ILO Governing Body approves all recommendations from the Annual Evaluation Report without amendments and discusses three high-level evaluations

The 334th session of the Governing Body (GB) discussed the Evaluation Office’s (EVAL) Annual Evaluation Report 2017-18, and three high-level independent evaluations: ILO’s capacity development efforts 2010-2017; ILO’s strategy and actions for improved youth employment prospects 2012-2017; and ILO’s programme of work in Lebanon and Jordan in terms of Decent Work and the response to Syrian Refugee Crisis 2014-2018. Constituents welcomed progress made in innovating EVAL’s knowledge management facilities and in strengthening constituents’ capacities to engage in evaluations of Decent Work Country Programmes (DWCPs) and national SDG reviews. They also supported proposals for a more transformative approach in measuring the effectiveness of ILO’s activities through a more comprehensive and strategic validation process.

The findings and recommendations of the three high-level evaluations generated a lively exchange of positions and opinions on performance and follow up. There was a consensus on the need to ensure that capacity-development efforts in the ILO were updated to reflect the current context of the world of work, the SDGs and the ongoing reform of the UN development system. Programmes, projects and constituents should be sufficiently engaged to allow their own capacity to be strengthened as part of a broader strategy of organizational development. The Office was requested to take the recommendations of the evaluation into account when developing a capacity-development strategy due by March 2019. With youth unemployment not decreasing there was strong support for the recommendation that the ILO should promote holistic solutions to address youth employment rather than piecemeal approaches. It was also recognized that a better balance between supply-side measures and demand-side initiatives to promote youth employment was needed and that more efforts could be made to take into account the role and concerns of employers in such projects. Regarding the ILO’s programme of work in Lebanon and Jordan, the complexity of the evaluation and the information gaps were recognized. The progress made on employment and social protection for Syrian refugees in Jordan and Lebanon was welcomed, but concern was expressed about gaps in areas such as rights, working conditions and social dialogue. In general, Constituents felt that the evaluation adopted a low-risk approach towards the Syrian refugee crisis, rather than propose a more ambitious path for the ILO.

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Think Piece: Improving ILO evaluation methods to better capture ILO’s specific normative and social dialogue mandate

The ILO’s tripartite and normative mandates are unique contextual factors for the Organization’s programme and project interventions. In response to the recommendations in the Independent Evaluation of the ILO’s Evaluation Function (2016), EVAL has been examining how evaluations could be improved by making them more responsive to the Organization’s normative mandate and its objectives and mechanisms of social dialogue. This 14th edition of Think Pieces studied frameworks for helping to bring both mandates into the spotlight in existing evaluation methods.

The study proposes a number of operational suggestions to supplement existing evaluation approaches. This includes making appropriate adaptations to evaluation questions and to give greater consideration to these issues when designing projects and their theory of change (ToC). Other less desirable options are for the evaluator to reconstruct the ToC to better assess the contribution of the project to ILO’s normative and social dialogue mandate.

Planned studies

Rolling quality appraisals

EVAL conducts regular appraisals of the quality of independent evaluation reports. In 2017, EVAL made some radical changes to its quality appraisal (QA) methodology. The overhaul of the QA system continues with a shift to a rolling quality appraisal system. The purpose of this new approach to quality appraisal is to validate the quality of evaluation reports shortly after they have been completed and approved by EVAL. This will allow EVAL to assess early on whether evaluations are of good enough quality to act upon. In addition, evaluation consultants will send a short questionnaire to the concerned Evaluation Manager to determine his or her compliance with evaluation policy guidelines. Such an approach will enable EVAL to detect quality issues quickly and to take immediate action to address them. In the ILO, the scope of the quality appraisals varies from year to year. Over a seven-year period (2010 to 2016), the average number of evaluations was 46.

Evaluation and the Centenary

In 2019, the ILO will celebrate its 100th anniversary. The Centenary will be an opportunity to celebrate the ILO’s achievements and to reaffirm the ILO’s position as the authoritative global organization for the world of work. Formal evaluation in the ILO does not extend back one hundred years. Nonetheless, EVAL will produce a case study of the historical evolution of the ILO’s evaluation function. One of the conclusions of the study is that many of the issues that were of concern to the ILO in the mid-1960s when the evaluation function began are still important for EVAL and which were prominently featured in the 2017 evaluation policy and the 2018-21 evaluation strategy.

