



► High-level evaluation of the ILO's strategies and actions to promote fundamental principles and rights at work: Synthesis review of ILO project evaluations

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High-level evaluation of the ILO's strategies and actions to promote fundamental principles and rights at work: Synthesis review of ILO project evaluations

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Acronyms

ACTRAV	Bureau for Workers' Activities
CAS	Committee on the Application of Standards
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CO	Country Office
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EVAL	ILO Evaluation Office
FPRW	Fundamental Principles and Rights at Work
GB	Governing Body
GEDI	Gender, Equality, Diversity, and Inclusion Branch
HLE	High Level Evaluation
ILC	International Labour Conference
ILO	International Labour Organization
IOM	International Organization for Migration
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch
IPEC	International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
NORMES	International Labour Standards Department
NPC	National Project Coordinator
OSH	Occupational Safety and Health
P&B	Programme & Budget
RBSA	Regular Budget Supplementary Account
SDG	Sustainable Development Goals
TC/DC	Technical Cooperation / Development Cooperation
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNSDCF	United Nations Sustainable Development Country Framework
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

▶ Executive Summary

In 1995, the members of the ILO recognised there were four categories of labour standards, expressed in eight conventions that should be considered fundamental as they protect basic workers rights¹. This led to the adoption in 1998 of the ILO Declaration on the Fundamental Principles and Rights at Work. The four categories and eight conventions identified as fundamental were:

FREEDOM OF ASSOCIATION AND THE RIGHT TO COLLECTIVE BARGAINING

- ▶ Freedom of Association and Protection of the Right to Organize Convention (No.87), 1948
- ▶ Right to Organize and Collective Bargaining Convention (No.98), 1949

FORCED LABOUR

- ▶ Forced Labour Convention (No.29), 1930
- ▶ Abolition of Forced Labour Convention (No.105), 1957

CHILD LABOUR

- ▶ Minimum Age Convention (No.138), 1973
- ▶ Worst Forms of Child Labour Convention (No.182), 1999

DISCRIMINATION IN RESPECT OF EMPLOYMENT AND OCCUPATION

- ▶ Equal Remuneration Convention (No.100), 1951
- ▶ Discrimination (Employment and Occupation) Convention (No.111), 1958

In 2017, the International Labour Conference (ILC) held a recurrent discussion on FPRW. This gave a mixed report of progress towards the application of FPRW standards and the quality of ILO's support to member states on FPRW. The ILC noted a stronger focus on child labour and forced labour than on discrimination and freedom of association and collective bargaining. It urged a more integrated approach on FPRW and a push for continued ratification of conventions where this had not yet been achieved.

The ILO's Governing Body (GB) approved the ILO's Evaluation Office's (EVAL) rolling workplan in November 2022, which included a High-Level Evaluation (HLE) on the ILO's strategies and actions to promote FPRW since 2018. The evaluation is being conducted in the first half of 2023 and will provide a report to the GB for its session in October-November 2023.

To support the initial stage of the HLE, EVAL commissioned a synthesis report of development cooperation / technical cooperation (TC/DC) evaluations that have been conducted since 2018. This report presents the synthesised findings of a review of 33 evaluation reports (23 in English, 5 in French, 4 in Spanish, and one with both English and Spanish versions). It was conducted by a team

1 Fundamental Principles and Rights at Work Fact Sheet. ILO. /https://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-islamabad/documents/publication/wcms_741333.pdf

of two consultants; the lead consultant who developed the assessment rubric, reviewed the reports in English, and developed the report, and a team member who reviewed the reports in French and Spanish. A series of questions under the OECD/DAC criteria² were developed, with each report being assigned a grade of unsuccessful, partly successful, successful, and highly successful for each question³. The questions for the review were:

RELEVANCE

Q.1: To what extent has the ILO's strategy and interventions been relevant to the needs of member states?

Q.2: Have FPRW interventions at the country level been designed with inputs from the Annual Reports on the reporting on the 1998 Declaration? Do evaluation reports note this annual reporting mechanism and how it helps guide ILO's interventions?

Q.3: To what extent has ILO actions contributed to the SDG targets related to FPRW, especially SDG 8 on Economic Growth and Decent Work for All as well as of other SDGs including (1: No Poverty, 4: Quality Education, 5: Gender Equality, 10: Reduced inequalities, 16: peace, justice and strong institutions)?

Q.4: What evidence is found with regard to ILO's work on promoting FPRW being embedded in ILO's normative and social dialogue mandate. Are there clear indications of engaging tripartite constituents in ILO's actions on this theme?

COHERENCE

Q.5: To what extent has the ILO's strategy been coherent and complementary (in its design and implementation) with regard to the approach on promoting FPRW?

Q.6: How has ILO external coordination (with constituents, UN partners, World Bank and bilateral donors) and internal coordination (between sectors, technical departments, regions and sub regions) promoted the achievement of the outcomes identified?

EFFECTIVENESS

Q.7: How effective have been ILO interventions on promoting FPRW?

Q.8: What are overall findings on monitoring and evaluation of projects/programmes executed to promote FPRW; was there adequate M&E systems in place?

EFFICIENCY

Q.9: Were the projects appropriately and adequately resourced? What is the emerging feedback with regard to cost efficiency of ILO's work on this topic?

Q.10: What are the trends with regard to financing of ILO's FPRW work in terms of budget size and sources of funds and use of complementary funding, especially Regular Budget Supplementary Account (RBSA) and Outcome based funds (OBF)?

2 Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability. <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

3 Two questions, question 2 and question 10 were not suitable for ranking under the rating system, and thus just a narrative answer to those questions is given in the report.

