



International
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Geneva

International Labour Office Annual Evaluation Report 2005

September 2006



EVALUATION
UNIT



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Abbreviations

CODEV	Development Cooperation Department (ILO)
DAC	Development Assistance Committee (OECD)
DCOMM	Department of Communication (ILO)
DFID	Department for International Development (United Kingdom)
DIALOGUE	Department for Social Dialogue, Labour Law, Labour Administration and Sectoral Activities (ILO)
DWCPs	Decent Work Country Programmes
ESP	Committee on Employment and Social Policy (GB)
EVAL	ILO Evaluation Unit
GB	Governing Body
GEA	Global Employment Agenda
IFI/CSR	InFocus Initiative on Corporate Social Responsibility (ILO)
IFP/DIALOGUE	InFocus Programme on Social Dialogue, Labour Law and Labour Administration (ILO)
IFP/SES	InFocus Programme on Socio-economic Security (ILO)
ILO	International Labour Office/ International Labour Organization
IPEC	International Programme on the Elimination of Child Labour (ILO)
INPP	ILO-Netherlands Partnership Programme
IRIS	Integrated Resource Information System
ISED	Integrated small enterprise development project
JIU	United Nations Joint Inspection Unit
MAS	Management and Administration Service Sector (ILO)
MDGs	Millennium Development Goals
MNEs	Multi-national enterprises
MSE	Micro- and small enterprises
NIDEC	Nigeria Declaration project / Promoting democracy through fundamental principles and rights at work and tripartism in Nigeria project
OECD	Organisation for Economic Cooperation and Development
PFA	DFID-ILO Partnership Framework Agreement
PFAC	Programme, Financial and Administrative Committee (GB)
PROGRAM	Bureau for Programming and Management (ILO)
PRSPs	Poverty Reduction Strategy Papers
PSI	Programme Support Income

RBM	Results-based management
SEC/SOC	Social Security Department (ILO)
TBP	Time-bound programme
TC	Technical cooperation
TC-RAM	Technical cooperation resource allocation mechanism
UNDAF	United Nations Development Assistance Framework
WFCL	Worst forms of child labour

Chapter 1

Introduction

Evaluation policy. Evaluation has been undertaken in the ILO for many years. However, prior to 2005, responsibilities for the oversight of evaluation were not consolidated and standard processes were not applied. For this reason, the evaluation function has recently been strengthened as part of the ILO's overall movement towards results-based management. In March 2005, the Director-General created the new central Evaluation Unit (EVAL). In November 2005, the Governing Body approved a new policy and strategic framework for evaluation at the ILO.¹ Evaluation in the ILO is now managed in accordance with the normative frameworks established by the United Nations Evaluation Group (UNEG), the Development Assistance Committee (DAC) of the OECD and the ILO's internal management practices.

The ILO Evaluation Unit (EVAL). The aim of the Evaluation Unit (EVAL) is to support the ILO's continuing effort to increase accountability, transparency and organizational learning through systematic independent evaluation and self-evaluation. Transparency and accountability are fundamental to good governance and are a corporate objective of the ILO. In this respect, the role of evaluation is to inform the Governing Body, ILO constituents and donors about

- 1) the effectiveness of ILO programmes (accountability); and
- 2) to identify programme achievements and necessary improvements (learning).

Annual evaluation report. The new evaluation policy requires EVAL to submit an annual evaluation report to the Programme, Financial and Administrative Committee (PFAC) to provide an overview of evaluation activities and evaluation performance within the ILO, covering all types and levels of evaluations. The reporting period of the present annual evaluation report is from March 2005 (the date of the creation of EVAL) to June 2006.² The reason for this extended time scope is to provide the Governing Body with up-to-date information for discussion, given that the annual evaluation reports are submitted to the PFAC in November each year. Accordingly, it is proposed that future annual evaluation reports should cover a period of 12 months from July to June each year.

This first annual evaluation report provides an overview of evaluations of various types that were conducted in 2005, with particular emphasis on independent evaluations, their findings and the lessons learned. The report features the recommendations and follow-up to major strategy evaluations, as well as a quality appraisal of independent technical cooperation project evaluations. In addition, it describes the current implementation of the evaluation policy, including work in progress. Finally, it provides a preview of the major independent evaluations proposed for 2007.

The ILO's evaluation agenda is ambitious. Its progressive implementation takes place in accordance with the available resources. As financial and staff resources for evaluation have so far been limited, the evaluation function has not yet reached its full potential. Nevertheless, the Office has been able to make substantial progress in a range of key areas.

¹ GB.294/PFA/8/4.

² For independent technical cooperation project evaluations, the reporting period is January to December 2005.

Chapter 2

Implementation of the new evaluation policy

In accordance with international evaluation norms and standards, the ILO's evaluation policy framework is aimed at improving and strengthening the practice of independent evaluations in the ILO. It also establishes principles for systematic self-evaluation of programme performance. Together, independent evaluations and self-evaluations are intended to provide comprehensive coverage of all ILO activities in support of the 2006-09 Strategic Policy Framework.³ The progress made in implementing the new evaluation policy from its adoption in November 2005 until June 2006 is described in the following paragraphs.

Harmonized policies and practices. EVAL has placed guidance on its intranet site on quality standards for evaluation processes and products that are to be applied consistently across the various types of evaluations. These are in line with United Nations System Evaluation Norms and Standards, as well as good evaluation practices recommended by the OECD/DAC.

Independent process established. With a view to ensuring the independence and credibility of the evaluation process, the Office has established a network of evaluation focal persons and has clarified responsibilities and accountability for the management of the various types of evaluations. Through the formal designation of evaluation focal persons for each sector and region and the separation of the evaluation management function from that of project management, the various components of the evaluation process, which include developing terms of references, selecting evaluators, circulating draft reports and monitoring follow-up, have been systematically separated from line management responsibilities.

Managing and using the knowledge generated by evaluation. Management is now asked to respond formally to the findings and recommendations of all independent evaluations. In order to track proper implementation, EVAL has designed an internal monitoring database for all project evaluations completed in 2005 and scheduled for the following years. This database will be expanded by the end of 2006 so that evaluation terms of reference and reports, as well as action plans for follow-up, are stored and can be searched. For maximum transparency, the database will be accessible on the internet.

Website and information dissemination. With a view to facilitating information dissemination and knowledge sharing, the ILO has had an intranet page and a public webpage on evaluation since the beginning of 2006. Both the intranet and the public pages contain full text reports of major evaluations and abstracts of all other independent evaluations, as well as links to evaluation resources. In addition, the intranet page contains presentations and guidance papers on evaluation.

Evaluation Advisory Committee. The Office has created an internal Evaluation Advisory Committee to oversee and promote institutional follow-up to the findings and recommendations of independent evaluations.⁴ The Committee will also function as a forum for internal dialogue on the implementation of the ILO evaluation policy and strategy. In particular, it will ensure that evaluations are credible and conducted in an impartial and independent manner.

³ GB.291/PFA/9.

⁴ The Evaluation Advisory Committee was established in September 2006.

Developing outreach and networking. The Office actively participates in the United Nations Evaluation Group and collaborates with other evaluation networks and associations. In 2005, the groundwork was laid for the launching of country-level evaluation activities beginning in 2006, which involve national constituents and are aligned with the United Nations Development Assistance Framework (UNDAF) assessment process.

Involvement of constituents in evaluation planning and reporting. At the national level, the Office has established policies and practices for the systematic involvement of constituents and partners in:

- the planning of reviews and evaluations of projects and country programmes;
- commenting on draft and final evaluation reports; and
- deciding on follow-up.⁵

Through the network of evaluation focal persons in the regions and sectors, the Office also supports the development of evaluation capacity of national constituents.

Internal reviews. During the course of 2005 and 2006, the Office has developed the methodology and carried out preparatory work for internal reviews of ILO strategies and programmes. Internal reviews will identify opportunities for improvement by building on strengths and addressing issues that may be hampering organizational effectiveness. Their key purpose is to learn and improve operational performance and accountability, thereby facilitating the process of change. The ILO will undertake internal reviews within sectors and regions, as well as internal support operations.

Self-evaluations. Similarly, the Office has developed tools and guidance for self-evaluations, which are a self-learning tool in support of continual improvement, the building of team approaches, the taking of corrective action where needed and the sharing of good practice and lessons learned more widely in the Office. The ILO will conduct regular self-evaluations in support of performance reporting at three different levels:

- 1) by ILO offices at the country programme level (coordinated by the regional offices);
- 2) by strategy and programme managers (coordinated by the Bureau of Programme and Management – PROGRAM) at the level of the Programme and Budget; and
- 3) by project management at the project level (coordinated by the Development Cooperation Programme – CODEV).

The Office has updated guidance for project self-evaluation in line with the principles of managing for development results and the Paris Declaration on Aid Effectiveness.⁶ In addition, the Office has developed schedules and templates for biennial reviews of country programmes and strategies.

Evaluation budget. The Office committed Regular Budget resources, PSI and resources from the 2000-01 budget surplus to finance the core functions and activities of the Evaluation Unit (EVAL) in 2005. During the reporting period, EVAL was composed of a director and two evaluation officers, of whom one was financed from extra-budgetary sources. The non-staff funds for 2005 totalled US\$ 200,000, which were mostly used for hiring external evaluation experts for high-level independent evaluations. In addition, in conformity with international good practice, the Office established the binding rule that all technical cooperation projects with budgets over US\$ 500,000 must reserve 2 per cent of their total project funds for independent evaluations.

⁵ In line with the Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152).

⁶ The Paris Declaration was adopted in March 2005 by several countries and development organizations. It sets the agenda for far-reaching and monitorable actions to reform ways of delivering and managing aid. The aim is to create greater coherence of development efforts and improve the effectiveness of aid at the national level.

