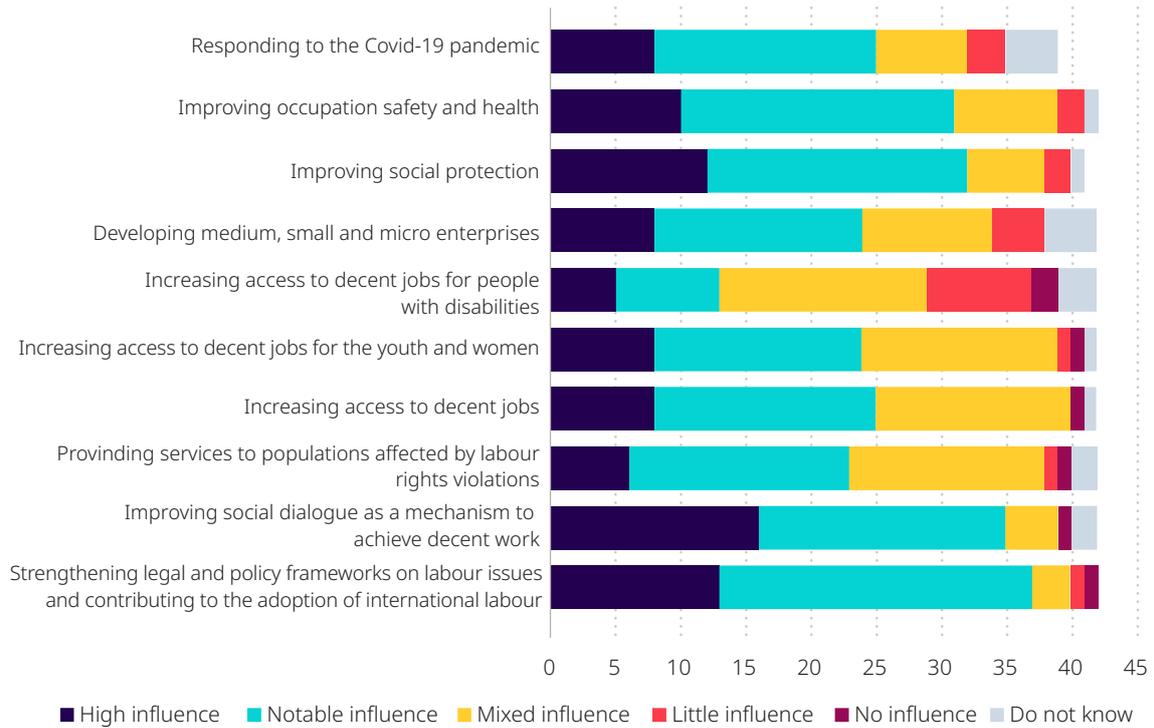
IMMEDIATE OUTCOMES OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

IN YOUR OPINION, HOW SUCCESSFUL WAS THE ILO IN BUILDING THE CAPACITY OF INSTITUTIONS OR ORGANIZATIONS ON THE FOLLOWING AREAS?



IMPACT OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA

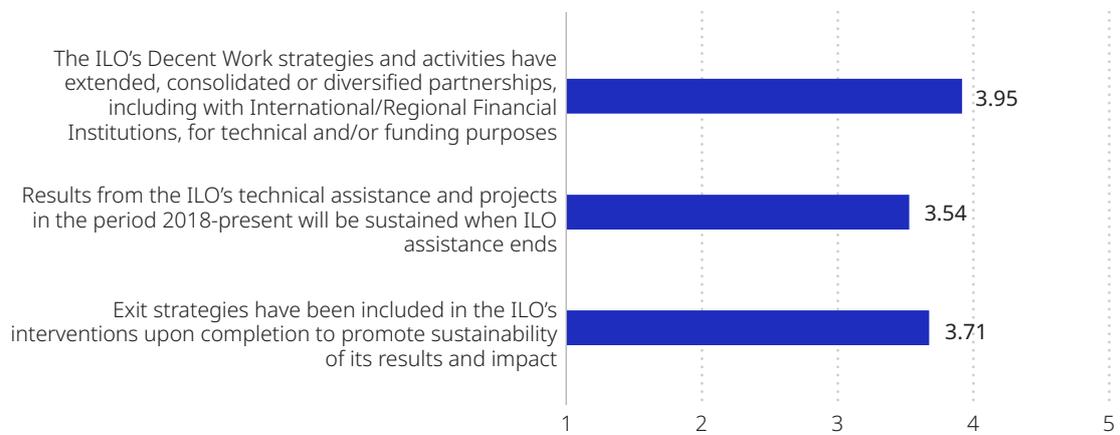
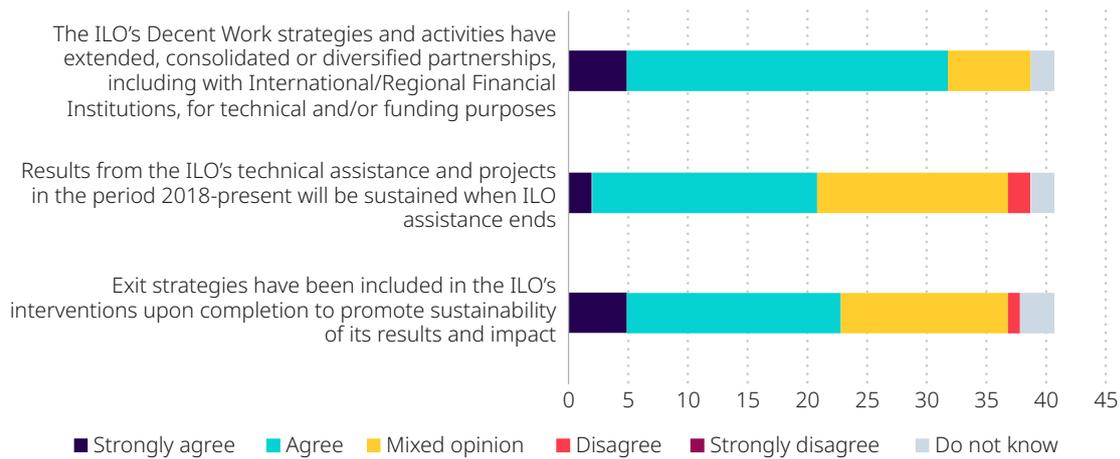
IN YOUR OPINION, WHAT SORT OF INFLUENCE HAD THE ILO'S DECENT WORK STRATEGIES ON THE FOLLOWING AREAS?



Do you have any comments regarding your assessment (examples of impact, explanations, shortcomings, etc.)?

- ▶ More Medium, Small and Micro Enterprises were adequately and empowered during the covid-19 pandemic through DC projects by ILO CO-Abuja
- ▶ No
- ▶ No comments.
- ▶ Pas de commentaires
- ▶ RAS
- ▶ There mixed feelings for me as there are different experiences based on the countries involved. For instance, the ILO has supported workers organisations in Nigeria and Ghana to improve on its organisational capacity to provide better services to their members but same cannot be said of Liberia or Sierra Leone. This is same with Employers' organisations.