IMPACT

Q.11: To what extent have ILO actions had impact in promoting FPRW (for instance, through knowledge generation, policy improvements, intervention models etc)?

SUSTAINABILITY

Q.12: To what extent have ILO interventions been designed and implemented in ways that have maximized ownership and sustainability at country level?

CROSS-CUTTING

Q.13: What are the trends with regard to ILO projects mainstreaming gender equality at design, implementation and monitoring phases?

Q.14: What are the trends with regard to ILO projects mainstreaming disability inclusion concerns at design, implementation and monitoring phases?

FINDINGS SUMMARY

The review found a mixed picture of success reported in the evaluations. Assigning a score of 1 for unsuccessful, 2 for partly successful, 3 for successful, and 4 for highly successful, the average score when all the questions are combined per project was 2.90, which is just below successful. Figures 1 and 2 show the rating per question of each project, and the average rating per question.

FIGURE 1: PROJECTS' RATING PER QUESTION

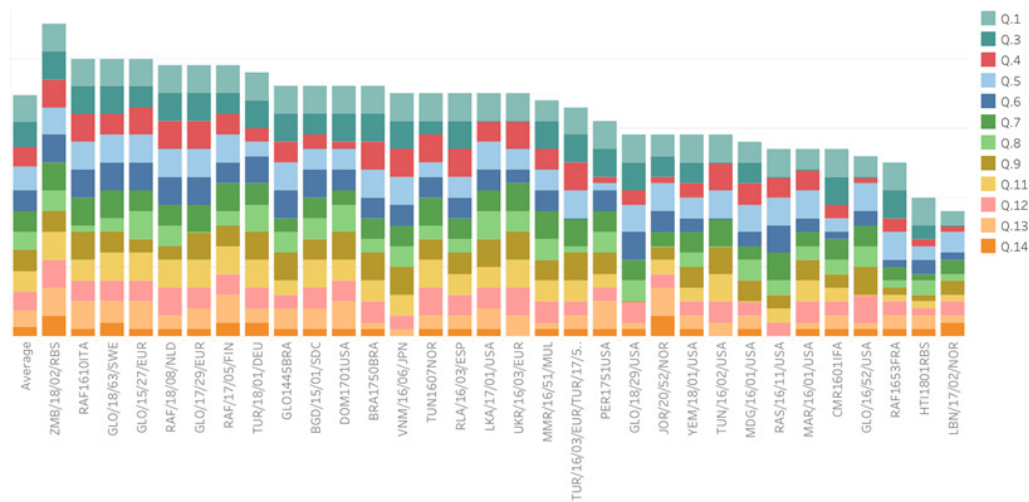
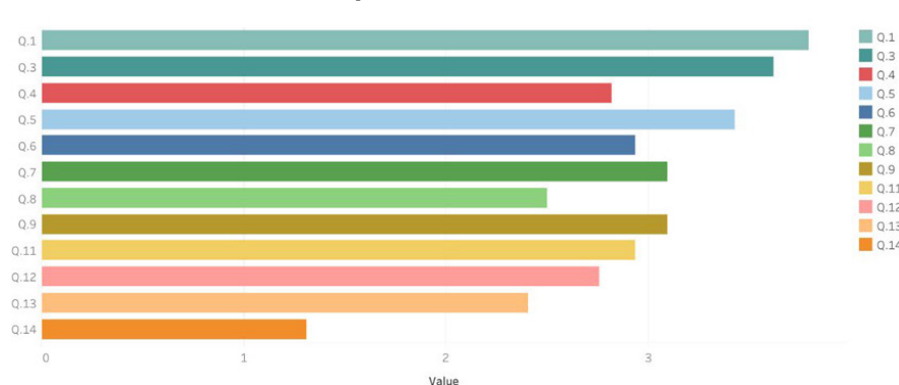


FIGURE 2: AVERAGE RATING PER QUESTION



The criterion of relevance was the highest rating criteria, with its questions averaging 3.79, 3.62, and 2.82 respectively. The lowest rated category was the cross-cutting issues of gender equality and disability inclusion, which were rated 2.41 and 1.31 respectively.

The synthesis review found the projects were generally considered relevant to the needs of member states, aligned with the sustainable development goals (SDGs), and had consultative approaches with tripartite constituents, although not all paid attention to social dialogue. However, very few reports referenced the supervisory mechanisms of the ILO for the fundamental conventions. The projects were coherent with the thematic priorities of the integrated strategy for FPRW that was developed by FUNDAMENTALS. Coherence with UN agencies and World Bank was more limited. Although projects may align with the United Nations Sustainable Development Country Framework (UNDSCF) or equivalent, there was limited reference to joint programming or coordination with UN agencies.

The projects were considered quite effective in achieving the results proposed in the project documents, although significant gaps exist in monitoring and evaluation (M&E), particularly in regard to measuring outcomes and impact. Projects were also considered to have been implemented efficiently, although several evaluations reported resources being too limited for the planned activities, particularly in regional and global projects involving multiple countries. Projects over a short-time period were also generally rated lower on efficiency and this often correlated with lower scores on impact and sustainability as well. A small number of evaluations reported the project had contributed to the ratification of one of the fundamental conventions or additional protocol and in others that progress had been made in raising awareness of the importance of ratification. A significant number of reports highlighted policy changes to demonstrate successful impact and even more reports suggested knowledge raising and attitude change were immediate impacts of the interventions. Projects that had limited impact generally had design issues and were rated lower on other issues as well. Sustainability was strongly linked to findings on impact, particularly where ratification or policy change had occurred that gave indications of sustainable change. Projects that had been successful in achieving their outputs on a timely basis and had a long time frame for the intervention, were assessed as more sustainable than projects with rating lower on those criteria.