Impact evaluation – Review Facility and Community of Practices

EVAL provides technical support to technical departments, regions, countries and projects in ILO to carry out evaluations and assessments that focus on the level of impact. Departments and regions voluntarily submit evaluation proposals, designs and reports for EVAL’s technical experts to review through its Impact Evaluation Review Facility. To date, 6 reviews have been carried of impact evaluations at various stages, including one IE both at the design and mid-line stage. Please contact EVAL_IMPACT@ilo.org if interested in using the facility. Communities of Practice sessions provide another form for review as part of the ongoing experience sharing in ILO on impact evaluation. Over 10 of these sessions with presentations by implementers and questions from colleagues have been carried out,
some serving as required peer review as part of good research design. Some sessions have presented first the design and then the baseline and final analysis. Upcoming sessions planned will focus on three impact evaluations of child labour interventions, including two on non-ILO interventions, and on an impact evaluation of Entrepreneurship Guarantee Loan on Youth Entrepreneurship in China.

Transformative approach to evaluations in ILO (based on work on ILO specific evaluations concerns and use of strategic cluster evaluations)

Two consultative studies are underway. One is to assess the ways and means of further aligning evaluation frameworks with the ILO’s specific mandate and context (based on the Think Piece mentioned on page 2). The second is on the principles, processes and practices needed to cluster evaluations in an effective, efficient and appropriate manner. The outcome of the studies will be brought together in an ILO specific evaluation framework that will be pilot tested during 2019 in five pilot studies. Based on this, the intention is to: (a) develop a procedure for clustering evaluations which under the right conditions could be increasingly used as the main modality, and (b) to establish an evaluation framework with a focus on ILO specific mandates that can both be used for ILO evaluations at all levels and for advocating the inclusion of such concerns in evaluations more broadly.

Decent work results and effectiveness of ILO operations: Meta-analysis of development cooperation evaluations on an ongoing basis

As part of analysing the ILO’s overall effectiveness, EVAL has carried out regular biennial meta-analysis studies covering the periods 2009-2010, 2011-2012 and 2013-2016. These studies have been using a set of established performance criteria under the headings of strategic relevance and alignment; effectiveness, sustainability and impact; and implementation performance and efficiency of management and resource use.

EVAL will now institute a rolling analysis of evaluation reports providing up to date decent work results assessments for development cooperation activities to be reported in each Annual Evaluation Report and to be used for wider assessment of the ILO development effectiveness and achievements as discussed in the latest Annual Evaluation Report 2017-18.

New Books and Articles on Evaluation

Toolkit for impact evaluation of public credit guarantee schemes for SMEs by the World Bank Group. Summary from World Bank Group, “The Toolkit for Impact evaluation of public credit guarantee schemes for Small and Medium Enterprises (SMEs) has been created with the objective of identifying a set of uniform methodologies for assessing the financial and economic impact of public Credit Guarantee Schemes (CGSs) as systematically and objectively as possible. A uniform methodology set can ensure comparability across time and countries, and therefore can provide a global reference for impact evaluations of CGSs. The Toolkit is intended to provide guidance to CGS managers, policymakers and stakeholders on how to design and implement an effective and efficient CGS impact evaluation.”

News from the Departments

Employment Policy Department

High-level evaluation of the ILO’s strategy and actions for improved youth employment prospects 2012-2017

In 2018, EVAL conducted an independent evaluation of ILO’s strategy and actions for improved youth employment prospects. The evaluation assessed the relevance, effectiveness, efficiency, impact and
Relevance of ILO’s strategy and actions
The work on youth unemployment remains as relevant now as it was in 2012. Global youth unemployment rates are high, and rising in some regions. The ILO’s expertise continues to be highly relevant. The organization’s work is responsive to new developments, including the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205). Over the years, the ILO has extended its technical advice to new areas of work and has remained broadly relevant to the diverse needs of young people, including those disadvantaged in the labour market. Better youth engagement should be pursued. Significant work has been done to identify good practices and disseminating information on “what works.” Significant products delivered included the four Global Employment Trends for Youth reports, and the wealth of data on school-to-work transition from the ILO–MasterCard Foundation project.