SUSTAINABILITY OF THE ILO'S DWCP STRATEGIES AND ACTIVITIES IN WEST AFRICA



What positive and negative recommendations and lessons could be offered to make the results of ILO technical assistance and projects more likely to be sustained when ILO assistance ends?

-
- ▶ Accorder plus d'attention au suivi évaluation
-
- ▶ - Pour tous les projets, définir la stratégie de retrait et de durabilité des projets avec l'implication de toutes les parties prenantes.
-
- ▶ Ensuring sustained financial support of projects initiated by ILO
-
- ▶ Forte implication de la partie nationale dans la conception et la mise en oeuvre.
-
- ▶ Forte implication de toutes les parties prenantes dans le choix, du type de projet et son initialization et sa mise en oeuvre.
-
- ▶ Improved ownership of the projects/ILO's interventions and including implementation by the partners
-
- ▶ Institutional strengthening should be the cornerstone of every project
-
- ▶ Intégrer la stratégie de sortie dans la conception du projet -Chaque projet devrait avoir une dimension partenariat et mobilisation des ressources
-
- ▶ Involvement of more technical experts should be encouraged, also involvement of more NGOs and CBOs
-
- ▶ Je pense qu'il faut estimer raisonnablement la période de mise en oeuvre des projets de sorte que les changements soient durables. En effet, si la durée de l'assistance technique n'est pas appropriée ou est courte, cela peut affecter la capacité d'absorption des partenaires nationaux et communautaires.
-
- ▶ La collaboration avec d'autres partenaires techniques et financiers offre de très bonnes perspectives de durabilité et de lisibilité des actions.
-
- ▶ Les mandants sont au coeur de la conception et la mise en oeuvre des PPTD, la stratégie devrait inclure une évaluation de l'impact des PPTD au moins 2 années après leur cloture pour voir les changements réels induits. Cela devrait impliquer la réservation de fonds ou la mise en place d'un mécanisme de financement par les gouvernements en question pour réaliser l'évaluation d'impact.
-
- ▶ Les parties prenantes sont dans l'immédiateté des incidences des projets et ne se projettent pas. Il faut donc mettre un point d'honneur à la sensibilisation et au renforcement des capacités afin qu'ils soient conscients de l'intérêt à moyen et long terme des projets pour les porter au départ de l'ÔIT
-
- ▶ Lorsque les activités d'un projet DC s'arrêtent, les actions ne sont plus pérennisées, créer un mécanisme de concertation permanent avec les Mandants (Gouvernement) pour une programmation de ressources financières suffisantes dans le budget national pour pérenniser les actions réussies des projets.
-
- ▶ No comment
-
- ▶ Organiser des programmes d'évaluation afin de mesurer l'impact de nos interventions auprès des mandants.
-
- ▶ Planification de l'action incluant une durabilité et une mobilisation de ressources auprès d'autres partenaires mobilisation accrue d'autres partenaires autour des initiatives clarification des responsabilités des différents acteurs mobilisés
-
- ▶ Plus grande appropriation des mandants, y compris à travers la mobilisation des ressources locales. Favoriser davantage la coopération sus-sud, y compris à travers la promotion des échanges des expertises nationales.
-

- ▶ Positive recommendation - continue due to good positive impact, but negative recommendation, expand the scale of project in next projects

- ▶ RAS

- ▶ Renforcer d'avantage les capacités institutionnelles en utilisant l'expertise des mandants formés

- ▶ Responsabiliser les communautés bénéficiaires de l'assistance à prendre le relai après fin de financement Renforcer plus les capacités des organisations locales sur le retrait des projets et programmes

- ▶ Right from the project / programme initiation stage, attempts should be made to identify means of sustainability at the end of the project or programme.

- ▶ Sustainability plan should be a recurrent feature in the M&E, feedback and reports by all stakeholders

- ▶ The constituents, social partners and implementing partners should be trained to take ownership of projects from the beginning for sustainability.

- ▶ une appropriation véritable des projets par les reponsables des structures étatiques. Il ne faut pas qu'ils perçoivent les projets comme une charge de travail supplémentaire mais comme une continuité de leur intervention.

- ▶ Une programmation des activités sur 4 ans au lieu de 2

Any final comments or recommendations for the ILO's Decent Work Country Programme strategies and activities in Western Africa going forward?

- ▶ 1-Coplanifier les interventions avec les partenaires ou mandants qui pourraient jouer un rôle dans la durabilité après le retrait de l'OIT; 2-Donner une période longue à la phase d'inception du projet afin de faire les réajustements necessaires avec les partenaires nationaux.

- ▶ A quoi servent les spécialistes de l'OIT si les consultants nationaux, internationaux et/ou des cabinets de consultations sont recrutés pour faire le travail. l'OIT doit revoir urgemment cette question dions cette préoccupation. Je recommande à l'OIT de recadrer les CTP et CNP des projets pour mettre fin à la mise à la touche des spécialiste de DWT

- ▶ Actroi de plus de bourses pour des formation residentielles inclusion de la thematique handicap de facon plus visible mobilisation de plus de ressouces financieres pour donner plus de visibilite aux actions de l'oit

- ▶ Comment faire pour que les besoins soient identifiés par les parties prenantes afin d'être plus engagées dans les projets exécutés sur les différents territoires? Cela va nécessiter d'avoir des partenaires sociaux et des gouvernements qui aient des politiques construites à moyen et long terme. Nous devons les aider à les concevoir et identifier ensemble les projets qui aideraient à mettre en oeuvre ces politiques

- ▶ Il faut accroitre les financements directs pour les PPTD

- ▶ Il faut que l'OIT accorde la place qui lui revient dans le tripartisme aux organisations syndicales et que l'OIT écoute les travailleurs et non pas seulement les gouvernements. Il est aussi important que l'OIT ait une voix claire et nette en ce qui concerne l'application des Normes internationales du travail.

- ▶ La prise en compte de la dimension sécuriatire et politique, dans le contexte de la crise du sahel, devrait amener le BIT à repenser sa stratégie d'intervention.

- ▶ Mobiliser des ressources suffisantes pour la mise en oeuvre effective des actions Renforcer la présence de l'OIT dans les pays

- ▶ No comments.