As noted, the lowest ranked criterion was the cross-cutting issues of gender equality and non-discrimination. Although a few projects took a gender transformative approach in the intervention, many failed to conduct the necessary gender analyses or consider the power differentials related to gender. The attention to disability inclusion was rated as even lower. Twenty-two of the thirty-three projects did not have focus on disability inclusion, and a further four evaluation reports did not consider or report on disability inclusion at all.

Overall, the synthesis results suggest while projects are generally relevant to the member states needs, and that there is a reasonable achievement of planned project results, gaps in addressing FPRW still remain. Improving M&E systems to track progress, integrating more with other UN agencies, ensuring greater resources are available, and strengthening the mainstreaming of gender equality and disability inclusion, would all contribute to strengthening results. Limited reporting on the use of the supervisory body mechanisms comments and recommendations to design projects and the clear indication there is not a strong integrated approach to addressing the fundamental conventions together, also suggest that gaps still exist in the ILO's work on FPRW.

► Introduction

The Evaluation Office of ILO (ILO-EVAL) is undertaking an independent high-level evaluation (HLE) of the ILO's strategies and actions for promoting Fundamental Principles and Rights at Work (FPRW), 2018 – 2023 in the first half of 2023. This will have particular relevance to programme and budget (P&B) Outcome 8: Protection of workers from unacceptable forms of work (2018-19) and Outcome 7: Adequate and effective protection at work for all (2020-2023) and output 7.1: Increased capacity of member States to ensure respect for, promote and realize fundamental principles and rights at work, but also address other P&B outcomes as well. The topic was included in the rolling work plan for high-level evaluations of EVAL and was reconfirmed by the Governing Body (GB) in November 2022 for implementation in 2023.

To serve as an introductory step for the HLE, ILO-EVAL commissioned a desk-based review of ILO TC/DC evaluations relevant to FPRW that have been conducted during the last two and a half biennia (2018-19, 2020-21, & 2022). This document serves as the report for the synthesis review.

BACKGROUND

Promoting FPRW is a key policy outcome of ILO's strategic framework. The work is underpinned by ILO's Declaration on the Fundamental Principles and Rights at Work that was adopted in 1998. This was a recognition of tripartite members of the ILO that four categories of labour standards should be considered fundamental because they protect basic worker rights. The four categories were freedom of association and the effective right to collective bargaining, the elimination of all forms of forced and compulsory labour, the effective abolition of child labour, and the elimination of discrimination in respect of employment and occupation. Eight ILO conventions were recognised as fundamental conventions:

- Freedom of Association and Protection of the Right to Organize Convention (No. 87), 1948
- Right to Organize and Collective Bargaining Convention (No. 98), 1949
- Forced Labour Convention (No. 29), 1930 and its supplementing Protocol of 2014 to the Forced Labour Convention, 2014
- Abolition of Forced Labour Convention (No. 105), 1957
- Minimum Age Convention (No. 138), 1973
- Worst Forms of Child Labour Convention (No. 182), 1999
- Equal Remuneration Convention (No. 100), 1951
- Discrimination (Employment and Occupation) Convention (No. 111), 1958

In 2022, the ILO amended the declaration to include a safe and healthy working environment as a fifth principle and right and added two more conventions to the group of fundamental conventions:

- Occupational Safety and Health Convention (No. 155), 1981
- Promotional Framework for Occupational Safety and Health Convention, 2006 (No. 187)

The Declaration commits Member States to respect and promote certain categories of principles and rights at work, whether or not they have ratified the relevant Conventions. There is a follow-up procedure of annual reporting each year for Member States that have not ratified one or more core convention. The report gives governments the opportunity to report on what steps they have taken to ensure alignment with the core conventions in the absence of ratification. Based on these reports, the ILO prepares and updates country baselines to support the measurement of future progress in ensuring the fundamental principles and rights at work are upheld.

ILO's work on FPRW is led by the FUNDAMENTALS branch, which was formed in 2013, through the merger of International Programme on the Elimination of Child Labour (IPEC) and the Department for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION). Other branches are also responsible for elements of the ILO's work on FPRW, most notably NORMES, which focuses on labour standards, GEDI, which focuses on gender equality and non-discrimination, and INWORK and ACTRAV, which include a focus on collective bargaining and freedom of association.

FPRW is mainly addressed in two of the organisations programme and budget (P&B) outcomes:

P&B period	Relevant Outcomes / Outputs
2018-19	Outcome 2: Ratification and application of ILS Outcome 8: Protection of workers from unacceptable forms of work
2020-21	Outcome 2: International Labour Standards and authoritative and effective supervision Output 2.1: Increased capacity of member states to ratify ILS Outcome 7: Adequate and effective protection at work for all Output 7.1 Increased capacity of the member States to ensure respect for, promote and realize FPRW at work.
2022-23	Outcome 2: International Labour Standards and authoritative and effective supervision Outcome 7: Adequate and effective protection at work for all: Output 7.1 Increased capacity of Member States to ensure respect for, promote and realize fundamental principles and rights at work.

There are also significant links to a number of other P&B outcomes, most notably (22-23) Outcome 2: International labour standards and authoritative and effective supervision and Outcome 6: Gender equality and equal opportunities and treatment in the world of work.

METHODOLOGY

This synthesis review consisted of a desk-based review of ILO Technical Cooperation/Development Cooperation (TC/DC) project evaluations related to FPRW. It covered ILO projects and interventions focusing on the promotion of FPRW looking at child labour, forced labour, discrimination, and freedom of association. The outcome, indicators and strategy under P&B Outcomes 2 and 7 were used as a primary reference point to answer the questions and sub-questions of the review.