Evaluation Brief 1

Independent evaluation of the project “Support to the time-bound programme on fighting the worst forms of child labour in Costa Rica”

Fact box

Background

Costa Rica is currently implementing a Time-Bound Programme (TBP) to combat the worst forms of child labour (WFCL) within the framework of Convention No. 182. The aim of the IPEC project in Costa Rica is to assist the Government in this process by identifying resources and supporting programmes, interventions and institutions. It has two strategic components. The first, at national level, addresses the structural factors of child labour. It focuses on raising public awareness, strengthening policy formulation, developing capabilities for enforcing the law and inter-institutional coordination. The second, which is at the local level, focuses directly on withdrawing children from the WFCL. It develops intervention models to take direct action in relation to child workers and to rehabilitate victims of commercial sexual exploitation.

Conclusion of the evaluation

The project managed to involve all the important actors and to mobilize tangible resource commitments from the tripartite partners for the eradication of WFCL. All the actors see the issue of child labour and its worst forms as a national social problem requiring an integrated approach. New legislation on WFCL, updating the rules respecting labour contracts and occupational health conditions of adolescents, is being considered by the Legislative Assembly. There is still a need to increase awareness of the rights set out in existing national laws and of international commitments and the obligation to

Time-Bound Programme (TBP)

A TBP is a strategic framework of policies and programmes which are closely coordinated to prevent and eliminate WFCL in a given country within a specific period of time. TBPs emphasize the need to combat the deeply-rooted causes of child labour. Programme actions are linked with national development efforts, particularly poverty reduction policies and universal basic education. While receiving support from the ILO, the partner country is responsible for the implementation of the TBP.

Technical area: Child labour

Country: Costa Rica

Project start: July 2002

Project end: March 2006

Final evaluation: Nov. 2005

Donor: Canada

enforce them. Through training and campaigns, the project has increased the awareness of many governmental officials at the central and local levels, as well as that of members of trade unions and employers' organizations. The technical assistance provided by IPEC helped in the organization of meetings and facilitated the adoption of intra and inter-institutional protocols, as well as the creation of entities that monitor and evaluate activities and outcomes. Unfortunately, it has not been possible to decentralize activities and institutional resources to the areas where they are most needed.

Recommendations

To prevent the issue from being lost among the many social problems facing the country, it is necessary to continue dissemination and awareness-raising activities. The forthcoming elections in Costa Rica should be used as an opportunity to position the issue among candidates and their teams. It is also necessary to continue the training of line officials in all government strata so that they can become multipliers and facilitators of an integrated and institutionalized approach to the eradication of WFCL. With a view to planning the sustainable phase-out of support, the IPEC officials involved in the TBP are recommended to carry out a strategic planning exercise with the Technical Committee of the National Steering Committee so that their role as support, technical assistance and the “motor” of activities can be transferred. IPEC should share the outcomes and recommendations of the evaluation and, on this basis, plan the continued joint strategy, establishing responsibilities, time frames and mobilizing the necessary resources.

Chapter 3

Independent evaluations

The principal characteristic of independent evaluations is that they are led and conducted by external evaluators who have no previous links with the project or programme that is being evaluated. Four different types of independent evaluations are currently conducted in the context of the ILO:

- 1) strategy and policy evaluations;
- 2) country programme evaluations;
- 3) thematic evaluations; and
- 4) project evaluations (mandatory for projects with a budget over US\$ 500,000).

INDEPENDENT STRATEGY EVALUATIONS

Each biennium, EVAL conducts at least two independent evaluations of major strategies or policies established in the Programme and Budget⁷ to assess their effectiveness, efficiency, impact and continued strategic relevance. Several selection criteria are applied for this type of evaluation:

- As a rule, a strategy needs an independent evaluation every eight years.
- The senior management/Director-General assume that a strategy evaluation is needed.
- Changes in the strategy are needed.
- The Governing Body, donors or United Nations partners have requested an evaluation of the strategy.

In 2005, EVAL conducted two independent strategy evaluations, one of the *InFocus Programme on Social Dialogue, Labour Law and Labour Administration* (IFP/DIALOGUE) and the second of the *InFocus Programme on Socio-Economic Security* (IFP/SES), which were submitted to the PFAC at the November 2005 session of the Governing Body. In addition, the Office submitted an *External review of the ILO's implementation of strategic budgeting within a results-based management framework*, which had been requested by the Governing Body. The Office commissioned the United Nations Joint Inspection Unit (JIU) to carry out the evaluation. The recommendations and follow-up to the three evaluations are summarized below.

Follow-up to the independent evaluation of the *InFocus Programme on Social Dialogue, Labour Law and Labour Administration* (IFP/DIALOGUE)⁸

The aim of the evaluation was to provide insight into the effectiveness, efficiency and continued relevance of IFP/DIALOGUE's strategies, programme approach and interventions in promoting tripartism and social dialogue, strengthening mechanisms and institutions of social dialogue, and assisting member States to improve their labour law and labour administration.

Main conclusions and recommendations. The evaluation concluded that the programme has filled an important strategic niche and that it has been generally effective in supporting ILO's constituents in improving their labour law, labour administration and mechanisms of social dialogue. The following were the main recommendations of the evaluation:

- 1) DIALOGUE⁹ should intensify collaboration with other international organizations and development agencies to mainstream social dialogue and persuade them to use ILO approaches in labour-related activities.

⁷ Strategies link to outcomes in the Programme and Budget.

⁸ GB.294/PFA/8/1.

⁹ In 2004, IFP/DIALOGUE was renamed into simply DIALOGUE.

- 2) DIALOGUE is recommended to reinforce its work related to globalization, including corporate social responsibility, and create an entry point for multinational enterprises (MNEs) seeking advice on issues related to industrial relations.
- 3) DIALOGUE should reanimate its research activities on industrial relations and comparative labour law.
- 4) The Office should better integrate activities related to labour inspection and labour administration.

Management follow-up to evaluation. In response to these recommendations, the management of DIALOGUE reports that the following action has been taken.

In relation to the first recommendation, during the biennium 2006-07 DIALOGUE is targeting work on several subregions, particularly with respect to legislative harmonization, in a manner which engages not only the relevant governments and social partners, but also regional institutions and, in some cases, interested donors. In addition, several international development banks have shown an interest in working with DIALOGUE and other ILO units with a view to integrating social dialogue approaches to improving working conditions and performance at enterprise level in a manner that is consistent with the relevant international labour standards. This collaboration has the potential to attract additional financial assistance for public sector initiatives, particularly in such areas as labour inspection and labour law reform.

With regard to the second recommendation, DIALOGUE is represented on the Coordinating Group for the InFocus Initiative on Corporate Social Responsibility (IFI/CSR) and will continue to play a prominent role in that forum. Consideration is still being given to the issue of providing an entry point for MNEs which are seeking advice on industrial relations and social dialogue issues. One related development should be noted: DIALOGUE is collaborating with Sectors II and III to develop and implement a global extra-budgetary programme focusing on sound labour-management relations and good working conditions and respect for workers' rights as means of raising productivity and creating decent work in global supply chains. This programme has emerged from a series of successful initiatives and tools developed by ILO technical cooperation projects and regular programme work, and due to interest from international development banks.

With reference to the third recommendation, DIALOGUE has initiated several applied comparative research studies during the present biennium. These address the following areas: changing industrial relations trends, with particular reference to the role of collective bargaining; trends and issues in labour relations in the public service; the representation of women in social dialogue institutions; termination of employment; the employment relationship; and the future of labour law in a comparative perspective. In coordination with the Research and Publications Committee, steps are being taken to improve coordination between DIALOGUE, the International Institute for Labour Studies and other ILO units engaged in research on industrial relations and related issues.

On the subject of the fourth recommendation, no further decisions have been taken since the evaluation was undertaken with respect to re-establishing an integrated approach to labour administration and labour inspection. However, an internal working group was created by the Director-General to ensure that a maximum of services to constituents will be provided in relation to labour inspection as part of labour administration.

Follow-up to the independent evaluation of the *InFocus Programme on Socio-economic Security (IFP/SES)*¹⁰

The aim of the evaluation was to examine the performance of IFP/SES between 1999 and 2005, for which purpose the evaluation assessed three basic areas:

- 1) the conceptual work of IFP/SES;
- 2) the conversion of that conceptual work into practical policy recommendations; and
- 3) the implementation and implementability of those policy recommendations.

Main recommendations. The evaluation recommended that the ILO should work through its tripartite base to build consensus on policies and messages linked to socio-economic insecurity with a view to improving:

- 1) the integration of the programme's research work into other ILO programmes; and
- 2) the transition of its research into social protection policies that are coherent and politically feasible.

Management follow-up to evaluation. Following the discussion of the IFP/SES programme evaluation in the PFAC in November 2005, a number of decisions were taken to give effect to the evaluation recommendations.

IFP/SES was a time-bound programme which came to an end in December 2005. Due to a substantial reduction of extra-budgetary funding for the programme, the work programme of the former IFP/SES has been re-focused. The core of its work – the global database on social security – will be continued within the Social Security Department (SEC/SOC), with greater emphasis on building a new global inquiry into the performance and expenditure of national social security systems. The alignment of activities with the routine statistical work of SEC/SOC will create synergies. The database will underpin policy analyses and developments in the context of Decent Work Country Programmes (DWCPs) and will accordingly be more closely adapted to the Office's new approach to technical advisory services.

The Director-General has established a working group on statistics, which is currently developing a proposal for the reorganization of the ILO's statistical work with a view to achieving greater efficiency and coherence. Efficiency gains will be reflected in the Programme and Budget proposals for the biennium 2008-09.

The Office is actively seeking extra-budgetary resources for research and policy development on basic universal social benefit systems in the context of national DWCP and Poverty Reduction Strategies. Once available, these resources will be shared and managed jointly by SEC/SOC and field programmes.