- ▶ Non

- ▶ None

-
- ▶ Organiser une réunion régionale des partenaires techniques et financiers pour le financement des initiatives de promotion du travail décent. Il y a beaucoup d'espace pour créer des synergies mais on ne les explore pas suffisamment. Au cours d'une telle activité, des exemples concrets pourront être donnés.
-
- ▶ Pas de commentaire particulier à part accentuer la présence de l'OIT à travers l'assistance technique afin d'accompagner nos mandants à l'attente des ODD.
-
- ▶ Plaidoyer plus efficace vers les ministères de l'économie et des finances et des autres agences des NU, destiné à rendre plus visible le lien entre travail décent et lutte contre la vulnérabilité. Cela me paraît essentiel pour garantir leur soutien.
-
- ▶ Privilégier une large consultation et s'aligner sur les réelles priorités nationales. Recruter et conserver les spécialistes
-
- ▶ Renforcer la compréhension des administrations du travail, autres autorités compétentes dans le domaine du travail et les partenaires sociaux sur leurs rôles dans la promotion du travail décent
-
- ▶ Successful interventions with good outcomes
-
- ▶ The concept of the DCWP is very good, having the ownership of the document and implementation has to be redefined and the partners held accountable at the highest level since the document is owned by them. Having the right and sufficient capacities at the country level will improve the support provided to partners in a timely manner.
-
- ▶ The Country Decent Work Programme should be encouraged to prioritise host country economic and development plan and priorities
-
- ▶ There is a need to get governments to be more committed (politically) to providing an enabling environment for more decent work to be created.
-

▶ ANNEX 7: TERMS OF REFERENCE

High-level Evaluation of the ILO's Decent Work Country Programme Strategies and Activities in Western Africa, with emphasis on Cote d'Ivoire, Ghana, Nigeria and the Regional Economic Community of West African States (ECOWAS) (2018 – 2023)

INTRODUCTION

High-level DWCP evaluations in the ILO

High-level Evaluations (HLE) at the ILO are governance level evaluations that aim to generate insights into organizational level performance within the context of the results-based management system. The high-level evaluations in the ILO refer to evaluation of policy outcomes, institutional issues as well as selected Decent Work Country Programmes (DWCP). Findings from HLEs contribute to decision-making on policies and strategies, and accountability. Senior management and the Governing Body (GB) are involved in identifying priorities for HLEs, determining the timing, and intended uses of each evaluation. The ILO Evaluation Office (EVAL), as an office with structural independence, is the custodian of the independence and transparency of the evaluation process. EVAL conducts a minimum of three high-level evaluations every year, based on a 3-year rolling work plan of upcoming evaluations, endorsed by the GB.

Decent Work Country Programmes (DWCPs) have been established as the main vehicle for delivery of ILO support to countries in 1999 following the ILO Declaration of Fundamental Principles and Rights at Work in 1998. In 2000 the ILO introduced the first DWCP pilot programme. Since then it has become the most important element of ILO-led efforts to implement the Decent Work Agenda. The DWCPs have two basic objectives: i) to promote decent work as a key component of national development strategies; and ii) to organize ILO knowledge, instruments, advocacy, and cooperation at the service of tripartite constituents in a results-based framework. The DWCPs constitute the main implementation strategy for the operationalization of the ILO's decent work agenda in close coordination and collaboration with national tripartite constituents. It provides a blueprint to implement an integrated country programme that is relevant to national tripartite priorities with specific outcomes that link upward to the ILO strategic programme framework and aligned to the UNSDCF. The DWCP is the product of a tripartite participatory process that ensures relevance with the national decent work agenda and coherence with four inseparable, interrelated and mutually supportive strategic objectives of employment, social protection, social dialogue and tripartism, and fundamental principles and rights at work. The strategic objectives are complemented by policy outcomes and cross-cutting policy drivers relevant to each policy outcome. These cross-cutting policy drivers include international labour standards, social dialogue, gender equality and non-discrimination and a just transition to environmental sustainability.

The overarching objective of DWCP high-level evaluations is to assess whether ILO strategies and actions have effectively supported national constituents' priorities and efforts to fill decent work gaps.

Rationale for selecting the Western Africa sub-region⁵⁵

In 2023, the Governing Body approved an HLE on the ILO's strategies and actions to promote decent work in Africa, to be conducted in 2024. Considering the biennial planning approach of ILO, the evaluation will consider the last three biennia 2018-19, 2020-21 and 2022-2023.

HLEs in Africa in the past decade have covered the Eastern, Northern and Southern sub-regions:

- ▶ The [Independent high-level evaluation of the ILO's programme of work in four selected member countries of the Southern African Development Community \(SADC\) \(Lesotho, Madagascar, South Africa and the United Republic of Tanzania\) 2014–18](#) between 2014 and 2018 was conducted in 2019 and included two countries of Eastern Africa (Madagascar and Tanzania) and two of Southern Africa (Lesotho and South Africa).
- ▶ The [Independent evaluation of the ILO's Decent Work Country Programme Strategies and Activities in North Africa 2010-2013](#) was conducted in 2013 and covered 8 countries in Northern Africa (Algeria, Egypt, Eritrea, Libya, Morocco, South Sudan, Sudan and Tunisia).

In consultation with ROAF, EVAL has selected the Western Africa sub-region as the focus of the current DWCP HLE⁵⁶. The Western sub-region refers to the ILO administrative division that covers 9 countries: Benin, Burkina Faso, Cote d'Ivoire, Ghana, Liberia, Niger, Nigeria, Sierra Leone and Togo.

The selection of this sub-region was based on the following criteria, with the idea of covering a sub-region that was not evaluated in the last 10 years:

a. **Programmatic criteria:**

- ▶ Key P&B Outcomes targeted (through the review of financial and programmatic data available).
- ▶ Significance of the work on priority themes in the three P&B periods of evaluation.
- ▶ Relevance of the evaluation for learning for ROAF in terms of moving forward.
- ▶ Presence of DWCP in countries.
- ▶ ILO support to a Regional Economic Community

b. **Financial criteria:**

- ▶ Number of DC projects and funding allocated, considering that a significant share of the ILO's budget for activities in countries comes from DC projects.

An overview of the number of DC projects, budget and presence of a DWCP by sub-region shows that the Eastern, Northern and Southern Africa sub-regions are those with the highest figures in terms of number of projects and budget allocated versus the Sahel, Western Africa and Central Africa. In terms of DWCPs, all but the Northern sub-region have a significant number of countries with a DWCP. When considering the sub-regions that were not evaluated in the past decade, the table shows that the highest number of DC projects has been in Western Africa, although budget allocation is higher for the Sahel.

⁵⁵ ILO administratively organizes the Africa region in 6 subregions. Western Africa subregion covers 9 countries: Benin, Burkina Faso, Cote d'Ivoire, Ghana, Liberia, Niger, Nigeria, Sierra Leone and Togo.

⁵⁶ Other subregions considered were Central Africa and the Sahel.

TABLE 1. CONSOLIDATED DATA ON PROJECTS AND DWCPs PER SUB-REGION IN AFRICA (2018-OCTOBER 2023)

SUB-REGION	NUMBER OF DC PROJECTS	DC PROJECTS BUDGET US\$ Million	NUMBER OF COUNTRIES WITH ILO PROJECTS	NUMBER OF COUNTRIES WITH A DWCP DURING THE HLE TIMEFRAME	COVERED BY PREVIOUS HLE?
Central Africa	69	40.2	11	9	Yes
Eastern Africa	164	173.6	10	6	Yes
Northern Africa	124	144.0	7	2	Yes
Sahel	87	59.1	7	6	No
Southern Africa	147	95.1	9	7	No
Western Africa	107	46.8	9	6	No
Africa regional ⁵⁷	39	62.6	N/A	N/A	

Source: ILO DC Dashboard (information retrieved in November 2023)

In the period 2018-2023, ILO allocated US\$ 46.8 million in DC projects, through 107 DC projects in Western Africa. Moreover, 6 out of 9 countries of the sub-region had a DWCP during the timeframe targeted by the HLE. All the countries in the sub-region are members of the Regional Economic Community of West African States (ECOWAS), which also has a sub-regional Decent Work Programme (DWP). The sub-region receives technical support from the DW Team based in Dakar, Abidjan, and Abuja.