Evaluation Questions

RELEVANCE

Q.1: To what extent has the ILOs strategy and interventions been relevant to the needs of member states?

Q.2: Have FPRW interventions at the country level been designed with inputs from the Annual Reports on the reporting on the 1998 Declaration? Do evaluation reports note this annual reporting mechanism and how it helps guide ILO's interventions?

Q.3: To what extent has ILO actions contributed to the SDG targets related to FPRW, especially SDG 8 on Economic Growth and Decent Work for All as well as of other SDGs including (1: No Poverty, 4: Quality Education, 5: Gender Equality, 10: Reduced inequalities, 16: peace, justice and strong institutions)?

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Q.8: What are overall findings on monitoring and evaluation of projects/programmes executed to promote FPRW; was there adequate M&E systems in place?

EFFICIENCY

Q.9: Were the projects appropriately and adequately resourced? What is the emerging feedback with regard to cost efficiency of ILO's work on this topic?

Q.10: What are the trends with regard to financing of ILO's FPRW work in terms of budget size and sources of funds and use of complementary funding, especially Regular Budget Supplementary Account (RBSA) and Outcome based funds (OBF)?

IMPACT

Q.11: To what extent have ILO actions had impact in promoting FPRW (for instance, through knowledge generation, policy improvements, intervention models etc)?

SUSTAINABILITY

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CROSS-CUTTING

Q.13: What are the trends with regard to ILO projects mainstreaming gender equality at design, implementation and monitoring phases?

Q.14: What are the trends with regard to ILO projects mainstreaming disability inclusion concerns at design, implementation and monitoring phases?

The review also synthesised evidence identified of lessons learned and emerging good practices identified during the review.

Sampling

An initial search of evaluation reports was conducted using the *i-eval* discovery database. Key words used for the search were child labour, forced labour, FPRW, discrimination, and freedom of association. The search was repeated using the commonly used the ILO translations of these key words in Spanish and English.

The initial search found 171 results, 147 under the English key words, 11 under the French key words and 14 under the Spanish key words. Review of these evaluations found a number of duplicates. In particular, evaluations were commonly listed under both forced labour and child labour. Removing the duplicates using the eval id code and a quick review of the language they were actually written in found a total of 108. Where the sample included a mid-term and final evaluation, the mid-term evaluation was removed from the sample. Additionally, one evaluation in Portuguese was removed. The search also produced a few evaluations that were dated prior to 2018, despite the search parameters being set to 2018-22. These were also removed. This left a total of 95 evaluations.

These can be categorised further. Of the 95, 68 were in English, 15 in French, and 12 in Spanish; 16 were from the Asia and Pacific region, 23 from Africa, 11 from Arab States, 18 from Latin America, 10 from Europe, and 17 were inter-regional; 70 were final evaluations and 25 interim evaluations; 21 were from 2018, 23 from 2019, 21 from 2020, 21 from 2021, and 9 from 2022; 83 were independent, 11 were internal – project, and 1 was external – project; 12 were cluster evaluations, 1 was a meta-study, 3 project – under joint programme, 55 project evaluation, 18 project evaluation – over 5 million, 2 project external evaluation, 3 RSBA funded activity, and 1 was a thematic evaluation. Overall, 56 evaluations were found under the child labour key word search, 60 under the forced labour, 11 under discrimination, 5 under freedom of association, and 11 under FPRW.

A secondary review of these evaluations allowed for the reduction of the short-list further as many of the evaluations cover programmes that were outside of the selected P&B periods. Programmes and projects where a small proportion of the total timeframe extended into the 2018-19 P&B period (for example for 3-6 months of a 2-3 year project) were also excluded. On review, certain evaluations also had very limited relationship to the core topics of FPRW and so we removed.

Following this, the evaluator selected a sample of 24 English reports, 5 French, and 5 Spanish reports, with a focus on the inclusion of a diversity of countries, regions, and global projects, and a broad coverage of the key words identified in i-eval discovery. One of the evaluations was duplicated in both the English and Spanish sample (see below), giving a total of 33 evaluations.

Each evaluation report was analysed against the conceptual framework developed during the inception report (found at annex 2). Reports were scored on a scale of unsuccessful, partly successful, successful, and highly successful based on criteria developed during the inception period. These were assigned a rating of 1 for successful to 4 for highly successful for the purpose of providing average scores for each question.

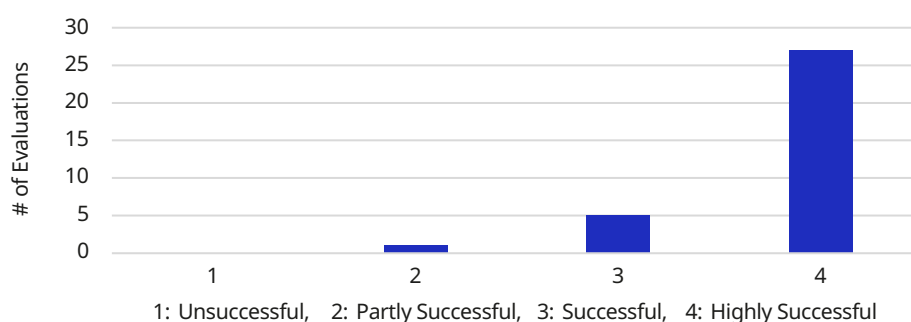
The Spanish and French reports were reviewed by a second team member. One relevant report had both English and Spanish versions, and thus was reviewed by both evaluators and then the scoring process compared to ensure consistency in interpretation of the rubric. The scoring was found to be very similar between evaluators.

FINDINGS

Relevance

To what extent has the ILO's strategy and interventions been relevant to the needs of member states?