In line with the overall re-focusing of statistical and research work on social security, the related activities in SEC/SOC will concentrate on the development of a social security index. This will form a part of an overall Decent Work Index that is being developed by the Policy Integration Department. In addition to this contribution to the ILO Decent Work Index, preliminary steps towards inter-agency collaboration on a social security index have been taken involving the new OECD office in Asia and the Asian Development Bank.

¹⁰ GB.294/PFA/8/2.

The integration of the core IFP/SES activities into SEC/SOC will ensure the technical supervision and guidance of the remaining IFP/SES activities. The auditing of the performance and the effective utilization of resources in support of these activities will therefore be carried out in the context of regular ILO procedures. External advisory committees will no longer be necessary.

It is the policy of the Social Protection Sector (Sector III) that all research results in the field of socio-economic security, in the same way as all other ILO research, are made public in order to ascertain that the national and international research community and national policy-makers benefit from the knowledge generated. Access to data and information, including the lessons learned, will be facilitated by a new web portal that is being developed by SEC/SOC.

In the context of the preparation of the Programme and Budget for the biennium 2008-09, the Office has developed a general strategy note on *Knowledge development, sharing, research and communications*. This note, inter alia, calls for specific new mechanisms for the dissemination of ILO research work. One mechanism that will be an ideal vehicle for the dissemination of the results of research and other exploratory activities will be a new web research portal. In addition, the strategy note envisages a role for the Department of Communication (DCOMM) in ensuring that the lessons learned and consequential policy conclusions are broadly shared within the ILO constituency and the wider public.

Follow-up to the *External review of the ILO's implementation of strategic budgeting within a results-based management framework*¹¹

Main recommendations. The purpose of the review was to improve the integration of strategic budgeting within the ILO. The United Nations Joint Inspection Unit (JIU), commissioned by the Office to undertake the evaluation, recommended improving the results-based approach in the following areas:

- 1) programme planning and budgeting;
- 2) human resources development;
- 3) information and communications technology;
- 4) evaluation and oversight;
- 5) knowledge management; and
- 6) field structure and external resource mobilization.

Management follow-up to evaluation. Following the Governing Body's discussion of the external review, it was agreed that the Office's plans for its follow-up would be submitted in March 2006. This was done in a document entitled *Framework for future work on results-based management*.¹² This document identifies nine specific priorities for strengthening results-based management (RBM) in the ILO, to be described in the Preview of the Programme and Budget Proposals for 2008-09. The Preview is available as a separate document at the present session of the Governing Body.¹³ In addition to the preparation of this document, a formal process has been established to improve the Programme and Budget proposals from an RBM perspective. The initiatives taken in this respect include:

- the promotion of RBM concepts through workshops and cross-Office discussion organized prior to the submission of the initial draft Programme and Budget proposals;

¹¹ GB.294/PFA/8/3.

¹² GB.295/PFA/4.

¹³ GB.297/PFA/1.

- hands-on assistance to all ILO units in reviewing and improving the formulation of proposals to achieve more credible measurement of actual performance: this includes alignment of the proposals with regional/subregional priorities and country outcomes, as defined in the DWCPs;
- the setting up of a group of outcome coordinators and a peer working group on indicators (the latter with representatives from the regions) to facilitate and coordinate the drafting of outcomes, indicators and targets in a transparent and participatory manner;
- the initiation of a structured process of reviewing programme proposals to suggest modifications for technical programmes and the Management and Administration Service Sector (MAS): this mechanism has also helped to ensure the relevance of proposed outcomes, indicators and strategies to regional and subregional priorities;
- an updated version of the IRIS Strategic Management Programme and Budget submodule, accessible to all, was used across the Office to prepare the Programme and Budget proposals and includes facilities to link regional, subregional and country targets to Programme and Budget targets.

INDEPENDENT THEMATIC EVALUATIONS

Independent thematic evaluations assess specific themes, processes and approaches in the ILO's technical work. They provide a tool for the ILO's technical programmes to explore in depth the effectiveness and impact of major means of action and interventions. Responsibility for thematic evaluations lies with the technical sectors.

Although no independent thematic evaluations, in the strict sense of the term, were carried out in 2005, two independent technical reviews were undertaken jointly by the ILO and its respective funding partners. The first was of the ILO-Netherlands Partnership Programme and the second of the DFID-ILO Framework Arrangement, including the innovative technical cooperation resource allocation mechanism (TC-RAM) established by the ILO with a view to prioritizing specific projects.¹⁴

Joint Technical Review of the ILO-Netherlands Partnership Programme (INPP)

The Joint Technical Review of the ILO-Netherlands Partnership Programme (INPP) assessed:

- 1) the cost-effectiveness of the cooperation and implementation-related issues;
- 2) the contribution of the INPP to the strengthening of strategic programming and budgeting;
- 3) the benefit to the ILO of the INPP through its innovations and spin-offs from its initiatives.

The independent review concluded that the INPP contributes positively to the sustainable attainment of ILO strategies, Millennium Development Goals (MDGs) and poverty reduction, but still has room for improvement.

Main recommendations. The review made several recommendations to improve the cost-effectiveness of the joint programme. These include a better systematization of tools and approaches to enhance coherence between projects in different countries; a greater thematic and geographic concentration of the programme and an explicit link with Decent Work Country Programmes; and the possibility of allocating resources directly for the planning and preparation of country proposals. The review further recommended an extension of the time-frame for the implementation of the programme cycle from two to four years to ensure greater sustainability and impact, with the possibility of re-orienting the programme through a mid-term evaluation exercise. Finally, the proposal was made that a reserve fund could be created for new activities identified during the implementation period.

¹⁴ The two partnership agreements reviewed covered a two-year period. The evaluations were conducted by a team of external evaluators and were managed jointly by CODEV and the respective funding partner.

Follow-up to evaluation. These recommendations were used as a basis for the re-design of the new Netherlands/ILO Cooperation Programme, which was signed in May 2006 for a four-year period. The new Programme focuses on the implementation of a limited number of Decent Work Country Programmes over a period approximately corresponding to the time-frame of the Strategic Policy Framework.

Evaluation of the DFID-ILO Framework Arrangement

The independent evaluation of the DFID-ILO Framework Arrangement assessed the extent to which the partnership has succeeded and whether it has served as a vehicle for learning between the two organizations.

Main conclusions and recommendations.

The evaluation concluded that the Framework Arrangement has:

- introduced and tested an improved method for allocating extra-budgetary resources; and
- demonstrated in practice that decent work can be an effective entry point for poverty reduction and that both objectives can be pursued together.

The evaluation recommended various measures to continue to:

- strengthen results-based management in the ILO, focussing on DWCPs;
- strengthen the ILO's contribution to national Poverty Reduction Strategies and ensure the necessary connection with DWCP planning;
- provide funds in a way that encourages innovation, greater thematic integration and the full ownership and participation of the social partners; and
- strengthen the DFID-ILO partnership through more systematic technical exchanges and dialogue on substantive issues. The report also makes a number of concrete suggestions on how to operationalize these recommendations.

Follow-up to evaluation. The conclusions of the evaluation report were used as an input for the negotiation of the new DFID-ILO Partnership Framework Agreement (PFA). However, the philosophy of the new Agreement is substantially different from the old PFA. The recommendations of the evaluation report therefore needed to be adjusted to the new context of collaboration between the two institutions.

INDEPENDENT EVALUATIONS OF TECHNICAL COOPERATION PROJECTS

Overview of independent project evaluations completed in 2005

According to the new evaluation policy, every technical cooperation project with a budget of over US\$ 500,000 has to conduct at least one independent evaluation during its lifetime. A project evaluation helps the management to identify what works and what does not work so that the right decisions can be taken to lead the project to success. In addition, an evaluation ensures greater transparency, participation and accountability for partners and reinforces national ownership. An evaluation tells the donor whether it made a good investment in achieving the jointly agreed outcomes and objectives. Finally, a good project evaluation gives the Governing Body an account of the work delivered and the results achieved in the implementation of the ILO's strategic objectives.¹⁵

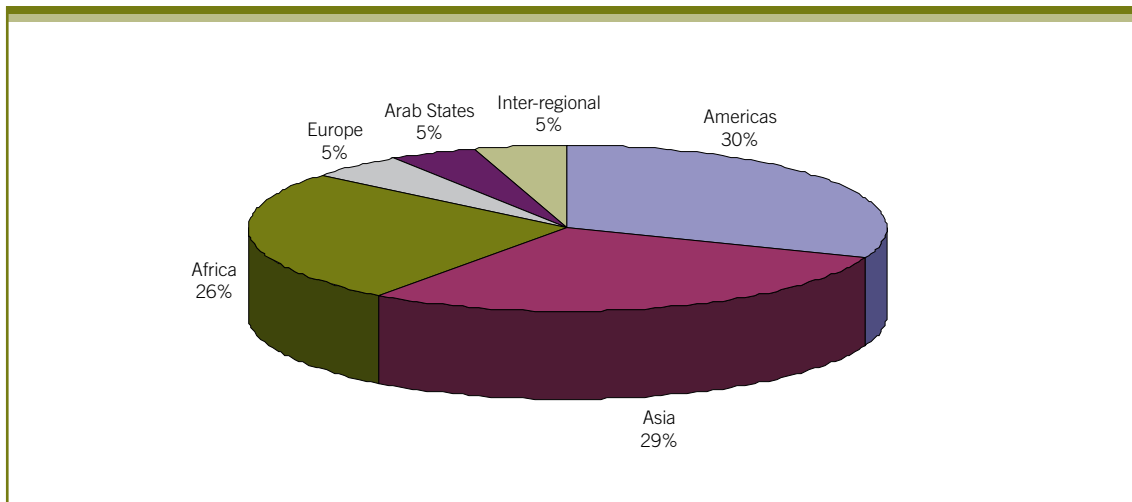
In 2005, the ILO conducted 65 independent project evaluations, of which 55 per cent were final evaluations and 45 per cent interim evaluations.¹⁶ Most of the evaluations were of projects located in

¹⁵ Abstracts of major independent evaluations of projects are available on the ILO's public evaluation website: <http://www.ilo.org/evaluation>.