Coherence of operations
The ILO’s work in youth employment has helped leverage support and action for the ILO’s broader Decent Work Agenda. Lack of cohesion is a concern that goes beyond the ILO’s own work in youth employment. The Office needs to be careful not to focus on the use of single tools and rather promote holistic solutions. The ILO also needs to exploit all the potential synergies in its work. Tripartite involvement has generally been insufficient at different stages of the development and implementation of policies and programmes.

Effectiveness of work
The ILO aligned its work with the “The youth employment crisis: A call for action”, approved at the 101st session of the International Labour Conference (ILC) in 2012, and with its seven-year follow-up plan endorsed by the Governing Body. Within these, examples of effective interventions were found (Global Initiative on Decent Jobs for Youth or the School-to-Work Transition project). At the regional level, key initiatives also contributed to achieve the objective of

Efficiency
Efficiency was hard to measure at the aggregate strategy level as the ILO’s systems do not allow an analysis of the costs associated with specific activities and their reported results. The fact that youth employment work is dispersed throughout the ILO makes efficiency analysis difficult. At the level of individual youth employment projects, the synthesis review of 30 project evaluations that was done to inform the high-level evaluation stressed operational efficiency and effectiveness constraints.

Impact and sustainability
The impact and sustainability of much of the ILO’s youth employment work is not measured well and remains unclear. The field visits also demonstrated the difficulties in assessing the impact and sustainability of the ILO’s “upstream” youth employment work, though there were some enduring impacts evident in some projects, e.g., the institutionalization of Know About Business in China.

Key recommendations
The report provided a number of recommendations intended to contribute to improved decision-making on the ILO’s future strategic direction and work. These include:

- Improved project designs, tools and products based on the ILO’s knowledge work, and enhanced internal collaboration, emphasizing the promotion of employment quality and equity;
- Review and find opportunities to support youth engagement, especially at country-level in policy and programme development;
- Give more attention to the issue of cost-effectiveness of interventions in future “what works” research, projects and programmes and establish a mechanism to systematically measure ex post the impact and sustainability of the ILO’s “upstream” work in youth employment, and;
- Renew the Call for Action, addressing emerging issues in the changing future of work context.
News from the Regions

Arab States

High-level evaluation of the ILO’s Programme of Work in Lebanon and Jordan in Terms of Decent Work and the Response to the Syrian Refugee Crisis 2014-2018

In 2018, the ILO conducted an independent evaluation of the ILO’s programme of work in Lebanon and Jordan in terms of Decent Work and the response to the Syrian refugee crisis. The evaluation examined the ILO’s work, during the 2014–2018 time period, in Lebanon and Jordan, two countries that have experienced an unprecedented refugee influx, as a result of one of the most protracted and complex humanitarian emergencies of modern times.

In Jordan, the ILO delivers its work through a DWCP. In Lebanon, a DWCP was signed by the ILO and its tripartite stakeholders in May 2018. During the period under review, a total of US $56.24 million in external funds supported 58 projects and the services of 66 staff in Lebanon (including staff from the Regional Office) and 34 staff in Jordan. In an effort to ensure validity and reliability, findings were verified using multiple methods and sources. Data were collected by means of a desk review of more than 120 documents, two country case studies, country missions to Lebanon and Jordan, and a visit to the ILO headquarters. A total of 133 persons were interviewed.

It was reported that the ILO was seen as being slow to become involved in the Syrian refugee crisis, on account of a variety of factors. The initial absence of a systematic approach in setting up ILO activities in a context of fragility is one of the main causes of such difficulties. Also, the uncertain national and political will required to address the Syrian refugee crisis has had a negative impact on the ILO’s response. However, over time, it built momentum and by the end of the reporting period the ILO was very involved.

The challenge the ILO faced, particularly in Lebanon, was in supporting governments and social partners to pursue policies and programmes that addressed the Syrian refugee crisis and, at the same time, were inclusive of national constituents’ needs. The large extra-budgetary development cooperation portfolio for the Syrian refugee response exacerbated the challenge of finding the right balance between the two.