FIGURE 3: TO WHAT EXTENT HAS THE ILO'S STRATEGY AND INTERVENTIONS BEEN RELEVANT TO THE NEEDS OF MEMBER STATES? (N=33)



The findings of the sampled evaluations suggest ILO's interventions have a strong relevance to the needs of member states. Overall, the average score, (out of a scale of unsuccessful-1, partly successful-2, successful-3, and highly successful-4) for this question was 3.6, demonstrating that the large majority of projects were either successful or highly successful in achieving relevance for member states.

Issues related to the fundamental conventions clearly remain widely present as for every evaluation, the topic of the intervention was found to be relevant to the situation in the country. Even the one project that was scored as partly successful on this question, LBN1702NOR, was designed to focus on key needs in Lebanon, but the design was deemed not particularly suitable for the needs and over-ambitious based on the capacities of the partner government ministry.

The projects were generally found to be relevant to government policies and plans. Thirty of the evaluations reported the projects aligned with government plans, laws or policies, and in the case of the multi-country projects, within each country. A small number of evaluations, (two), did not refer to the national plans of the government, and the one evaluation that did not particularly align with government plans or policies was because of the deficiencies in the existing policies and plans, and the project had significant support within the partner ministry.

Interest in the projects from the tripartite constituents was generally strong, although there were examples of the project not being able to engage the interest of key stakeholders, such as farmers organisations in Jordan, and others that reported one or more of the tripartite constituents had not been engaged by the project team. In some projects, concerns were raised about the sectoral priorities or relevance to particular groups. The report on RAF/18/08/NL suggested the selection of the coffee sector in one of the countries of intervention (Malawi), was not as relevant as others could have been, such as sugar, due to the relative contributions to the economy of particular sectors. The evaluation of JOR/20/52 also queried the relevance to the families and school children due to the implementation being focused on the wrong time of year for most effective programming. However, most evaluations found a strong level of agreement from key stakeholders on the importance of the project's subject matter.

Have FPRW interventions at the country level been designed with inputs from the Annual Reports on the reporting on the 1998 Declaration? Do evaluation reports note this annual reporting mechanism and how it helps guide ILO's interventions?

The review found very limited reference to the 1998 Declaration and the annual reporting mechanism. Five evaluations overall referenced the Declaration. Of these, two were similar projects that focused on supporting countries to improve their implementation of international labour standards and compliance with the reporting obligations to ILO's supervisory bodies on the fundamental conventions. These projects were funded by the EU, linked to the GSP+ arrangement.

It is not particularly surprising there is limited reference to the annual reports. Only 39 countries have not ratified all of the original fundamental conventions. Of these, only Brazil, Jordan, Lebanon, Myanmar, Morocco, Thailand, and Vietnam were countries in projects included in the sample. Thailand is part of the GSP+ project, and the ratification of P29 in 2019 was reported as a significant achievement of the project. P29 was also ratified in Sri Lanka in 2019 with a significant contribution from ILO's project on trafficking in persons. For the other countries, the most significant reference linked to ratification was VNM/16/06/JPN. The report highlighted the ratification of C.98 as being a significant moment for Vietnam and that the project had contributed to the decision that led to the ratification.

MMR/16/51/MUL references the lack of ratification of C187 in relation to the relevance of the project and but does not discuss any work in the project to move towards ratification and there is a similar reference in RAF1610ITA about the need for ratification of C87 in Morocco. JOR/20/52/NOR, LBN/17/02/NOR, and MAR/16/01/USA do not refer specifically to the conventions. One project, UKR/16/03/EUR had a focus on the preparing for the ratification of C187, although this predated C187 being added as a fundamental convention in 2022.

The reports by the Committee of Experts on the Application of Conventions and Recommendations (CEACR) are referenced in one of the reports to demonstrate the relevance of the project to the context. TUR/16/03/EUR, has an activity, of conducting a study and preparing a report on the comments of the ILO Committee of Experts and ILC Committee on the Application of Standards on Conventions 87 & 98 & 144. One of the global projects referenced above, GLO/17/29/EUR, has a more detailed focus on addressing the gaps identified by the CEACR in Mongolia, Guatemala, and El Salvador. GLO/18/63/SWE, described the design of the ILO/Sida partnership as being meant to address problems identified by the CEACR. ZMB/18/02/RBS, identified that the project was informed by the gross decent work deficits documented in reports and recommendations of the CEACR. MAR/16/01/USA, reported that a member of the CEACR supporting the conducting of a feasibility study to establish regional tripartite dialogue mechanisms.

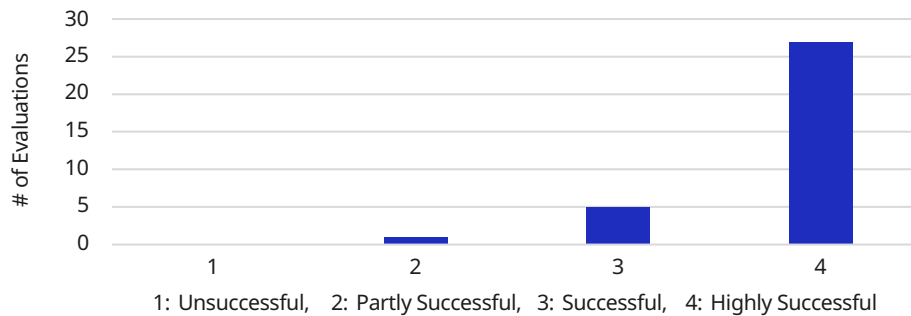
There was much more regular referral to the alignment with one or more of the fundamental conventions and contributions the projects were making towards their application or monitoring. Table 1 lists the evaluations that refer to the fundamental conventions in their reports (those considered a substantive reference). The child labour conventions are most regularly referenced, with a fairly even split of the others, with the exception of the OSH declarations, which is not surprising considering they have only recently been added to the fundamental conventions list.