This HLE will analyse the work in the sub-region, with a focus on a cluster of three countries of the Western-African sub-region, as well as ECOWAS. Further details on the selection of the three countries are provided in section 3.

BACKGROUND ON ILO'S WORK IN AFRICA AND IN THE WESTERN AFRICAN SUB-REGION

ILO's work in Africa

ILO's work in Africa is framed under two major institutional policy frameworks at global and regional levels. At the global level, this includes ILO and UN policy documents such as the [ILO Centenary Declaration for the Future of Work](#), the [Global call to action for a human-centred recovery from the COVID-19 crisis that is inclusive sustainable and resilient](#), and [the 2030 Agenda for Sustainable Development](#). At the African, regional level, these include policy documents addressing African constituents' demands such as the Declarations that were produced at the 13th and 14th African Regional Meetings (2015 Addis Ababa and 2019 Abidjan)⁵⁸, [2014 AUC's Ouagadougou + 10 Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa](#) as well as the [African Union \(AU\)'s Agenda 2063: The Africa We Want](#).

Through the whole period covered by the evaluation, ILO has worked in close collaboration with the African Union (AU), the various Regional Economic Communities (REC) and the African Development Bank (AfDB) towards expanding the regional programmes, in addition to bilateral partners and the UN.

⁵⁷ Projects that cover more than one country/subregion.

⁵⁸ See Conclusions of the 13th African Regional Meeting: Addis Ababa Declaration: Transforming Africa through Decent Work for Sustainable Development and Reports of the 14th African Regional Meeting: Abidjan Declaration

ILO Decent Work Programmes (DWP) exist at the level of the Regional Economic Communities (RECs) such as, the Western Africa Economic Community (ECOWAS) the Southern African Development Community (SADC) and the Inter-Governmental Authority on Development (IGAD). At country level, DWCPs also reflect strategic priorities, and play a key role in building an institutional framework agreed upon by ILO constituents to guide the work towards advancing the decent work agenda. In addition, the GB-endorsed Programme and Budgets (P&B) provide strategic guidance and resource allocations to deliver on the policy frameworks on a biennial basis.

The ILO operates across the entire African continent, tailoring its focus in each country based on the country's specific demands and the available technical and financial resources. Additionally, the Office supports regional and sub-regional bodies promoting integration among countries.

ILO's work is implemented through a combination of technical activities under regular budget and DC projects funding that together work towards achieving the Country and Regional Programme Outcomes agreed under the ILO biannual P&B framework and the DWCPs agreed upon with the constituents in each country and aligned with the UNSDCF. These programme outcomes focus on decent work areas including employment, enterprises, gender equality and non-discrimination, international labour standards, social protection, social dialogue, and strengthening of employers' and workers organizations, among others.

Between 2018-October 2023, 737 projects were implemented, or are currently being conducted by ILO in Africa. The budget allocation of DC projects (XBDC) can act like a proxy indicator to identify the intensity of ILO's activities and results by sub-region. Regarding the current biennium (2022-23), the total non-regular staff budget for Africa is US\$ 300.8 million with 94% of the budget funded by XBDC, 4% RBTC and 2% by RBSA⁵⁹.

During the biennium 2018-2019 the thematic priorities of ILO work in Africa have been: (1) coherent and integrated employment creation that targets youth, women, rural and informal economy workers and promotes entrepreneurship and enterprise development; (2) enhanced social protection; and (3) effective labour migration governance for a fair migration and (4) crosscutting these priorities, ILO worked in better integration of DWCP into national development plans and enhanced collaboration between constituents and ministries responsible for finance and development planning⁶⁰,

During the biennium 2020-21 the thematic priorities have been : (1) creating productive and decent employment for young women and men through the promotion of an enabling environment for entrepreneurship and sustainable enterprises, in particular micro, small and medium-sized enterprises, while harnessing the potential of technological progress and productivity growth in the context of economic, social and environmental transformations; (2) promoting skills, competencies and qualifications for all workers throughout their working lives, including addressing existing and anticipated skills gaps, paying particular attention to ensuring that education and training systems are responsive to labour market needs, and supporting efforts to promote the transition from the informal to the formal economy, with due attention to rural areas; (3) developing and enhancing social protection systems that are adequate, sustainable and adapted to developments in the world of work, and strengthening labour market institutions, particularly labour administration and inspection; and (4) deepening and scaling up action on labour migration, in order to improve the lives of female and male migrant workers and their families living in Africa, and on eradicating forced labour and child labour⁶¹.

During the biennium 2022-23 the thematic priorities have been (1) extending social protection coverage and fostering labour protection and occupational safety and health; (2) promoting an enabling environment for sustainable and productive enterprises, in particular micro, small and medium-sized enterprises and new start-ups in emerging green sectors, and facilitating transitions to the formal economy; (3) supporting the creation of decent jobs, with a focus on women, youth and informal and rural economies through: targeted skills development and lifelong learning;

59 [OBW website for Africa](#)

60 [ILO Programme and Budget for 2018–19.](#)

61 [ILO Programme and Budget for 2020–21.](#)

pro-employment and formalization policies; development of the digital economy; and enhanced public and private employment-intensive investments; (4) strengthening social dialogue with enhanced capacity of the tripartite constituents and labour market institutions for an inclusive and resilient recovery as well as for improved working conditions; and (5) intensifying promotional activities related to international labour standards on gender equality, labour migration, forced labour and child labour⁶².

Summarizing, there are broader themes that are present in the three biennia of analysis: (1) decent work with special focus on women, youth, the informal sector, and micro, small and medium-sized enterprises including the productivity dimension and skills for all, (2) social protection, and (3) fair labour migration.

Other themes have been added by biennium. In the biennium 2020-21 labour market institutions, with consideration for labour administration and inspection has been included as a priority. In the biennium 2022-23, four other themes were integrated as priorities: (1) occupational safety and health, (2) the green sector in the enterprises' development, (3) strengthening social dialogue, and (4) the promotion of international labour standards on gender equality, labour migration, forced labour and child labour.

ILO'S WORK IN THE WESTERN AFRICA SUB-REGION

In the period 2018-2023, US\$ 46.8 million were allocated to the Western African sub-region through 107 development cooperation projects⁶³. All nine countries in the sub-region are members of ECOWAS, which has a dedicated sub-regional Decent Work Programme (DWP) and six of these countries currently have, or had, a DWCP during the timeframe covered by the HLE. The sub-region is characterized by a combination of low and low-middle income countries⁶⁴, which are predominantly anglophone or francophone. ILO results in the sub-region are focused on seven outcomes (in alphabetical order): employment, sustainable enterprises, international labour standards supervision, protection for all at work, skills, social dialogue, and social protection. The specific analysis per outcome by country will be analysed as part of the inception phase of the evaluation.