The ILO seems to have addressed the challenge through a bifurcated approach. On the one hand, in Lebanon, the ILO signed a DWCP document that virtually ignored the question of Syrian refugees. On the other hand, the ILO provided strong support to support host communities and to refugees outside of the DWCP framework.

Key recommendations include:

- **Clarify response priorities**: The ILO’s position in addressing crisis situation should be made early and clarify its priorities in order to adequately respond to it.
- **Use knowledge to leverage action**: Knowledge generation is an added value to the ILO. The organization should facilitate the translation of its stock of knowledge into action, thereby enhancing the visibility and branding of its work.
- **Ensure systematic gender mainstreaming**: The ILO should ensure that gender mainstreaming is systematic in all projects. This can be done by developing an integrated gender strategy to help guide policy discussion with decision-makers.
- **Focus on the sustainability of interventions**: Concerns of sustainability should be more effectively integrated into the planning and monitoring processes of the DWCPs.

Institutional evaluation

High-level evaluation of ILO’s capacity development efforts 2010-2017

This high level evaluation reviewed the ILO’s support for capacity development of its constituents from 2010 to 2017. It reviewed
interventions that intended to deliver capacity development with a focus on the difference it made to constituents. The evaluation is expected to inform the capacity development strategy to give effect to the 2016 resolution on Social Justice Declaration, due in March 2019.

The evaluation found that capacity development clearly benefits ILO’s constituents and is broadly relevant to their priorities and needs. Capacity development is prominent in ILO policy and results frameworks as a means of action with tools and instruments to support and deliver it. Capacity development activities are sustained more effectively if preceded by a systematic needs assessment and a response that is strategic. In general, training is highly rated by beneficiaries but it is not always easy to see how individual training has contributed to organizational development.

The evaluation also found that there is currently neither an overarching strategy nor custodian for capacity development in the ILO. Moreover, capacity building on social dialogue can be lost among several outcomes; capacity development activities are rarely rooted in systematic needs assessments and often equated with individual training; there is limited monitoring and evaluation of impacts and no tracking of resources so that, for instance, value for money cannot be assessed. Challenges remain in integrating capacity development priorities for social partners into broader strategic priorities and projects that are funded by donors.

The main recommendations centred around the urgent need for a strategy and custodian on capacity development to provide an Office-wide approach towards partnerships and ILO’s specific role in capacity development, organizational development strategies for constituents and the tracking and measuring of capacity development results. The evaluation also recommended to support the implementation of the new strategy once developed through guidelines, tools and earmarked funds. Additionally, a focus on the use of the most strategic interventions based on systematic assessment of needs, analysis of comparative advantage of the ILO, strategic selectivity at country level and available resources was called for. The evaluation also identified the need to cost and measure support to capacity development and ensure systematic follow-up to individual training at the organizational and policy level. Investment in evaluation and impact assessment of capacity development to demonstrate results and impacts was encouraged as well. Finally, the role of the ILO’s International Training Centre was reviewed with suggestions to move towards a role of global laboratory for innovation and testing of capacity development interventions and curriculum development.

Communication products
EVAL developed two-page Quick Facts to complement the full evaluation reports for audiences with varying information needs:

ILO’s strategy and actions for improved youth employment prospects

ILO’s capacity development efforts

ILO’s programme of work in Lebanon and Jordan in terms of Decent Work and the response to Syrian Refugee Crisis

Annual Evaluation Report 2017-18

Presentations:
1. ILO’s strategy and actions for improved youth employment prospects
2. ILO’s programme of work in Lebanon and Jordan in terms of Decent Work and the response to Syrian Refugee Crisis
3. ILO’s capacity development efforts
This year’s report reflected in Part I on the progress made in implementing the ILO’s new evaluation strategy (2018), as measured against its three outcomes: (1) Enhanced capacities and systems of evaluation for better practice and use; (2) Enhanced value of evaluation through the use of more credible and higher quality evaluations (independence, credibility and usefulness); and (3) Stronger knowledge base of evaluation findings and recommendations.