¹⁶ EVAL has developed a database to systematically track technical cooperation project evaluations for 2006 and beyond. For the independent technical cooperation project evaluations conducted in 2005, it had to rely on information provided by the regions and technical departments.

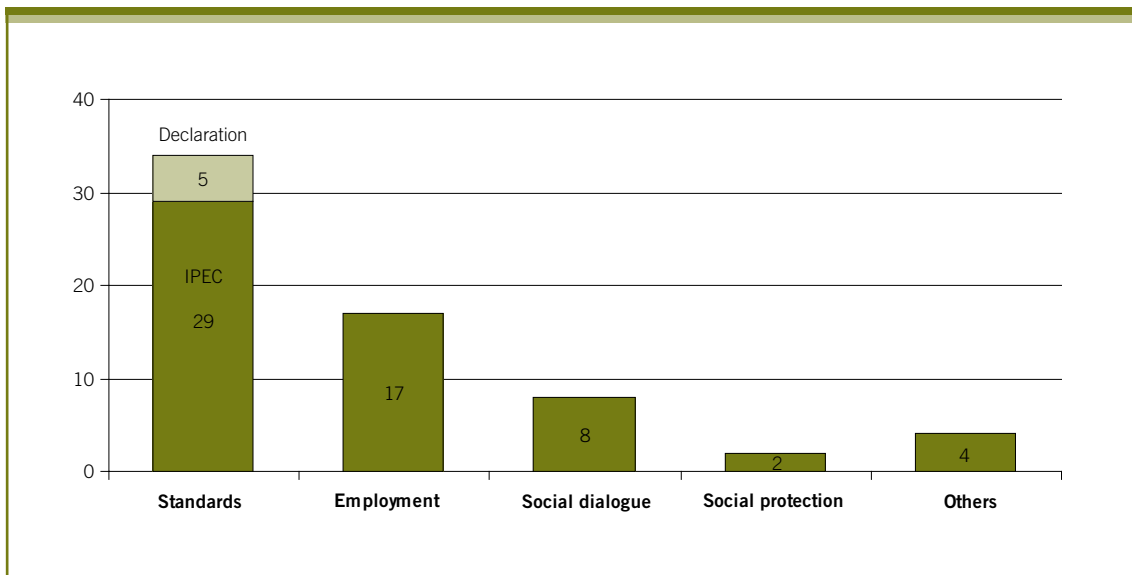
Americas (30 per cent), closely followed by Asia (29 per cent) and Africa (26 per cent). Evaluations of projects located in the Arab States and Europe, together with inter-regional projects, accounted for 15 per cent of all the evaluations conducted in 2005.¹⁷

FIGURE 1
Independent project evaluations by region, 2005



With regard to technical areas, most of the evaluation reports covered child labour projects (45 per cent), followed by projects in the field of employment (26 per cent).¹⁸

FIGURE 2
Independent project evaluations by technical area, 2005



¹⁷ The main reason for the comparatively small number of independent project evaluation reports in the Europe and Arab States regions is that most projects in these regions are below US\$ 500,000 and thus do not require independent evaluations.

¹⁸ Annex 2 presents the full list of all independent TC project evaluations conducted in 2005 and annex 3 presents various statistical overviews.

Quality appraisal of independent project evaluation reports 2005

In order to improve the quality of future ILO evaluation reports, EVAL conducted a quality appraisal exercise with a sample of 16 (25 per cent) of the 65 independent project evaluations finalized in 2005.¹⁹

The objectives of the exercise were to:

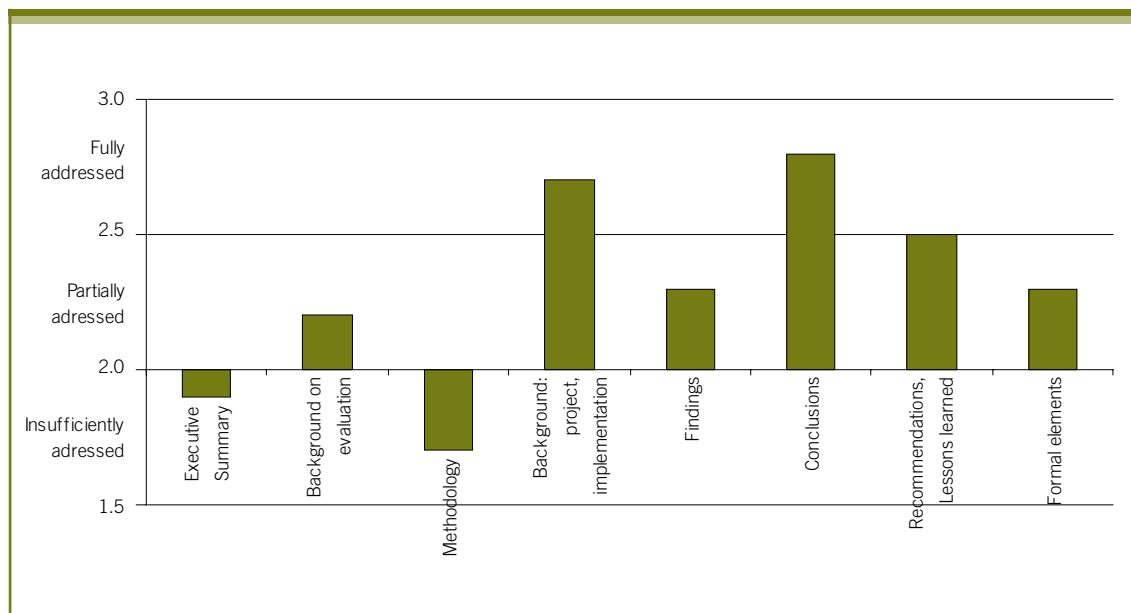
- identify strengths, gaps and patterns in current project evaluation practice for future guidance;
- discover good practices and showcase examples;
- refine the evaluation appraisal methodology; and
- establish a baseline and reference for continued quality monitoring and future reporting.

The methodology involved a checklist of 55 quality criteria relating to content and formal elements, which were grouped into eight main categories:²⁰

- 1) executive summary;
- 2) explanation of purpose, objectives, scope and clients of the evaluation;
- 3) explanation of background of project and review of implementation;
- 4) description and justification of the methodology;
- 5) findings;
- 6) conclusions;
- 7) recommendations and lessons learned; and
- 8) annexes and presentation elements.

EVAL rated the reports according to whether they had addressed these quality criteria fully, partially or not at all.

FIGURE 3
Summary rating score of project evaluation reports by category, 2005



¹⁹ Qualitative maximum variation sample considering the various types of evaluation of technical areas, regions and donors.

²⁰ These were developed from recommended good practice of the OECD/DAC Evaluation Quality Criteria, approved by the OECD/DAC Network on Development Evaluation in March 2006. The criteria with the average results are presented in Annex 4.

The overall quality of the evaluation reports appraised was fair, but EVAL observed considerable variation in quality between them. Whereas some reports rated highly for nearly all criteria (addressing the most important issues, providing balanced and in-depth analysis and meaningful recommendations), others were less rigorous and informative, omitting important aspects of analysis or being vague in their findings and recommendations. Despite some weaknesses, all but one of the reviewed reports were of acceptable quality. The summary score of the rating exercise is presented in Figure 3. The following paragraphs describe the findings for the various criteria in greater detail.

Executive summary. To provide a rapid overview, all evaluation reports should contain an executive summary that briefly features all the key elements of the report, with special emphasis on its conclusions and recommendations. Even though all but two reports had an executive summary, their quality was not always excellent. Only two executive summaries provided a description of the methodology, and one-third of the summaries did not explicitly address the purpose, scope and clients of the evaluation.

Background of the evaluation and description of the methodology. Each report should briefly explain the purpose, objectives, clients and scope of the evaluation. It is also very important to provide a brief description of the methodology applied in the evaluation and the sources of information, including possible biases and limitations. The rating showed that there is considerable room for improvement in this area:

- about half of the evaluation reports did not state the purpose, scope or objectives of the evaluation;
- many did not include a methodology section, or did not explain the methodology in a satisfactory manner;
- few reports addressed methodological limitations or indicated possible biases;
- only seven reports explicitly indicated the evaluation questions that guided the analysis;
- of the six evaluation reports that used sampling or case studies, only one explained the selection method; and
- none of them explicitly referred to ethical safeguards.²¹

Background of the project and review of its implementation. It is important for evaluation reports to provide a brief account of the project, its objectives and strategy, as well as a brief review of its implementation. The evaluations generally did this in a satisfactory manner. However, only 10 of the 16 reports adequately described the role played by constituents and stakeholders in project design and strategy, as well as during implementation.

Findings and conclusions. The findings are a core part of an evaluation. The evaluator should present and analyse the evidence, including negative and positive aspects, and internal and external factors. The conclusions should follow from this analysis, providing well-argued judgements of the performance of the project. The rating exercise revealed that the findings and conclusions were generally of adequate to good quality. However, the quality of the analysis varied. Evaluation reports can be improved by:

- making a clear distinction between the activities carried out and the results of those activities;
- addressing the criterion of impact (that is, long-term development changes);
- addressing the criterion of sustainability, including the exit strategy for the project and issues of national ownership;
- including an assessment of the project's cost-effectiveness;
- addressing the project's performance in relation to the ILO's cross-cutting concerns (gender equality, poverty, the application of standards, the promotion of social dialogue and tripartism).

²¹ Guidance on ethical safeguards has only recently been developed.