Evaluation	87	98	29/P29	105	138	182	100	111	155	187	Declaration
BRA1750BRA			X		X	X	X				X
DOM1701USA					X	X					
GLO1445BRA					X	X	X	X			X
PER1751USA			X			X					
RLA1603ESP					X	X					
CMR1601IFA											
HTI1801RBS					X	X					
RAF1653FRA											
RAF1610ITA	X										
TUN1607NOR											
RER/15/03/EUR											
BGD/15/01/SDC											
GLO/16/52/USA											
TUR/16/03/EUR											
GLO/15/27/EUR	X	X	X	X	X	X	X	X			
VNM/16/06/JPN		X									X
GLO/18/29/USA					X	X					X
RAS/16/11/USA	X	X	X								X
UKR/16/03/EUR										X	
LBN/17/02/NOR											
LKA/17/01/USA			X								
RAF/17/05/FIN							X	X			
MAR/16/01/USA											
YEM/18/01/USA						X					
GLO/18/63/SWE	X						X	X			
RAF/18/08/NLD					X	X					
MMR/16/51/MUL									X	X	
TUN/16/02/USA											
MDG/16/01/USA											
ZMB/18/02/RBS	X	X			X						
GLO/17/29/EUR	X	X	X	X	X	X	X	X			
TUR/18/01/DEU	X	X									
JOR/20/52/NOR ⁴											
Total	6	6	6	2	10	11	6	5	1	2	5

4 This evaluation mentioned C182 in the context of the donor's ratification (Norway) and thus their interest in it

To what extent has ILO actions contributed to the SDG targets related to FPRW, especially SDG 8 on Economic Growth and Decent Work for All as well as of other SDGs including (1: No Poverty, 4: Quality Education, 5: Gender Equality, 10: Reduced inequalities, 16: peace, justice and strong institutions)?

FIGURE 5: TO WHAT EXTENT HAS ILO ACTIONS CONTRIBUTED TO THE SDG TARGETS RELATED TO FPRW (N=26)



The evaluations identified that the ILO actions were generally relevant to the SDG targets, particularly SDG 8 and targets 8.7 and 8.8. Alignment with SDG was also referenced but only in a limited number of reports, with a scattering of other SDGs being referenced in a small number of reports. Given the priorities laid out in the Integrated Strategy on FPRW it is possible to identify the SDGs that would be expected to be most relevant to the ILO's work. The strategy includes the thematic priority of rural and informal economies, and enterprises and supply chains, and crisis and fragility, and that children, women, migrant workers, and indigenous peoples, are identified as being most vulnerable to the challenges of these themes, and that people suffer discrimination because of the colour of their skin, their ethnicity or social origin, their religion or political beliefs, their age, gender, sexual identity or orientation, disability or HIV status. SDG 8, 'Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all' is highly relevant, and in particular target 8.7 on ending forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, 8.8 'Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment', and 8.5 'achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value'.

Other SDGs most relevant to FPRW include SDG 5, specifically target 5.1 'End all forms of discrimination against all women and girls everywhere', 5.2 and 5.3 with the links to child labour and forced labour, and 5.c, 'Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels'. Links can also be seen between the strategy and SDG 1, 'End poverty in all its forms everywhere', through the work on fragility and crisis, and thus target 1.5 on building resilience of those in vulnerable situation. Expected result 9 of the strategy targets increased access to public services, social protection and education, thus linking to target 1.3 'Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable', as well as targets 4.4. and 4.5 within the goal 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all'.

Work on non-discrimination in particular, is relevant to SDG 10, 'Reduce inequality within and among countries', and in particular targets 10.3, 'ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard' and 10.7, 'facilitate orderly, safe, regular

and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies'. Indicator 10.7.1 on recruitment costs is particularly relevant with the Strategy identifying the ILO's Fair Recruitment Initiative as a key partnership.

The ILO's work on FPRW is also connected to SDG 16, 'Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels', particularly target 16.2 on ending trafficking and violence against children and 16.b on non-discrimination.

The majority of evaluations highlighted the relevance of the ILO's work to the SDGs. It should be noted that many ILO evaluations only ask the evaluator to assess the relevance of the intervention to the SDGs, not the actual contribution of the project, and even in the evaluations where assessing the contribution is part of the question, the evaluation still often only looks at the alignment of the project design to the SDGs. Contribution needs to be assessed by cross-referencing the finding on alignment to the performance of the project. Of the evaluations that reference the SDGs, the average score given for alignment to the SDGs was 3.62, meaning the projects were mainly assessed as either successful or highly successful in aligning to the SDGs. Seven of the evaluations do not specifically refer to the SDGs, although even in these cases, it is often possible to see the link to the SDGs, even if the direct contribution is not referred to. Of the 26 evaluations that explicitly assessed the relevance of the project to the SDGs, 14 were identified as being successful or highly successful in this category and the questions on both effectiveness and impact, thus giving a reasonable level of certainty that these projects in particular had made a significant contribution to the achievement of the SDGs in their particular countries.

Some of the reports directly draw out this connection. For example, BGD/15/01/SDC, identifies:

The project is assisting Bangladesh's efforts to meet the SDGs (2016-2030), in particular Goal 10 (Target 10.7) and Goal 8 (Target 8.8), and also some more indirect contributions to Goal 5 and Goal 17" and "the project results did certainly contribute to the identified SDGs and their related targets in particular to Goal 10: the revised legal and policy framework, the strengthened services for migrant workers, the enhanced complaint resolution, the piloting of a 'Recruitment Cost Survey' with the BBS, the capacity building of Labour Attachés, the enhanced negotiation capacity concerning BLA/MoUs, and the establishment of a 'Call Center' at the Bangladesh Mission in Jeddah. The project has generally increased the awareness of key stakeholders on the contents of and the reporting on the different SDG targets and indicators relevant to the Decent Work Agenda.