Part II reviewed EVAL’s experience with assessing approaches towards assessing the ILO’s overall effectiveness and came up with suggestions for a more transformative approach in measuring the effectiveness of ILO’s activities through a more comprehensive and strategic validation process. The report was discussed, and its recommendations were approved without amendments during the 334th Session of the Governing Body.

Communication plan to guide EVAL into the centenary

Communicating EVAL’s mission, activities, products and services in an effective manner is essential to supporting results-based management in the ILO. It is in this spirit that EVAL created a communication plan for 2019-21. The plan is designed to better target evaluation findings to management, constituents and other users, in accordance to the ILO evaluation strategy 2018-21. The new plan also comes at an opportune time: since 2016, EVAL expanded the number of communication products and services which require a communication plan that best targets and serves the needs of stakeholders.
In line with the ILO evaluation policy (2017) and the commitments made under the ILO’s evaluation strategy 2018-21, efforts are being made to ensure that evaluations sufficiently capture ILO’s normative role, its unique mandate of promoting tripartism and social dialogue as well as its cross-cutting policy drivers. Concerns raised by various iterations of ex-post quality appraisals and decent work results meta-studies of decentralized project evaluations regarding weak theory of change, weaknesses in covering Gender Equality and Empowerment of Women (GEEW) related issues and disability inclusion are also called for proactive measures at all levels.

The new policy and strategy also call for more integrated approaches to evaluations, including clustering of evaluations and improving methodologies to be able to comment on overall development effectiveness of the ILO’s work. In order to address some of these, EVAL is currently in the process revising its guidance notes and updating the Policy guidelines for evaluation. Preceding the revisions, a study on cluster and ‘improving ILO evaluation for normative and social dialogue context’ was commissioned to examine how the evaluations could be improved by making them more responsive to the organisations normative mandate and its objectives and mechanisms of social dialogue. The guidance revisions will be completed by the first quarter of 2019 and will be available online with a new look and feel, in addition to easy navigation features.

In 2018, EVAL published a meta-analysis of project evaluations to inform on Decent Work results and effectiveness of ILO development cooperation. According to ongoing discussions on the General DC Forum in the Community of Practice (hosted by ITC-ILO), the study informed the Office’s new Strategic Risk Register. It was also found to be useful by project appraisers as it helps them to understand the factors that contribute to the effectiveness of development cooperation.

Another example of good evaluation use is a recent note, entitled “Compilation of Good Practices and Lessons Learned of EC projects”, prepared by the Partnerships and Field Support Department (PARDEV). The note presents commonalities and good practices from evaluation of European Commission funded projects. Another example compiled emerging practices and lessons learned from the ILO’s response to the Syrian Refugee Crisis in Jordan and Lebanon (published by ILO-ROAS) in 2018 also used several evaluations from the region. The newsletter will continue to share examples of evaluation use from all levels of ILO work throughout the New Year.

New Service: Qualitative analysis tool

Starting from the first quarter of 2019, EVAL will have available NVivo software for all ILO staff to undertake qualitative analyses of evaluation reports. It is a sophisticated tool for researchers to synthesize rich, qualitative information. Colleagues are welcome to come use this software in EVAL’s office. Contact eval@ilo.org for more information.

Learning Activities and Events
**Certification Programme** to upgrade the quality of evaluation management and to expand the pool of qualified candidates. The number of trainees who have completed all of the requirements for EMCP certification continues to grow. Currently, a grand total of 136 trainees have gone through the training. Eighty have completed all of the requirements for certification. The overall EMCP completion rate stands at 59 per cent. The next EMCP course focuses on colleagues from the Asia-Pacific region. It will be held in Bangkok during the first quarter of 2019. Please contact eval@ilo.org if you would like to attend the next training.

**Constituent training in Argentina on the SDGs**

In November 2018, EVAL, in collaboration with the ILO Regional Office in Latin America and the Caribbean, has implemented the newly released training package for ILO Constituents on evaluating the Decent Work Agenda in the SDG era. EVAL’s training programme was commissioned as a response to the 2030 Agenda’s call for wider engagement of national stakeholders in country monitoring and evaluation to identify progress made on achieving Sustainable Development Goals (SDGs). A total of 42 Constituents from Argentina participated in the training, together with representatives from ILO staff, other UN Agencies, academia and civil society organizations.