Recommendations and lessons learned. These are another core ingredient of evaluation reports. Supported by the conclusions, they should recommend concrete actions related to the project. A report should also contain any lessons learned, which consist of more generalized insight about approaches beyond the immediate project. All the evaluation reports, except for one, included recommendations, and most identified the lessons learned. However, the distinction between the two was not always clear, which makes it difficult to extract broader lessons learned from the evaluation. Most recommendations and lessons learned were pertinent. In some cases recommendations, however, could be written in a more concrete, actionable and critical manner. Four reports explicitly highlighted good practices, but just one offered substantive reasons as to what makes these practices good.

Annexes. Most, but not all of the evaluation reports, contained annexes containing the terms of reference, the list of persons interviewed and documents referenced and, where applicable, the data collection instruments (questionnaire, etc.). None of the reports mentioned the cost of evaluation.

Presentation and formal elements. The presentation, structure and formatting of the evaluation reports, including title page, table of contents, etc., were generally adequate. However, one-third of the reports did not mention the project code, the type of evaluation or the name of the evaluator on the title page. A uniform structure of reports and of the format of the title page would improve clarity and readability.

WORK IN PROGRESS: INDEPENDENT EVALUATIONS IN 2006

Table 1 below gives an overview of all the independent evaluations that will have been carried out by the end of 2006.

TABLE 1

Type, topic and timing of independent evaluations carried out in 2006

Evaluation type	Topic of evaluation	Timing	Dissemination
Strategy	Independent evaluation of ILO strategy for employment-intensive investment	Apr.-Sep. 2006	Summary submitted to PFAC Nov. 2006 Full report public (Internet)
Country programme	Independent evaluation of ILO country programme of support to the Philippines	Apr.-Sep. 2006	Summary submitted to PFAC Nov. 2006 Full report public (Internet)
Project (independent evaluations for projects above US\$ 500,000)	Approximately 65-70 independent project evaluations will be carried out: EVAL is currently monitoring the project portfolio and appraising evaluation processes and reports	Jan.-Dec. 2006	Full reports to donors, partners, national constituents, other stakeholders; Abstracts public (Internet)

Independent evaluation of the project “Integrated small enterprise development (ISED)”, Phase II

Fact box

Background

Micro- and small enterprises (MSE) are an important source of living for millions of people in the regional economy of the Mekong Delta. The Office has committed itself to assist MSE and cooperatives towards improving their incomes and conditions of employment. The 2nd phase of the project was developed with a vision to address the decent work deficits particularly in smaller enterprises, and to contribute to the reduction of poverty in the target areas.

Conclusion of the evaluation

The project deserves full appreciation for its broad approach and its outreach to different target groups. The activities ranging from awareness raising to training and innovative action helped build up local capacities. The spread of activities through local partner organisations in the two countries surveyed made it possible for the ISED project to achieve a high quantitative rate of delivery and outputs in a very short time frame. They were able to train more than 1000 micro-, small and medium-sized enterprises. Furthermore, some 50 local partner organisations are now familiar with several training tools, such as “Gender and Entrepreneurship Together” (GET Ahead), “Know About Business” (KAB) and “Start Your Business” (SYB). In addition, the ISED project continued in its 2nd project phase to pro-

Special concerns of the project

Gender: Women account for a substantial part of economic activity in the Mekong Delta. They play a central role in family enterprises, while having only limited access to education and commercial exchange outside their village. Cultural traces of a formerly centralized economy have left most people with a flue concept of business development.

Youth employment constitutes a major challenge, with an increasing number of young people entering the labour market. Access to basic business services and skills training remains very limited. Offering decent employment opportunities, in particular to young people, is as urgent as satisfying the need of existing businesses for skilled labour.

Technical area: Employment creation through small enterprise development

Countries: Cambodia, Lao PDR

Project start: March 2004 (Phase II)

Project end: Feb. 2006 (Phase I of project: 2002- 2003)

Mid-term evaluation: Nov. 2005

Donor: Netherlands

duce and disseminate business-related video-CDs for the nationwide market. Furthermore, innovative initiatives were launched and tested such as public-private-partnerships, small business associations, and local trade fairs for domestic products. All these activities represent fairly new methods for Cambodia and Laos PD. Also by building new partnerships they bear a huge potential for outreach and sustainability.

Main recommendations

The evaluation strongly recommends to continue the project beyond its current funding phase in order to consolidate the proved and tested initiatives and increase their impact. The consultant urges the ILO to identify new sources of financial support needed to continue the initiatives started by the project and make them sustainable in a long-term prospect. If not, the ILO would lose its credibility in the two countries, and at the same time would miss important opportunities to further refine its technical approaches. ILO's continued presence is even more needed as no other prominent development partner is emerging to take over from the ILO's work. The ILO also has to make up for its delays and deficiencies in the past: notwithstanding the valid contribution of project phase I, there was no long-term staff engaged at that time. Therefore, phase II had to start with the project set-up from scratch. In case of a third project phase, it is recommended to focus on organisational development and develop a vision beyond project support, in order to decrease aid dependency and make the outcomes sustainable beyond the project life cycle.

Chapter 4

Observations and lessons learned from ILO evaluation practices

In 2005 and 2006, the major task of EVAL has been to improve evaluation capacity within the Office. This section outlines some of the major observations and lessons learned by EVAL with regard to current ILO evaluation practices.

The ILO has addressed shortcomings that have been observed in its evaluation practices by:

- providing written guidance on evaluation principles and processes;
- setting up and training a network of evaluation focal persons and evaluation managers;
- building up a database of qualified evaluation consultants; and
- developing an IT supported monitoring system for project evaluations.

Evaluation capacities

There is currently a wide divergence in processes and practices for evaluations in the Office. However, in certain areas of the Office there is a strong capacity to support high-quality evaluations, of which more effective use can be made to strengthen capacity throughout the Office.

The appraisal of evaluation reports has revealed two key factors to improve the quality of evaluations: (1) the quality of evaluator(s); and (2) good management of the evaluation process, including clear guidance for the evaluator on international good practices and the ILO's expectations concerning the process, methodology and product of the evaluation.

Many project evaluations are conducted by teams of both international and national consultants. In the view of the stakeholders involved, this has proved to be a successful combination. While international consultants bring evaluation experience, with appropriate content and format for reports, national consultants contribute local expertise.

Level of resources and timeliness of evaluations

In the past, a number of technical cooperation projects did not plan for evaluation in their project documents or budget, or reserved too few funds for independent evaluations. As a result, some projects for which, according to ILO rules, an independent evaluation should have been carried out, were not properly evaluated. New policies and processes now stipulate that for any project with a budget of over US\$ 500,000, an amount of 2 per cent of the project budget has to be reserved for independent evaluations.

Project evaluations should be scheduled in such a way that their findings contribute to important management decisions, for example concerning the funding of a second phase or the planning of a phase-out strategy. In some cases, evaluations have been planned in an untimely manner, either too early when the project has not yet reached the full implementation stage, or too late, when important decisions have already been taken.

In many cases, the period between the production of the draft report for project evaluations (usually at the end of the evaluation mission) and the official submission of the final report to the donor has been rather long. Even though donors are usually involved in commenting on early versions of the report, this delay should be avoided if evaluations are to remain relevant.

Demonstrating results

Despite some concentrations of strong capacity, the Office does not consistently have well developed monitoring and review plans, indicators and targets, on the basis of which evaluators can conduct their evaluations.

In addition, many programmes and interventions would benefit from better defined baseline assessments and monitoring methodologies which offer more substantive feedback on the performance of specific technical interventions and approaches.

There has been a tendency to consider project evaluations as being “just for the donor”, rather than as a management tool for learning and improving. Whereas some parts of the Office take great care to disseminate evaluation reports widely and ensure that they are accessible, others have no system for the management of evaluation findings and lessons learned, which limits the extent to which they are systematically fed back into the design of new projects.

Partnerships

Many project evaluations do not link project results to the wider ILO country perspective. Contributions to the MDGs and national PRSPs are not yet regular evaluation criteria.

While many project evaluations include stakeholder workshops during the course of the evaluation, in certain cases it appears that national constituents and partners have been involved in evaluations more as informants than as stakeholders. Nevertheless, there seems to be growing awareness of the benefits of the meaningful participation of partners in evaluations. The DWCP planning and review processes have also facilitated the more regular and active involvement of national constituents and partners in evaluation activities.

There is also growing appreciation of the importance of building up the monitoring and evaluation capacities of national constituents and partners so that they can have greater ownership of review processes.

Independent evaluation of the project “Promoting democracy through fundamental principles and rights at work and tripartism in Nigeria (NIDEC)”

Fact box

Background

The project, known as the Nigerian Declaration Project (NIDEC), was implemented by the ILO in cooperation with the United States Department of Labor. It was designed to promote the application of the ILO’s Declaration on Fundamental Principles and Rights at Work. The focus of the pilot project was twofold: 1) to support the reform of existing labour laws in Nigeria; and 2) to build institutions and strengthen local capacity for solving labour disputes through tripartite social dialogue (Ministry of Labour, unions and employers’ associations).

Conclusion of the evaluation

Both of the project’s main objectives (labour law revision and capacity building in key institutions dealing with labour issues) were relevant to the Nigerian context, but were not adequately vetted with local stakeholders prior to project start-up. Project implementation was handicapped by logistics, poor understanding of project objectives by beneficiaries and, in particular, the slow-moving Nigerian bureaucratic environment, elections, slow access to the office promised by the Government and an ad-hoc approach to the implementation of training activities. Despite these external difficulties, NIDEC achieved substantial impact in the area of labour law reform. The provisions of the new labour laws, revised by the tripartite experts brought together in the context of NIDEC, offer the potential for a significant im-

Technical area: Social dialogue

Country: Nigeria

Project start: Aug. 2001

Project end: Dec. 2005

Final evaluation: June 2005

Donor: United States

provement in labour negotiations, labour standards, occupational safety and health and employee compensation. Project stakeholders were exposed for the first time to the process of social dialogue and acknowledge that this experience has given them an important insight into the benefits of tripartite cooperation on labour issues. The project successfully completed the revision of Nigeria’s labour laws and outstanding ILO Conventions were ratified within the extended timeframe. The training component though did not fully achieve its objectives.