Not surprisingly, SDG 8 is the goal that projects were most regularly cited as having contributed to. All the evaluations that refer to the SDGs, highlight alignment with 8. Within SDG 8, indicator 8.7, 'Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms' and indicator 8.8, 'Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment' are most regularly referred to. Indicator 8.7 is explicitly referenced in nine of the evaluations, and 8.8 in six evaluations. Targets 8.3, 8.5, and 8.6 are all referred to in two reports.

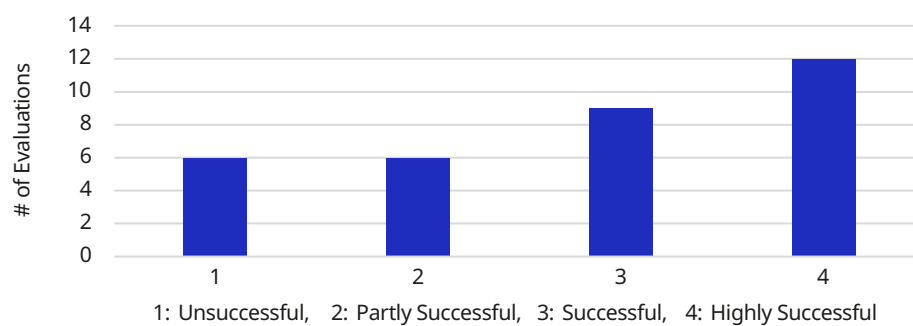
Five projects were found to be relevant to SDG 5, and as mentioned, two projects to 8.5 (that were different projects to the five on SDG 5). The limited reference to SDG 5 and target 8.5 is a bit surprising, considering thirteen projects were found to be successful or highly successful on

gender equality. This may partly reflect reporting in the evaluation. For example, in the report for RAF/17/05/FIN, which specifically focuses on women's empowerment, it notes that the Tunisia joined the Equal Pay International Coalition (EPIC) in 2021 as a result of the programme, and yet does not assess the project has having made a contribution to 8.5.

There is a scattered collection to other goals and targets. SDGs 1, 4, 10, 16, and 17 are referred to by the reports, but none of these are referenced more than twice.

What evidence is found with regard to ILO's work on promoting FPRW being embedded in ILO's normative and social dialogue mandate. Are there clear indications of engaging tripartite constituents in ILO's actions on this theme?

FIGURE 6: WHAT EVIDENCE IS FOUND WITH REGARD TO ILO'S WORK ON PROMOTING FPRW BEING EMBEDDED IN ILO'S NORMATIVE AND SOCIAL DIALOGUE MANDATE? (N=33)



The review found the projects had been relatively effective in embedding the work in the ILO's social dialogue mandate and in engaging the tripartite constituents. The ILO was effective in ensuring the consultation of tripartite constituents in the design and progress of the projects and the majority had involvement of some sort from all constituents. This did not include all projects though, as a notable minority did not engage all social partners. A significant number of projects also placed strong emphasis on improving social dialogue mechanisms, however there were also some projects that included tripartite consultation but did not use this to help strengthen social dialogue. As such, the performance on social dialogue was lower than on the engagement of the tripartite constituents. Overall, the reports were assessed with a score of 2.75, so just below successful. The unique position of the ILO to engage all three social partners was noted in some of the reports. In BRA/17/50/BRA, the ILO's work as a broker among actors was praised, specially for being able to bring together actors historically "in conflict" with each other. Social dialogue through tripartite engagement became the main focus of one of the results and seen as cross-cutting in the others, which led to an increase in acceptability from all partners.

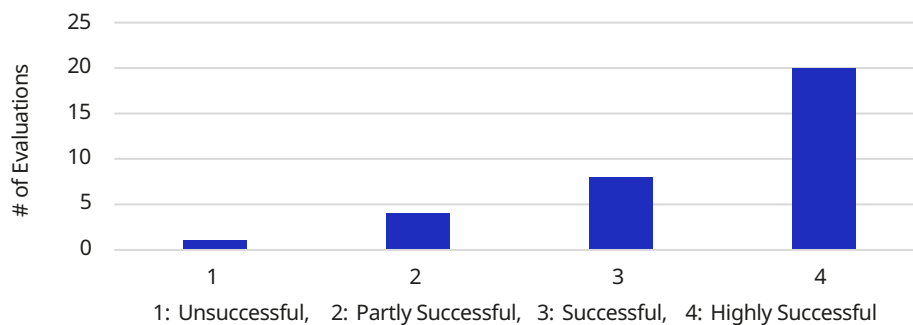
Where social dialogue and the engagement of the tripartite constituents was limited, this tended to be based on the exclusion of one or both of the employers' federations and workers' organisations.

Reasons given for this included the government and donors not believing the social partners were relevant actors for the intervention, such as PER/17/51/USA and a lack of interest from one or both of the employers' and workers' organisations, such as GLO/16/52/USA, were attempts to engage both constituents were unsuccessful.

Coherence

To what extent has the ILO's strategy been coherent and complementary (in its design and implementation) with regard to the approach on promoting FPRW?