ILO operations in the 9 Western Africa countries are overseen through two Country Offices (CO): one in Abidjan, Côte d'Ivoire and another in Abuja, Nigeria and receive technical support of the CODWT-Dakar where most of the West Africa DWT specialists are based. The CO-Abidjan is responsible for Benin, Burkina Faso, Côte d'Ivoire, Niger and Togo, and the CO-Abuja for Ghana, Liberia, Nigeria, Sierra Leone and ECOWAS⁶⁵. The Decent Work Team includes specialists in 11 fields: employment, employment intensive investment programmes, enterprises development, gender equality and diversity, International Labour Standards and labour law reform, occupational safety and health, social dialogue, social protection, statistics, support to employers' organizations and support to workers' organizations.

Table 2 below presents key information available for the nine Western Africa countries and ECOWAS in terms of development level, language, DWCP and ILO work regarding DC projects and funding allocated by ILO P&B Outcome for the period 2018-2023. In addition, there should be taking into account the technical support by ILO regular staff that will be considered in the evaluation (COs, DWT, Regional Office HQ).

62 ILO, [Programme and Budget for the Biennium 2022–23, 2021](#).

63 As of November 2023.

64 <https://ilostat.ilo.org/resources/concepts-and-definitions/classification-country-groupings/>

65 The 15 members of ECOWAS are Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, the Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo.

TABLE 2. WESTERN AFRICA COUNTRIES AND ECOWAS MAIN FEATURES (2018-2023)

COUNTRY/ REC	DEVELOPMENT LEVEL ⁶⁶	LANGUAGE	LAST DWCP PRIORITIES ⁶⁷	NO. DC PROJECTS	ILO DC PROJECTS FUNDING (US\$) ⁶⁸	MAJOR P&B 2022-2023 OUTCOMES PER FUNDING ALLOCATION ⁶⁹
Benin	Low-middle income	French	DWCP 2022-24 DW for youth and women in rural and semi-urban areas Social protection, OSH and no violence and harassment at workplace Labour market, normes and social dialogue	1	157,725	5. Skills.
Burkina Faso	Low income	French	DWCP 2020-23 Productive and decent work for youth, women and people with disabilities in urban and rural areas Social protection Social dialogue to apply labour norms	6	3,142,203	4. Enterprises. 7. Protection for all at work. 8. Social protection.
Cote d'Ivoire	Low-middle income	French	DWCP 2017-20 Productive, decent and sustainable employment opportunities for youth, women and people with disabilities Workers better protected (Labour norms and FPRW strengthened including in the informal sector, social protection for rural and informal workers, WFCL norms enforced, and social dialogue enhanced)	22	7,696,053	2. Social dialogue. 4. Enterprises. 5. Skills. 7. Protection for all at work. 8. Social protection.
Ghana	Low-middle income	English	DWCP in drafting stage	23	8,330,608	2. ILS and supervision. 4. Enterprises. 5. Skills. 7. Protection for all at work. 8. Social protección.
Liberia	Low income	English	No DWCP	10	1,169,936	2. ILS and supervision. 3. Employment. 8. Social protection.
Niger	Low income	French	No DWCP	7	7,215,705	3. Employment. 4. Enterprises. 7. Protection for all workers.

66 <https://ilostat.ilo.org/resources/concepts-and-definitions/classification-country-groupings/>

67 DWCP document.

68 DC Dashboard (November 2023)

69 Idem.

Nigeria	Low-middle income	English	DWCP 2023-2027 Job creation for women, men, youth, and persons with disabilities Rights at work (labour governance, inclusion of vulnerable groups, and social dialogue) Social protection	24	8,430,366	3. Employment 4. Enterprises. 6. Gender equality. 7. Protection for all workers. 8. Social protection.
Sierra Leone	Low income	English	DWCP 2023-2028 Employment creation Social protection Social dialogue	9	7,332,703	3. Employment. 4. Enterprises.
Togo	Low income	French	DWCP 2019-2023 Decent work for youth, women and people with disabilities Social protection Social dialogue to apply labour norms	4	1,068,877	8. Social protection.
Western Africa/ ECOWAS	n.a.	n.a.	2020-2023 Promoting employment opportunities Extending social protection coverage Implementing International Labour Standards	1	2,168,142	3. Employment.

As noted earlier, a specific focus on a cluster of three countries and ECOWAS, will be followed in this HLE to capture relevant ILO results in the sub-region for accountability and learning. Subject to confirmation during the inception phase, the proposed countries are Côte d'Ivoire, Ghana, and Nigeria.

Several criteria were used to select these countries (Côte d'Ivoire, Ghana, and Nigeria) within the sub-region:

- 1) Existence of a DWCP: Cote d'Ivoire and Nigeria have a DWCP while Ghana is in the process of drafting it. Overall, these DWCPs share the same major DWCPs priorities: employment generation, especially for vulnerable groups, social protection, social dialogue, and all workers' protection. In addition, the DWCP priorities are consistent with two of the three central themes for ILO in Africa in the biennia of analysis: first, decent work with special focus on women, youth, the informal sector, and micro, small and medium-sized enterprises including the productivity dimension and skills for all; and second, social protection.
- 2) Significant budget allocated by country, with over US\$ 3 million (an average of US\$ 500,000/year).
- 3) Significant number of DC projects: over twenty projects implemented during the timeframe covered by the evaluation.
- 4) To share common P&B outcomes: 4 (Enterprises), 7 (Protection for all workers) and 8 (Social protection), plus Nigeria covers Gender equality and non-discrimination.
- 5) To include low-income development countries and low-middle income development countries, plus a combination of anglophone and francophone countries.
- 6) To be members of ECOWAS.

PURPOSE, CLIENTS, AND SCOPE OF THE EVALUATION

Purpose of the evaluation

This High-level evaluation has a dual-purpose: accountability and organizational learning. The evaluation will seek to determine how well the ILO achieved the outcomes planned at country and sub-regional levels (ILO Sub-regional and Country Programme Outcomes/CPOs), how they were achieved and under what conditions. The evaluation will also attempt to contribute to organizational learning by identifying lessons that have been learned and emerging good practices. This information can inform future ILO strategies with particular emphasis on the African context.

Scope

The evaluation will cover ILO's programme activities and actions between 2018 to 2023 in the Western Africa sub-region with an emphasis on the sub-regional level through ECOWAS as well as three countries, including through case studies relevant to advancing the decent work agenda.

ILO's role in inter-agency and other relevant networks and partnerships at national, sub-regional (e.g. ECOWAS) and regional (e.g. AUC) levels, and global partners should be assessed.

An overview of the main dimensions that will be included in the HLE will be presented through a reconstructed ToC and corresponding evaluation framework.

The evaluation will include the ILO constituents, as well as other key stakeholders such as the AU and the Regional Economic Community

Clients of the evaluation

The main client for the evaluation is the ILO's Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director-General and members of the Senior Management Team at Headquarters and Regional Management in Africa involved in promoting decent work in Africa. The HLE should also serve as a source of information for ILO donors, partners, and policy makers.

The evaluation report, together with the Office's response to its findings and recommendations, will be discussed in the GB session of October-November 2024 with a follow-up plan prepared by the Regional Office and monitored during implementation.