Recommendations

In future, similar projects should be designed with greater care in the definition of objectives and indicators. Under NIDEC, the objective of the revision of labour laws was clear, but the component on strengthening institutional capacity was never clearly defined in terms of measurable outcomes. Potential partners should also be consulted as early as possible in the design stage to strengthen their ownership of project design. More time should be allocated for the design and implementation of projects such as NIDEC, in which the interaction of the social partners is critical to success. Training activities should be driven by a formal assessment of the needs of partners, and not by the need for the project to carry out training activities. It also has to be made clear to partners that the purpose of the project is to provide technical assistance, and not direct grants or other materials. Project training should be evaluated on the basis of its quality, substance and relevance to participants.

Country context Nigeria

Nigeria was considered an early candidate for this type of project as it had only recently held its first democratic elections (1999) following 29 years (1966-1979 and 1983-1999) of military rule. Nigeria was reviewing its labour laws with a view to possible reform. And since it was seeking to improve its image as an open and pluralistic society, the new Government was open to a tripartite approach. Social dialogue was also seen to have the potential to help in some of the other daunting tasks confronting the new Government: rebuilding an oil- and gas-based economy, defusing long-standing ethnic and religious tensions, institutionalizing democracy and overcoming endemic corruption and mismanagement.

Chapter 5

Proposed evaluations for 2007

This chapter presents the proposed agenda for major independent evaluations in 2007. The agenda responds to all the requirements of the new evaluation policy and strategy framework in terms of the number and timing of evaluations by type of activity.²²

In the past, a tentative list of evaluations was included in the preview of the Programme and Budget proposals. Since the adoption of the new evaluation policy, the discussion of the annual evaluation report offers a pertinent framework for considering together past, recent and future major evaluation activities.

Selection of evaluation topics

A transparent two-stage selection process is applied for the determination of topics for major independent evaluations.²³ In the first stage, a list is compiled of the principal evaluable ILO strategies (Programme and Budget outcomes), country programmes or major themes. (Evaluability criteria are, for example, that the strategy or programme has been implemented for a minimum of two years and has not been evaluated recently). In the second stage, the final candidates for evaluation are chosen from the list, taking into account the strategic value of their evaluation for the ILO. The choice is also guided by discussions and requests by the various Governing Body committees, special concerns of senior management and other strategic considerations.

Finally, the selection is validated by the internal evaluation advisory committee. This process complies with the requirements of transparency and objectivity in the selection process.

Priority independent evaluations in 2007

As indicated in table 2 below, four major independent evaluations will be conducted in 2007. These do not include the 60 to 70 independent project evaluations that will also be carried out, as well as internal or self-evaluations of country programmes, thematic areas and projects. In accordance with the evaluation policy, strategy and country programme evaluations will be managed by EVAL. The thematic evaluation of the Global Employment Agenda (GEA) will be managed by the Employment Sector and facilitated by EVAL. This evaluation programme fully responds to the requirements of the new evaluation policy in terms of the Office's minimum evaluation agenda.

Evaluation of the ILO's strategy for improving the impact of standards. The proposed evaluation will assess the ILO's strategy for "improving the impact of standards" (outcome 1b.1), which is linked to operational objective 1b on normative action in the Programme and Budget. It will review the strategy's relevance and strategic fit within the ILO's strategic framework, its contribution to national and global development goals, and the Office's performance in supporting this strategy effectively and efficiently. It will focus on the ILO's contribution to raising awareness and knowledge of ILO standards and improving capacities to support implementation. The terms of reference setting out the evaluation's focus, scope and approach are being prepared in consultation with key stakeholders in the Office, constituents and external experts.

²² GB.294/PFA/8/4, Table 1.

²³ Major independent evaluations include strategy/policy evaluations, country programme evaluations and high-level thematic evaluations, the results of which are presented to the Governing Body.

TABLE 2

Type, topic and timing of major independent evaluations planned for 2007

Evaluation type	Topic of evaluation	Timing	Dissemination
Strategy	Independent evaluation of ILO strategy for improving the impact of standards	Jan.-Jul. 2007	Summary submitted to PFAC Nov. 2007 Full report public (Internet)
Country programme	Independent evaluation of ILO country programme of support to Ukraine	Sep. 2006- Feb. 2007	Summary submitted to PFAC Nov. 2007 Full report public (Internet)
Country programme	Independent evaluation of ILO country programme of support to Argentina	Mar.-Aug. 2007	Summary submitted to PFAC Nov. 2007 Full report public (Internet)
Thematic	Independent evaluation of ILO Global Employment Agenda (GEA) in the context of DWCPs	Oct. 2006- Mar. 2007	Summary submitted to ESP Committee Nov. 2007 Full report public (Internet)

Evaluation of ILO's country support programmes to Argentina and Ukraine. In accordance with the evaluation policy, the Office has to conduct two country programme evaluations a year. After piloting country programme evaluations in 2006, with the evaluation of the Philippines country programme, the Office plans to evaluate the country support programmes for Argentina and Ukraine. The selection of the country programmes was undertaken in close consultation with the ILO's regional offices.

Ukraine is one of the most significant technical cooperation portfolios in the Europe and Central Asia region²⁴ and is the largest country in the South-East Europe subregion. Ukraine is also an interesting case in view of the economic and social transformation process it is going through, so that the evaluation can examine how successful the ILO has been in adapting its support to these changing circumstances.

Argentina is the first country in the Latin American and Caribbean region to adopt a fully fledged Decent Work Country Programme. The national DWCP for 2004-2007 has been in place for a sufficiently long period to assess its contribution to the achievement of national decent work objectives. The timing of the evaluation is also useful in guiding the development of the next DWCP.

Country programme evaluations assess the extent to which the ILO's work in the respective countries are aligned with each other and with the ILO's strategic priorities, national development priorities and the priorities of constituents. The evaluations will further assess how effective the ILO's support to the two countries has been in helping them achieve their decent work objectives. Special emphasis will also be placed on national-level partnerships and how the country programmes fit into the broader United Nations Development Assistance Framework (UNDAF).

Evaluation of the Global Employment Agenda (GEA) in the context of the DWCPs. This independent thematic evaluation was requested by the Committee on Employment and Social Policy (ESP) at the Governing Body's 295th Session (March 2006).²⁵ The evaluation will assess the extent to which ILO's country work on employment draws on the Global Employment Agenda (GEA). It will focus on the

²⁴ Eight active projects in 2006-07, totalling approximately US\$ 2 million.

²⁵ GB.295/ESP/1/3: "Suggested modalities for evaluation of the GEA in the context of decent work country programmes".

following two questions: i) the impact or added value of the Office's work, both at headquarters and in the field, in the formulation and implementation of national employment strategies; and ii) the contribution of the GEA and its operational framework to national employment policies. The evaluation report will be submitted to the ESP in November 2007.

Independent evaluation of the project “Measuring longer-term impact on children and families through tracking/tracer methodologies”

This evaluation is of special interest because it assesses the value of an impact assessment methodology as such. The evaluation provides insight into a new technical approach, rather than to assess a specific development intervention.

Background

The aim of the project was to develop and pilot test tracer and tracking methodologies for measuring the impact of child labour interventions through documenting the changes that have occurred in the lives of beneficiaries and their families. The primary aim was to develop a methodological tool that can be used by existing and new IPEC projects, as well as by non-IPEC child labour interventions. The project tested tracer and tracking methodologies in a variety of different settings to learn about the overall potential of tracer and tracking approaches and how these, or similar, approaches could be further developed and used most effectively in the future.

Conclusion of the evaluation

The pilot project has demonstrated the potential of the tracer and tracking approach as a tool that can identify the impact of some child labour interventions. The complementary use of tracer and tracking methodologies provide a better understanding of the dynamics of child labour over time, providing the most cost-effective and accurate data. The approach to pilot test the methodology represents a good practice in itself, which could serve as a model for the testing of proposed methodologies in other contexts.

Key words

Tracking: involves following a sample of direct project or programme beneficiaries (children/families) through repeated enquiry over a period of time.

Tracking Systems were developed in: Panama, Mongolia and United Republic of Tanzania

Tracing: involves a retrospective look at a sample of children who had been exposed to a child labour intervention.

Tracer studies tested and carried out in: Ecuador, Indonesia, Turkey, United Republic of Tanzania, Sri Lanka and Uganda

Fact box

Technical area: Child labour

Countries: Inter-regional

Project start: Sept. 2002

Project end: Dec. 2005

Final evaluation: Sept. 2005

Donors: United States (United Kingdom)

Main recommendations

Tracer and tracking methodologies should be recognized as tools for impact assessment most suitable for interventions targeting individuals. Greater coordination between tracer studies and tracking systems on the one hand, and project monitoring, baseline surveys and child labour monitoring on the other would strengthen the use of the approach. A more participatory approach should be adopted to develop greater commitment and ownership at the field level, with improved cooperation and support for tracer and tracking approaches, and increase the relevance and use of the information generated at the local level. Future applications of tracer studies and tracking systems should be used strategically with greater emphasis on identifying the “why” and “how” of child labour interventions.

Follow-up

Based on these recommendations, ILO/IPEC has developed a new project proposal to be submitted to the United States Department of Labour at the end of 2006 on further work on the “Impact Assessment Framework”. This will incorporate tracer studies and tracking systems into a broader impact assessment framework that will develop guidelines and methodologies to look further and deeper at the impact of wider policies and capacity building on child labour.