Constituents’ understanding of how country programming can be linked to relevant SDGs and the importance of robust monitoring and evaluation systems was improved as a result of the course. Argentina is one of the countries that has used the EVAL’s evaluability diagnostic instrument in the development of its DWCP (other countries are currently Sri Lanka and Iraq).

**Consultants’ orientation to evaluation in the ILO**

EVAL will soon release a self-learning orientation package for evaluation consultants to increase their familiarity with the unique aspects of the ILO and its evaluation policy and practice. Through a set of online interactive modules, consultants interested to work with EVAL will acquire an overview of the ILO’s work; the types of ILO engagement; and introduced to EVAL and the types of evaluations the ILO conducts. Participants will receive credentials for completing the orientation package, which can be included in expressions of interest for ILO evaluation assignments. The orientation package will be launched in the first quarter of 2019.

**UNEG developments**

**Rethinking the DAC/OECD Development Evaluation Criteria**

EVAL is the co-convener of the UNEG task force that is looking at possible adjustment to the UNEG Norms and Standards in the wider context of an ongoing debate of the continued relevance of the standard OECD/DAC Evaluation Criteria. With the advent of the SDGs, the continued relevance of these criteria have been increasingly challenged. ILO’s specific interest in this field is to ensure that normative work, international labour standards, social dialogue and tripartism are well reflected in this debate. The outcome of the consultation process on the adaptation of the DAC evaluation criteria to the new development context and the 2030 agenda will be announced in February 2019. EVAL will in the context of the work of UNEG and with specific ILO work, review the implications, if any, on how evaluations are done in ILO and the wider UN system.
Strengthening the role of evaluation in SDG progress review processes

EVAL is the co-convenor of the working Group on Sustainable Development Goals (SDGs). It is widely recognized by development partners that the advent of the SDGs present opportunities and challenges that require the involvement of UN evaluation offices and UNEG to ensure that progress and performance is not only assessed in terms of numbers and targets but also in terms of the why, how and further action through evaluation. The agreed upon workplan includes 5 streams of work: i) Outreach – Partnerships to advocate and promote evaluation of SDGs; ii) Tool and guidelines development; iii) Support evaluations of SDGs; iv) Capacity building; and iv) Dissemination and knowledge management.

Advancing the professionalization of evaluation

EVAL is a co-convenor of the UNEG Working Group on Professionalization (WGP). Its main mission is to advance the professionalization of evaluation within the UN system, and to promote adherence to the norms and standards through the external review processes of evaluation functions, the development of relevant guidance materials, as well as the development of a professional competency framework for UN evaluators. The recently approved work plan reflects the recommendations from the Evaluation Competency Framework pilots review that was undertaken last year, as well as on the outcomes of a working group Round Table meeting.

External knowledge sharing, conferences, courses and webinars

The 2nd Asia-Pacific Evaluation Association Conference is being held in Manila from 25 February to 1 March 2019. This year’s theme is “Reducing Poverty - Enabling Peace: Evaluation for Accountability, Transparency, and Sustainable Development.”

Center for Culturally Responsive Evaluation and Assessment (CREA) is hosting its 5th International Conference from 27-29 March 2019 in Chicago.

Blogs on evaluation

- World Bank Blog on Impact Evaluation
- Evaluation Capacity Development Group
- African Development Bank eval-blog

Other evaluation newsletters

- United Nations Evaluation Group
- OIOS Inspection & Evaluation
- EVAL Partners Newsletter

The Evaluation Office wishes you a pleasant holiday season and best wishes for the New Year.

2018 ILO Evaluation Champion
Ricardo Furman

The Evaluation Office annually recognizes one colleague who has made an extraordinary contribution to ILO’s evaluation work. Mr Ricardo Furman has been selected as the Evaluation Champion for 2018. He served as the departmental evaluation focal point for the Governance and Tripartism Department for 3 years and has managed over 20 independent and internal evaluations. He has been instrumental in coordinating evaluation activities and advocating for their use. EVAL congratulates Mr Furman in his new post as the ILO’s Regional Evaluation Officer for the Africa starting November 2018.

All Departmental Evaluation Focal Points and Certified Evaluation Managers are eligible.