EVALUATION CRITERIA AND QUESTIONS

DCWP evaluations usually focus on the relevance of programmes to constituents and the overall final beneficiaries' needs, national and international development frameworks and ILO strategic objectives, the validity of the programme design, the effectiveness and efficiency of programmes, impact of results, and potential for sustainability-

The evaluation questions will thus be structured around the OECD DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability, and impact. The questions will seek to address priority issues and concerns for the sub-region and national constituents and other stakeholders. In particular, the evaluation will identify key areas of success and missed opportunities; emerging lessons and good practices; and emerging recommendations for future action of ILO in the sub-region and at country-level.

When designing the questions, the evaluation team will consider availability and reliability of data, how the answers will be used and if the data are regarded as credible. Further evaluation questions will be proposed and refined by the evaluation team during the inception phase.

TABLE 3. EVALUATION CRITERIA AND QUESTIONS

ASSESSMENT CRITERIA	QUESTIONS TO BE ADDRESSED
Relevance, and strategic fit	<ul style="list-style-type: none"> ▶ To what extent, and how, are the objectives of the DWCPs for the selected countries and the ECOWAS sub-regional DWP relevant to the needs of the constituents and final beneficiaries including the vulnerable groups? ▶ To what extent is ILO's work relevant to, and aligned with national, regional, and international development frameworks (including UNSDCFs, DWCPs, Abidjan Declaration, AU Agenda 2063, SDGs), as well as ILO's P&B Outcomes? How well are the XBDC-funded projects aligned to ILO P&Bs? To what extent do the strategies frameworks (such as DWCPs, ILO Outcomes) integrate gender equality and non-discrimination?
Coherence & Validity of Design	<ul style="list-style-type: none"> ▶ To what extent is ILO work integrated and complements work by other UN agencies in the countries of intervention and at sub-regional level? ▶ Has ILO been able to adjust strategies to respond to changes in socio-political context and keep progress on planned results, if these are still valid? ▶ To what extent, and how, were constituents actively involved at all stages of project, DWCP and UNSDCF design, planning, and implementation? ▶ To what extent is the ILO -explicit or implicit-Theory of Change at country and sub regional levels realistic, evaluable and useful to promote effectiveness of ILO work, under the social, political, environmental, and other relevant contexts, does it integrate the dimension of gender equity and non-discrimination?
Effectiveness	<ul style="list-style-type: none"> ▶ To what extent, and how, is ILO advancing the DW agenda in key areas such as youth and women employment, MSME, social protection, OSH and other topics prioritized by ILO in Western Africa and in the selected countries in particular? How has ILO articulated its work with ECOWAS and at country level with key stakeholders to leverage the results achieved or to be achieved? ▶ Has ILO made progress in achieving results (outputs and outcomes) on crosscutting issues of international labour standards; social dialogue and tripartism; gender equality and non-discrimination; disability inclusion; and environmental sustainability? To what extent has the use of social dialogue, tripartism, normative work and the promotion and application of ILS in ILO interventions promoted Decent Work at country and sub-regional levels? ▶ Has ILO obtained positive results from its work in Western Africa, especially through partnerships? What were the key factors of success? ▶ Has ILO obtained negative unexpected results from its work in Western Africa? What could have been done differently to improve the ILO results?
Effectiveness of management arrangements	<ul style="list-style-type: none"> ▶ To what extent have management arrangements at different levels been effective? ▶ To what extent have the ILO country offices, Regional office, Decent Work Teams, and concerned HQ Departments fostered integrated and strategic technical support and policy dialogue processes at the country level? How well have the DWT and HQ specialists supported the demand for technical advice from constituents and ILO Country Offices in Western Africa?
Efficiency	<ul style="list-style-type: none"> ▶ To what extent has ILO leveraged partnerships (with constituents, national and regional institutions including ECOWAS, IFIs and UN/development agencies) to optimize efficiencies? ▶ How cost-efficient was the ILO's work to implement DWCPs in countries of the Western Africa sub-region and in the sub-regional DWP for ECOWAS? ▶ Were the allocations of human and financial resources realistic and sufficient to deliver planned results and to integrate gender equality and non-discrimination work?
Likelihood of Impact	<ul style="list-style-type: none"> ▶ To what extent has ILO's work in Western Africa contributed to significant positive changes in Decent Work conditions for the different social groups including the most vulnerable ones (youth, women, labour migrants, ethnic groups, etc.)? ▶ How has the work at the sub-regional (ECOWAS) level increased impacts of ILO outcomes at country and sub-regional levels?

Sustainability	<ul style="list-style-type: none">▶ What is the likelihood that results will be maintained, scaled up, or replicated by project partners once the interventions are completed? How likely will interventions contribute to ensuring that workers, employers and governments maintain a focus on decent work priorities while addressing multiple challenges in economic and social dimensions as well as climate change effects? Has the presence of ECOWAS and membership of countries promoted sustainability of ILO's work in Western Africa, and how?▶ To what extent have exit strategies been included in ILO interventions, to promote sustainability of its results and impact? What can be improved? Have ILO interventions developed sustainability strategies in collaboration with constituents and other national counterparts to sustain results during the COVID-19 recovery stage and beyond?▶ What lessons and recommendations could be offered to improve the sustainability of ILO work in the countries of focus and in the sub-region and to foster ownership?
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EVALUATION APPROACH AND METHODOLOGY

Evaluation approach

The evaluation will be conducted in accordance with [Protocol 2.2: High-level evaluation protocol for DWCP evaluations](#). The HLEs in ILO take a summative as well as formative approach. They provide insights into the relevance, coherence, effectiveness and efficiency of the ILO's strategy, programme approach, and interventions (summative). They are also looking forward and provide findings and lessons learned and emerging good practices for improved decision-making within the context of the next strategic framework (formative).

EVAl proposes a Theory of Change and results framework-based outcome evaluation approach, which determines whether an initiative has achieved the intended outcomes based on a relevant and coherent approach and using effective and efficient ways to achieve or contribute to changes that can be sustained. The Theory of Change will be (re)constructed at the inception phase based on existing elements of Theories of Change in ILO results framework and within policy areas (i.e., P&Bs 2018-2019, 2020-2021 and 2022-2023) and preliminary interviews with ILO key stakeholders in Africa (ROAF, COs targeted Directors and DWTs) and will serve as the analytical framework against which processes and results will be assessed.

The evaluation will be participatory. Consultations with member States, ECOWAS, representatives of workers' and employers' organizations, ILO staff at headquarters and in the field, United Nations partners, development and funding partners and other stakeholders, including final beneficiaries, will be done through interviews, meetings, focus groups, and electronic communication.

There will be three key phases in the evaluation:

- 1) Inception phase: a detailed scoping will be undertaken based on desk research, a synthesis review of ILO project evaluations in Western Africa between 2018-2023 (developed by an individual consultant under oversight of the evaluation team leader), individual and group interviews with members of the reference group such as ILO staff, and other key stakeholders as necessary. Inputs gathered during this phase will already serve as primary data to inform the evaluation analysis, as well as to inform the case study selection, based on which the evaluation team will design the evaluation tools and refine the methodology.
- 2) Main data collection phase: the evaluation team will implement its proposed methodology to gather primary and secondary data from a wide range of stakeholders. All evidence will be triangulated during data analysis.
- 3) Reporting: data analysis will be undertaken to serve as a basis to draft the evaluation report and summary documents, and other deliverables as detailed in Section 7.