Chapter 6

Conclusion

Main achievements

In 2005, the ILO strengthened its evaluation function by:

- creating the new central Evaluation Unit in March 2005; and
- the PFAC's adoption of a new evaluation policy and strategic framework, which is aligned with current international good practices in the field of evaluation.

Within the limits of its available resources and the functions entrusted to it by the Director-General, EVAL has been managing a continuous process of change for the strengthening of evaluation practices in the Office. In line with the new evaluation policy, the ILO has strengthened evaluation procedures and capacities with a view to:

- enhancing the credibility, impartiality and integrity of independent evaluations; and
- improving monitoring and self-evaluation.

Box 1 below summarizes the main achievements.

In 2005, the Office managed two independent strategy evaluations and commissioned and supported one external review. In addition, 65 independent project evaluations were carried out.

BOX 1

Strengthening evaluation in the ILO – Main achievements

Several indicators attest to the fact that the evaluation function has been consistently strengthened in the ILO:

- (i) creation of the new central Evaluation Unit;
- (ii) adoption of a new evaluation policy and strategic framework which is aligned with current international good practices;
- (iii) creation of Office-wide standards for the practice of evaluation;
- (iv) strengthened policies, procedures and practices for independent evaluations;
- (v) enhanced organizational capacity to conduct and follow up independent evaluations;
- (vi) development of guidance on methodologies, policies and procedures for monitoring and evaluation, including self-evaluation;
- (vii) public and internal websites enabling wider dissemination and easy access to guidance materials and abstracts of evaluation reports;
- (viii) establishment of a network of evaluation focal persons in the sectors and regions to support evaluation;
- (ix) development of a database to monitor and track project evaluations.

Priority areas for action

In order to further improve accountability, transparency and organizational learning in the ILO, the Office needs to continue to strengthen evaluation. The priority areas for improvement in the coming year are summarized below:

- the continued harmonization of evaluation policies and practices across ILO units – action will focus on monitoring the quality of evaluations and applying clear rules and guidance on roles and responsibilities for evaluation, including follow-up;

- the delivery of training and the expansion of guidance for the planning of monitoring and evaluation, including on the design of baseline assessments – this will be supplemented by a desk review of current practices in these two areas so that the targeting of support can be improved;
- use of the results of the quality appraisal of project evaluations as a baseline to improve appraisal tools, thereby enhancing the quality of independent project evaluations;
- building of the monitoring and evaluation capacity of constituents, with the assistance of the evaluation focal persons in the regions;
- improved monitoring of the schedule for project evaluations, with a view to ensuring better adherence to the schedule and closing the gap between evaluations that are planned and those actually carried out;
- the further development of the current database of evaluation information into a web-based searchable database, that include terms of reference, abstracts of evaluation reports, lessons learned and action plans for the follow-up of all types of evaluations, which will enhance transparency and facilitate knowledge sharing;
- the continued strengthening of practices to ensure the proper use of evaluation findings and recommendations and proper management follow-up, including for project evaluations – this will facilitate knowledge management and systematic learning from evaluations so that the insights generated feed back into the programming and planning cycle;
- more rigorous collaboration in joint evaluation activities within the United Nations and national development networks and ensuring that partners play a more active role in evaluations and that greater attention is given to feedback from partners.

At the beginning of 2007, the ILO's evaluation strategy will be strengthened through the availability of extra-budgetary funding, which will mainly be used for decent work country programme evaluations and self-evaluations, as well as for expanding capacities for the management of evaluations and the sharing of the knowledge obtained from them.

In conclusion, it is hoped that the annual evaluation report, of which this is the first, will serve to broaden dialogue between the Office and the Governing Body on matters relating to evaluation. The report is also intended as an instrument for presenting the ILO's progress in evaluation practices to its peers and partners within and outside the United Nations system.

Annex 1

List of independent strategy evaluations and thematic evaluations conducted in 2005

TABLE 3

List of independent strategy evaluations conducted in 2005

Managed by	Type	Title	Conducted by
EVAL	Independent evaluation	InFocus Programme on Social Dialogue, Labour Law and Labour Administration (IFP/Dialogue)	Independent Consultant + EVAL
EVAL	Independent evaluation	InFocus Programme on Socio-economic Security (IFP/SES)	Independent Consultant + EVAL
EVAL	External review	ILO's implementation of results-based management	UN Joint Inspection Unit (JIU)

TABLE 4

List of independent thematic evaluations conducted in 2005

Managed by	Donor	Project Title
CODEV	Netherlands	Joint technical review of the ILO-Netherlands Partnership Programme (INPP)
CODEV	United Kingdom	Evaluation of the DFID-ILO Framework Arrangement

Annex 2

List of independent project evaluations conducted in 2005

The following table, arranged by thematic area and country, lists all the 65 independent evaluations of TC projects conducted in 2005. All evaluated projects had a budget over US\$ 500,000. The 16 evaluation reports marked with a (*) are the sample of the rating exercise.

TABLE 5
List of independent project evaluations conducted in 2005

Region	Donor	Project Title
PRINCIPLES AND RIGHTS AT WORK		
Bangladesh	Netherlands	A time-bound programme for the elimination of child labour in the urban informal sector in Bangladesh
	United States	Eliminating the worst forms of child labour in Bangladesh
	United States	Women's empowerment through employment and health project, Dhaka (WEEH)
	United States	(*) A partnership approach to improving labour relations and working conditions in the Bangladesh garment industry
Brazil	United States	Support to the time-bound programme on the elimination of the worst forms of child labour in Brazil
Costa Rica	Canada	(*) Support to the time-bound programme on fighting the worst forms of child labour in Costa Rica, Phase I and II
Ecuador	United States	(*) Support to the time-bound programme on fighting the worst forms of child labour in Ecuador
Guatemala	United States	Prevention and gradual eradication of child labour in fireworks production in Guatemala, Phase II
	United States	(*) Progressive eradication of child labour in gravel production in Retalhuleu, Guatemala
Indonesia	United States	Supporting the time-bound programme on the elimination of the worst forms of child labour in Indonesia
Inter-regional	United States	Measuring longer term impact on children and families through tracking/tracer methodologies
Jordan	United States	National program to combat child labour in Jordan
Mongolia	United States	National programme for the prevention and elimination of child labour in Mongolia, Phase II
Morocco	United States	Combating child labour in Morocco by creating an enabling environment and developing direct action against the worst forms of child labour in rural areas
Nepal	United States	Nepal bonded labour project
Nicaragua	United States	Eradication of child labour in the dumpsite of La Chureca, Managua
Pakistan	Switzerland	Combating child labour through education and training, Phase II
Philippines	United States	Supporting the time-bound programme on the elimination of the worst forms of child labour in the Republic of the Philippines

(cont.)

List of independent project evaluations conducted in 2005 (cont.)

Region	Donor	Project Title
Region Africa	United States	Regional programme on prevention, withdrawal and rehabilitation of children engaged in hazardous work in commercial agriculture
	United States	(*) West Africa cocoa and commercial agriculture project to combat hazardous and exploitative child labour (WACAP)
	United States	Building the foundations for eliminating the worst forms of child labour in anglophone Africa
	United Kingdom	(*) Action programme against forced labour and trafficking in West Africa (PATWA) (Nigeria and Ghana)
Region Americas	United States	Progressive eradication of child labour in the commercial agriculture sector in Central America and the Dominican Republic
	United States	Prevention and elimination of commercial sexual exploitation of boys, girls and adolescents
	Italy	Prevención y erradicación del trabajo infantil en los basureros de Guatemala, El Salvador y Honduras
	Spain	Erradicación del trabajo infantil en América Latina, Fase II
	United States	Program for the prevention and progressive elimination of child labour in small-scale traditional gold mining in South America, Phase II
	United States	USDOL/ILO Management and labour cooperation project for the promotion of human resource-oriented enterprise strategies and workplace partnerships in the Caribbean (PROMALCO)
	United States	Prevention and gradual elimination of child labour in agriculture in Central America, Panama, and the Dominican Republic, Phase II
Region Asia	United States	Combating child trafficking for labour and sexual exploitation
	United Kingdom	Project on mobilizing action for the protection of domestic workers from forced labour and trafficking in Southeast Asia
Senegal	United States	Project of support for the implementation of a time-bound programme on the elimination of the worst forms of child labour in Senegal
Turkey	United States	(*) Supporting the policy and time-bound programme for the elimination of the worst forms of child labour in Turkey
Yemen	United States	National program on the elimination of child labour in Yemen
EMPLOYMENT		
Argentina	Italy	(*) Programa integrado de apoyo para la reactivación del empleo en la Argentina
India	United States	Decent employment for women in India project (DEW), Phase I
Inter-regional	Switzerland	ILO/Swiss Inter-regional project on addressing labour issues through national cleaner production centres
	Italy	Strengthening strategic partnership for ILO's crisis response
Madagascar	Norway	Investissements à haute intensité de main-d'œuvre (HIMO) – routes
	Norway	Investissements à haute intensité de main-d'œuvre (HIMO) – bâtiments
	Norway	Investissements à haute intensité de main-d'œuvre (HIMO) – urbain and communal

(cont.)

List of independent project evaluations conducted in 2005 (cont.)