Evaluation Methodology

The methodology will be based upon the ILO's evaluation policy and procedures, which adhere to international standards and good practices, articulated in the OECD/DAC Principles and the [UNEG Norms and Standards for Evaluation \(UNEG\)](#). The evaluation will be participatory. Consultations with member States, regional and national representatives of trade union and employers' organizations, AU, and ECOWAS, ILO staff at headquarters and in the field, United Nations partners, and other stakeholders will be done through interviews, meetings, focus groups, and electronic communication.

The evaluation should pay specific attention to respond to the ILO's normative and tripartite mandate, gender equality responsiveness and contribution of the ILO to the relevant targets set in the 2030 Agenda for Sustainable Development and the Africa Union policy documents such as [Africa 2063 as well as the Abidjan Declaration](#).

The evaluation should include the ILO cross-cutting themes throughout the methodology and deliverables, including the final report. Regarding gender and non-discrimination and disability inclusion particularly, the evaluators will ensure that the views and perceptions of both women and men, vulnerable groups (such as youth, migrants, and refugees) and people living with disabilities are reflected in the interviews and that specific questions regarding these groups are included, to assess the relevance and effectiveness of gender and disability inclusion related strategies and outcomes. To the extent possible, data collection and analysis should be disaggregated by sex as described in the ILO Evaluation Policy Guidelines and relevant Guidance Notes. Specific measures to reflect gender and inclusion concerns should be elaborated in the inception report, in line with the UN-SWAP guidance. The evaluation should also consider and integrate the other core ILO cross-cutting priorities, including promotion of International Labour Standards and ILO's normative work; the fair transition to environmental sustainability; tripartism and social dialogue and constituent capacity development.

A team of two independent evaluation experts will work with EVAL in conducting primary data collection and will review secondary data. It is expected that the evaluation team will apply mixed methods, which draw on multiple lines of evidence (both quantitative and qualitative) and apply multiple means of analysis. The overall methodological approach of the evaluation will include, among others, the following:

- ▶ Desk review of relevant documentation:
 - ▶ Normative frameworks including ratifications of ILO Conventions and Protocols, comments of the ILO supervisory bodies⁷⁰, relevant GB/ILC discussions and resolutions.
 - ▶ Strategic Framework(s); ILO P&B documents and implementation reports covering the period 2018-23.
 - ▶ Development Cooperation (DC) portfolio and related reviews.
 - ▶ Implementation planning, management and reporting documents.
 - ▶ Existing meta studies, synthesis reviews and project and programme evaluations, notably DC and RBSA-funded interventions, including other HLEs in the period.
 - ▶ Decent Work Country Programmes (DWCP) and country programme reviews, as relevant.
 - ▶ [UNDAFs/UNSDCFs, as relevant](#)
 - ▶ [National development plans](#),
 - ▶ [Sub-regional development plans \(ECOWAS\)](#)
 - ▶ Review of Policy Outcomes, CPOs and Global Products directly and indirectly linked to the countries' targets.

70 NORMLEX - Information System on International Labour Standards (ilo.org)

- ▶ Review of financial (all sources and all modalities) and human resource portfolio that could inform efficiency-related analysis within the scope of the evaluation.
- ▶ Review of alignment to UN response plans, and SDG targets and indicators.
- ▶ Structured and semi-structured interviews (for the most part through virtual means) tailored to different stakeholders to reflect diversity and representation within the Office (relevant sector, technical unit, regions, and country situations) as well as among constituents and relevant partners and institutions.
- ▶ Field visits to the selected region by the independent evaluation team directly or with the support of national consultants, consisting of the 2-3 countries as case studies.
- ▶ Online surveys to obtain feedback and/or information from a wider set of constituents and other key stakeholders such as multilateral partners, in English and French.
- ▶ Participatory workshop with ILO staff to discuss preliminary findings, lessons learned and recommendations prior to the finalization of the evaluation report.

The details of the methodology will be elaborated in the inception report on the basis of the Terms of Reference (TORs) and the initial desk review and inception interviews. The inception report will include a detailed evaluation framework with the methodological approach identified.

Country case studies

The purpose of case studies is to conduct in-depth analysis of the ILO's work and results in the selected countries to highlight any specific achievements and challenges, lessons and emerging good practices, with reference to the key intervention models being used.

The case studies will be decided during the inception phase using the framework of requirements in the HLE ToR and the results from the in-depth desk review, preliminary survey with key stakeholders and interviews with the reference group and other relevant stakeholders. Selection criteria may include representativeness of the sub-region, innovative approaches, and valuable voice of particular stakeholders.

Overall, the case studies will include desk review and field work. The desk review will synthesize and aggregate information from technical studies, DWCP reviews and project reports to minimize cost and time avoiding repetitive data collection and analysis. In addition, data will be collected through a combination of interviews and focus group to discuss with stakeholders, including ILO beneficiaries, constituents and other key stakeholders to triangulate findings from the desk review.

Summary ratings

A summary rating shall be expressed by the independent evaluation team addressing the six evaluation criteria and the respective questions outlined in the ToR and the ensuing inception report. The evaluation shall use a six-point scale ranging from "highly satisfactory," "satisfactory," "somewhat satisfactory," "somewhat unsatisfactory," "unsatisfactory," and "highly unsatisfactory."

- ▶ Highly satisfactory: when the findings related to the evaluation criterion show that ILO performance related to that criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced good practices;
- ▶ Satisfactory: when the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;
- ▶ Somewhat satisfactory: when the findings related to the evaluation criterion show that the objectives have been partially attained and that the expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself;

- ▶ **Somewhat unsatisfactory:** when the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;
- ▶ **Unsatisfactory:** when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcomings and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries; and
- ▶ **Highly unsatisfactory:** when the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently.

The ratings will be decided together with the external evaluators and the ILO Senior Evaluation Officer (SEO) based on inputs from the synthesis review, data collection phase, achievement of the P&B targets, and results of the surveys of constituents, ILO staff and other multilateral partners (if conducted).

DELIVERABLES

The following deliverables will be submitted to the ILO Evaluation Office:

- ▶ **Deliverable 1: Inception report with methodology**
The inception report should detail the evaluation's understanding of what is being evaluated and why, including an agreed scope and set of questions and showing how each evaluation question will be answered by way of an evaluation matrix that describes: proposed methods (both data collection and analysis); proposed sources of data; data collection procedures (including interview protocols, focus group protocols, survey template, etc.). The inception report should also include the reconstruction of the intervention logic including the theory of change and limitations, the rationale behind the selection of the country and thematic case studies for in-depth analysis and country visits (including the selection criteria), proposed schedule of tasks, activities, and deliverables.
- ▶ **Deliverable 2: Intermediate products presenting draft findings – at the request of EVAL's task manager.**
A standardized template or outline can be agreed at the inception phase. Intermediate products are meant to get early feedback from the task manager in EVAL and ensure the evaluation is proceeding on the right track. It can also be used for interaction with the reference group.
- ▶ **Deliverable 3: Draft reports**
 - a) **Executive Summary for the Governing Body (GB)**
 - b) **Draft evaluation report**

Both documents should reflect the summary and the detailed presentation of the main findings, conclusions and recommendations. For each of the thematic and country case studies, short notes should be produced, these reports will be made available upon request from the key stakeholders and the public. A final word count for the GB summary will be made available to the evaluation team once we have confirmation but is normally not more than 3,000 words.
- ▶ **Deliverable 4: Final reports**
 - a) **Executive Summary for the GB**
 - b) **Final evaluation report with executive summary**

The report and the annex(es) should be submitted in English. The quality of the report should meet the OECD/DAC's Quality Standards for Development Evaluation and consider EVAL evaluation checklists and quality assurance guidelines. The report will be considered final once it is formally approved by the ILO Evaluation Office.
- ▶ **Deliverable 5: PowerPoint presentation to be presented during a Webinar (and any other targeted inputs to feed into communication products upon request)**

MANAGEMENT ARRANGEMENTS

Timeframe of the evaluation and evaluation work plan

The timeframe of this high-level DWCP evaluation is February to August 2024, with the presentation of the evaluation findings and recommendations to the Governing Body in November 2024.

An overview of the schedule is provided below:

TASKS	DATES	RESPONSIBLE
Launch of call for Expressions of Interest for evaluation team	January 2024	EVAL
Evaluation team hired	January-Feb 2024	EVAL
Drafting of inception report including selection/validation of case studies	Feb-March 2024	EVAL and Evaluation team with ILO staff in the evaluation (ROAF, DWTs and COs Directors)
Evaluation mission and case studies conducted	April-May 2024	Evaluation team
Virtual presentation of preliminary findings to key stakeholders (ILO ROAF and HQ)	May 2024	Evaluation team and EVAL
#Draft GB summary	Early June 2024	Evaluation team
#Final GB summary incorporating suggestions	Mid- June 2024	ILO stakeholders to provide comments and EVAL, evaluation team
#Draft of full report	End of June 2024	Evaluation team
#Final Report, addressing the feedback on draft. The final report should have the executive summary and required annexures)	Mid- July 2024	Evaluation team and EVAL
Virtual presentation of the final report to ILO, constituents, and other key stakeholders	End November 2024	Evaluation team and EVAL

A detailed work plan including the case studies will be developed in the inception report.

Implementation arrangements

MANAGEMENT OF THE EVALUATION

The Evaluation Office (EVAL) is mandated to manage the evaluation function and ensure proper implementation of the evaluation policy. The evaluation team will be composed of an EVAL Evaluation Officer who will work as a team member along with the external team composed of two international consultants with expertise in evaluating ILO's work,. The director of EVAL will provide inputs and guidance throughout the evaluation process.

An Evaluation Officer within EVAL, appointed as the task manager of the evaluation, will play a critical coordination role and will be responsible for the evaluation implementation and contribute to desk review and case studies. He will facilitate access to all information from ILO sources, as required by the evaluation team, as well as provide supervision support and substantive inputs during the drafting and finalization of the report.

REFERENCE GROUP AND STAKEHOLDER CONSULTATION

While it is important that the HLE is conducted independently as required by the ILO's Evaluation policy, it is equally important that the evaluation process and the evaluation report provide for a good learning experience. In view of the multidisciplinary and transversal nature of the ILO's work on development cooperation, a reference group has been established for the evaluation.

A reference group composed of ROAF management (RD, DRD and RPU Chief), DWT and CO Directors of the countries covered by the HLE, and PROGRAM will provide the feedback to the evaluation team at the inception phase, the end of the data collection, and the draft report stage.

The reference group will thus contribute to the relevance, credibility, and utility of the independent evaluation by offering inputs and suggestions in an advisory capacity at various intervals of the process. This will ensure understanding and ownership of the evaluation to enhance follow-up and use of its results.

As part of the evaluation process consultations will take place with the reference group to keep key stakeholders at HQ and regions informed about the major steps of the evaluation process. Key outputs will be circulated for comments. Other stakeholders will be identified and involved in the process as required as part of the normal evaluation process.

Proposed evaluation team composition and related tasks

A team of evaluation experts, with a dedicated team leader and team members is proposed. EVAL will be responsible for overall coordination and be a member of the evaluation team.

The evaluation team leader will provide technical leadership and be responsible for:

- ▶ Participating in the scoping of the evaluation; drafting the inception report, producing the draft reports, executive summaries, and drafting and presenting a final report.
- ▶ Providing any technical and methodological advice necessary for this evaluation within the team.
- ▶ Ensuring the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases.
- ▶ Managing the evaluation team related to the evaluation process, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements.
- ▶ Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards.
- ▶ Producing a selected suite of communication products and participating in the presentation to ILO staff, constituents and other stakeholders on the findings of the report once the report has been finalized.

The evaluation team members will be responsible for:

- ▶ Providing feedback to the inception report, drafting inputs to the inception report.
- ▶ Data collection in their designated case study areas and themes based on evaluation work plan, preparing required notes as identified and drafting sections of the draft report.
- ▶ Providing feedback and factual corrections to the final report.
- ▶ Ensuring the quality of data (validity, reliability, consistency, and accuracy within their responsible areas.
- ▶ Producing a selected suite of communication products and participating in the presentation to ILO staff on the findings of the report once the report has been finalized.

The evaluators will be required to ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an analytical and evidence-based manner such that all observations, findings, conclusions, and recommendations are supported by evidence and analysis. The ILO senior evaluation specialist will provide overall quality assurance on all key outputs.

The ILO [EVAL Code of conduct](#) for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff are bound. UN staff are also subject to any UN member specific staff rules and procedures for the procurement of services. The selected team members shall sign and return a copy of the code of conduct with their contracts.

USE OF EVALUATION AND COMMUNICATION STRATEGY

Use of evaluation

Findings of the evaluation and the office response to the evaluation recommendations will be discussed at the Governing Body session in October / November 2024. Furthermore, EVAL will oversee the follow-up actions to the evaluation recommendations as part of the regular meetings with the Evaluation Advisory Committee.

The following products are expected to enhance the use of the evaluation findings and conclusions by developing different products for different audiences:

- ▶ GB executive summary document for the GB 2024 (Oct-Nov) discussion
- ▶ The full evaluation report available on the EVAL website
- ▶ Knowledge event in the ILO on the evaluation findings and recommendations and communication of progress and results of the evaluation via EVAL's social media. For that, the following products will be prepared:
 - ▶ An article in the EVAL newsletter on the findings of the report and dissemination of the report through EVAL's social media accounts on LinkedIn, Twitter, Facebook, and Instagram
 - ▶ Info Story on ILO's website (tbc)
 - ▶ A PowerPoint presentation or visual summary of the report will be prepared for EVAL's website and for presentations on the evaluation.
 - ▶ A 2-page 'Quick Facts' summarizing the HLE findings will be prepared by EVAL.
- ▶ Presentation to the ILO/ UN/external audience on the evaluation
- ▶ Other communication tools as identified.

Communication strategy

Efforts will be made to keep the main stakeholders informed about the major steps of the evaluation process. Key outputs will be circulated for comments. Different audience-specific products may be produced to enhance learning and utility.