Region	Donor	Project Title
Region Africa	Netherlands	Renforcement des capacités productives des pauvres a travers l'éducation/formation et la promotion de l'entrepreneuriat coopératif et associatif
	Netherlands	(* Poverty reduction among unprotected informal economy workers through trade union-cooperative joint action (SYNDICOOP)
Region Americas	Netherlands	Programa regional de empleo sostenible (PRES), Fase II (Bolivia, Perú, Honduras, Nicaragua)
	Netherlands	Education in labour, employment and rights of indigenous people
	Netherlands	Promotion of decent jobs for poor and migrant women in Honduras, Nicaragua and Costa Rica
Region Asia	Japan	Strategic approaches towards employment promotion (ILO/PEP)
	United States	Expanding economic opportunity and income security through workflow education, skills training, employment creation, and local economic development in Pakistan and the Philippines
	Japan	ILO/JAPAN Regional programme on expansion of employment opportunities for women (EEOW) (Cambodia and Vietnam)
	Netherlands	(* Integrated small enterprise development project (ISED), Phase II
Zambia	Sweden	Developing business service markets for micro and small enterprises in Zambia

SOCIAL PROTECTION

Region Europe	Ireland	(* Employment, vocational training opportunities and migration policy measures to prevent and reduce trafficking in women in Albania, Moldova and Ukraine
Vietnam	Germany	(* Safe work and integrated labour inspection

SOCIAL DIALOGUE

Colombia	United States	(* The improvement of labour relations and the promotion of women's economic equality in Colombia project
Jordan	United States	Strengthening the social partners capacity for promotion of social dialogue in Jordan
Nigeria	United States	Promoting democracy through fundamental principles and rights at work and tripartism in Nigeria, Phase I
Region Africa	Switzerland	ILO/Swiss Project for regional conflict management and enterprise-based competitiveness development
Region Americas	United States	Libertad sindical, negociación colectiva y relaciones de trabajo en Centro América
	Spain	Proyecto de fortalecimiento de los mecanismos institucionales para el diálogo social
Ukraine	United States	Promoting fundamental principles and rights at work in Ukraine
Vietnam	United States	(* USDOL/ILO Vietnam industrial relations project

(cont.)

List of independent project evaluations conducted in 2005 (cont.)

Region	Donor	Project Title
OTHERS		
Region Africa	Netherlands	(*) Promoting gender equality and decent work throughout all stages of life
	Netherlands	Strengthening African trade unions' capacity to address gender inequality in the world of work through basic education and legal literacy
	United Kingdom	(*) Employment creation in municipal service delivery – improving the living conditions for the poor
Region Asia	United Kingdom	The informal economy, poverty and employment: an integrated approach

Annex 3

Statistical overview of independent project evaluations conducted in 2005

TABLE 6
Independent project evaluations 2005 by technical area

	Technical area	Number	Percentage
Standards	International Programme on the Elimination of Child Labour	29	44.6%
	Programme for the Promotion of the Declaration	5	7.7%
	Standards total	34	52.3%
Employment	Employment strategy	2	3.1%
	Employment-intensive investment	3	4.6%
	Employment policy and advisory services	2	3.1%
	Cooperatives	2	3.1%
	Crisis response	2	3.1%
	Boosting employment through small enterprise development	4	6.2%
	Management and corporate citizenship	1	1.5%
	Skills development	1	1.5%
	Employment total	17	26.2%
Social dialogue	Social dialogue, labour law and labour administration and sectoral activities	8	12.3%
	Social dialogue total	8	12.3%
Social protection	International migration	1	1.5%
	Safety and health at work and the environment	1	1.5%
	Social protection total	2	3.1%
Others	Gender	2	3.1%
	Integration	2	3.1%
	Others total	4	6.2%
	ILO total	65	100.0%

TABLE 7
Independent project evaluations 2005
by region

Region	Number	Percentage
Americas	20	30.8%
Asia	19	29.2%
Africa	17	26.2%
Europe	3	4.6%
Arab States	3	4.6%
Inter-regional	3	4.6%
Global total	65	100.0%

TABLE 8
Independent project evaluations 2005 by
timing

Timing	Number	Percentage
Final evaluation	36	55.4%
Interim evaluation	29	44.6%
Total Evaluations	65	100.0%

Annex 4

Quality appraisal of independent project evaluation reports concluded in 2005

Of the 65 independent project evaluations completed in 2005, a sample of 16 evaluation reports was rated. The criteria for the qualitative maximum variation sample were: timing of the evaluation (interim or final), as well as regions, technical area and project donors. EVAL endeavoured to obtain a good cross section all project reports which, even if not representative, at least offers a fair reflection of all the reports prepared.

TABLE 9

Legend for quality appraisal exercise

Score	Extent to which quality criteria in category were addressed
1.0 – 1.5	not addressed
1.6 – 2.0	insufficiently addressed
2.1 – 2.5	partially addressed
2.6 – 3.0	fully addressed

TABLE 10

Overview of average scores per rating category

	Rating categories	Average score	Results
A	Executive summary	1.9	insufficiently addressed
B	Background on evaluation	2.2	partially addressed
C	Description of methodology	1.7	insufficiently addressed
D	Background on project, review of implementation	2.7	fully addressed
E	Findings	2.3	partially addressed
F	Conclusions	2.8	fully addressed
G	Recommendations, lessons learned	2.5	partially addressed
H	Presentation and formal elements	2.3	partially addressed
	Rating categories	Properly addressed	Not properly addressed
I	Title page	79%	21%
J	Annexes and references	53%	47%

TABLE 11
Detailed average scores per rating criterion

	Average Score
A Abstract / Executive Summary	
1 Report contains abstract/ summary	2.8
2 Abstract mentions type (internal/ independent) and timing (interim/ final) of evaluation (if not on title page)	1.6
3 Abstract mentions purpose, scope and clients of evaluation	1.7
4 Abstract gives brief description of methodology	1.2
5 Abstract gives brief description of the development intervention: purpose, logic, structure, context	1.8
6 Abstract gives summary of main findings and conclusions	2.3
7 Abstract gives main recommendations and lessons learned, if appropriate	2.0
B Background on evaluation	
1 Brief description of purpose, objectives and clients of evaluation, justification why it is undertaken this time	2.2
2 Scope and focus of evaluation are described and are realistic	2.3
C Methodology	
1 The evaluation questions are listed (or reference to annexed TOR where they are mentioned) and any revisions to the original questions	2.1
2 Transparent description of evaluation methods and data collection instruments used, and recognition of limitations and potential sources of bias (4.1)	2.1
3 If sampling is being used, explanation of any sample, including limitations regarding representativeness of evaluation sample	1.2
4 Description of sources of information and data used, including recognition of limitations and potential sources of bias	2.3
5 Description and rationale for stakeholder participation in evaluation process is given	1.8
6 Evaluation reports indicates that ethical safeguards have been followed in the evaluation process, including protection of confidentiality and respect of rights and values	1.0
D Project background and review of implementation	
1 Brief description of the objectives and rationale of the development intervention, including problem context and demand for ILO's support	2.9
2 Brief description of the original intervention logic and strategy of the development intervention and later revisions	2.8
3 Brief description of the organisational arrangements for implementation of development intervention and review of its implementation	2.6
4 Contributions and role of ILO, the project partners and other stakeholders to the development intervention are briefly described	2.4

(cont.)

Detailed average scores per rating criterion (cont.)

	Average Score	
E Findings		
1	The standard evaluation criteria are being applied. Explanation is included for criteria not used or not considered applicable as for additional criteria used	2.8
2	Findings are relevant to the scope and purpose of the evaluation.	2.9
3	Findings are supported by analysis of data. Any discrepancies between the planned and actual implementation of the development intervention are explained	2.5
4	All evaluation questions are addressed or an explanation is included for questions that could not be answered	2.6
5	The report presents and distinguishes findings at the different levels of the intervention logic: outputs, outcomes and – where possible – impacts	2.4
6	Analysis of results includes appropriate discussion of the factors of success and constraints and the role of the partners	2.4
7	Reasons for accomplishments and failures, especially continuing constraints are identified as much as possible.	2.5
8	To the extent feasible, the report includes analysis of cost effectiveness	1.9
9	Report contains findings on the incorporation of tripartism and promotion of social dialogue of the development intervention	1.8
10	Report contains findings on the performance of the development intervention in promoting standards	1.8
11	Report contains findings on the effectiveness of the development intervention to reduce poverty	1.8
12	Report contains findings on the gender performance of the development intervention	2.1
F Conclusions		
1	Conclusions follow from findings and are consistent with data and methods.	2.8
2	Judgments about the program that cover merit and worth are included.	2.8
G Recommendations and lessons learned		
1	Recommendations are included; they are firmly based on evidence and findings of report	2.8
2	Recommendations and lessons learned are relevant, realistic and targeted to the intended user	2.9
3	Recommendations are worded constructively and are presented in a clear, concise and actionable manner, specifying who is called upon to act	2.5
4	Lessons learned, when presented, are generalized beyond intermediate intervention being evaluated	2.3
5	If applicable, good practices are highlighted; it is argued what makes them a good practice for what	2.3
H Presentation and formal elements		
1	The presentation and formatting of the report is clear and readable	2.9
2	Report contains table of contents. Table of contents contains at least all first and second level headers in the reports	2.8
3	Lists of tables, figures, and appendices are included, if appropriate	2.1
4	List of acronyms or abbreviations is included, if appropriate	2.1
5	Acknowledgments section references sponsors, data collectors, informants, contributors to the report, research assistants, reviewers of the report, etc.	1.5
6	Charts, tables, graphs in text are understandable and appropriately and consistently labelled	2.4

(cont.)

Detailed average scores per rating criterion (*cont.*)

	Properly addressed ¹
I Title page	
1 Project name(s) on title page	100 %
2 Project code(s) on title page	69 %
3 Indication of type (internal/ independent) of evaluation	63 %
4 Indication of timing (interim/ final) of evaluation	88 %
5 Date of completion of evaluation report	94 %
6 Name(s) of evaluator(s) who authored the report and, if applicable, organization/company they are affiliated to	63 %
J Appendices and references	
1 Terms of reference are included	63 %
2 List of persons interviewed and sites visited are included	94 %
3 Data collection instruments are included (if applicable)	25 %
4 Cost of evaluation included	0 %
5 Data and information in the appendices are clearly presented and explained	81 %

¹ The criteria ratings for the title page and the appendices were dichotomous "yes/no".