FIGURE 7: TO WHAT EXTENT HAS THE ILO'S STRATEGY BEEN COHERENT AND COMPLEMENTARY (IN ITS DESIGN AND IMPLEMENTATION) WITH REGARD TO THE APPROACH ON PROMOTING FPRW? (N=33)



The sampled reports do demonstrate that most of the projects fitted within the three thematic priorities and four interwoven categories of change identified in the integrated strategy developed by FUNDAMENTALS. However, there is very limited attempts to work on an integrated approach to FPRW and most projects only address one, or at the most two of the fundamental principles. There is also virtually no reference to either the strategy set out in the GB's Plan of Action or the integrated strategy document developed by FUNDAMENTALS in the reports. Overall therefore, the evaluations scored quite highly on this category due to the links to the three priorities and four interwoven categories rather than as a result an integrated approach to the different fundamental principles.

ILO's FPRW Strategy 2017-2023 three thematic priorities, promoting fundamental principles and rights at work in the rural and informal economies, promoting compliance with fundamental principles and rights at work in enterprises and in supply chains, and promoting fundamental principles and rights at work in situations of crisis and fragility. These are based on four interwoven categories of change, public policies and governance, empowerment and representation, partnerships and advocacy, and knowledge and data.

Only one of the evaluations makes an explicit reference to the strategy; ZMB18/02/RBS. Despite this, the projects in the sample showed strong coherence with the ILO's strategy. It is obviously not surprising given the key words used to identify the evaluations, that the actions link to the different fundamental principles. However, it was also noted that the three thematic priorities identified in the strategy were present in many of the evaluations. The rural and informal economies were a feature of several projects, particular in relation to child labour. Promoting compliance with FPRW at work in enterprises and supply chains also was apparent in many projects. The ILO's work on promoting FPRW in situations of crisis and fragility is represented by projects implemented in Turkey and the Middle East linked to the response to the Syrian refugee crisis. This theme is also addressed through projects on migration in general in Africa and Asia, and through work with child soldiers in Yemen.

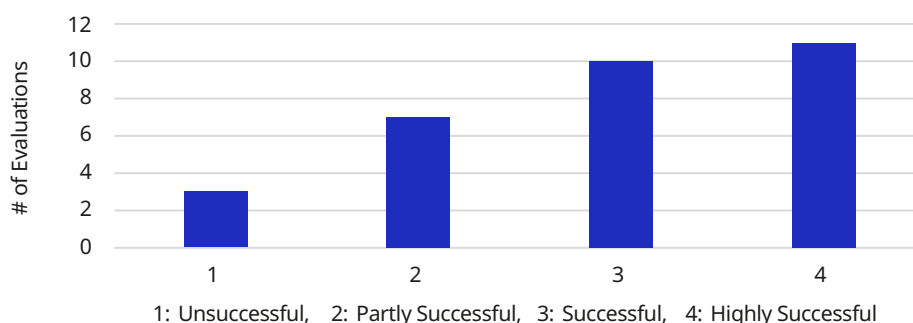
Although the FPRW strategy is integrated to address the four key fundamental rights (prior to OSH being added), there is only one project, with the exception of projects designed to improve reporting on the fundamental conventions, that addresses all five issues, ZMB18/02/RBS, highlighted above. This project takes a sectoral approach to addresses these issues. The project placed a special emphasis on addressing discriminatory practices and unjust power relations that affect women in the tobacco industry. One of the objectives of the project was strengthening the capacity of social partners to promote social dialogue to address issues of freedom of association

and improve access to collective bargaining. The project also worked on developing guides for the labour inspectorate on child labour and OSH, and strengthened monitoring systems of forced and child labour.

However, most of the projects in the sample address only one, or in some cases, two of the five fundamental principles. A review of the key words listed on the cover page of the evaluations in the English sample shows only four list more than one of the fundamental principles. There is one evaluation in the Spanish sample that covers three topics and three that cover two (these are all forced labour and child labour), and one in the French sample that covers forced labour and OSH. The key words on the cover page are not necessarily comprehensive. The Zambia project for example does not use forced labour or freedom of association despite the project explicitly addressing these. However, as a proxy, this does demonstrate that the tendency of projects is to address these issues more individually in TC/DC projects, and this is supported by the in-depth review of the evaluations the synthesis review undertook. Even the two projects whose titles include reference to the fundamental principles, MAR/16/01/USA and VNM/16/06 actually only focus on one of the fundamental principles, collective bargaining, in both projects.

How has ILO external coordination (with constituents, UN partners, World Bank and bilateral donors) and internal coordination (between sectors, technical departments, regions and sub regions) promoted the achievement of the outcomes identified?

FIGURE 8: HOW HAS ILO EXTERNAL COORDINATION (WITH CONSTITUENTS, UN PARTNERS, WORLD BANK AND BILATERAL DONORS) AND INTERNAL COORDINATION (BETWEEN SECTORS, TECHNICAL DEPARTMENTS, REGIONS AND SUB REGIONS) PROMOTED THE ACHIEVEMENT OF THE OUTCOMES IDENTIFIED?



The leveraging of internal support from different ILO programmes was generally assessed as high among the evaluation sample. Coordination with UN partners and the World Bank was much more inconsistent, with projects generally assessed as aligning with UN Development Frameworks but often there was limited coordination with UN agencies.

There was a broad range of backstopping departments listed in the reports. FUNDAMENTALS is listed in ten of the reports, NORMES in three of the reports, MIGRANT in four of the reports, LABADMIN in three of the reports, and ENTERPRISE in three. A few reports, such as RAS/16/11/USA, LBN/17/02/NOR, RAF/17/05/FIN, YEM/18/01/USA, JOR/20/52/NOR, and DOM1701USA list the DWT of the regional or country office as the technical backstopping unit. There are a mix of a few other units listed once or twice, including EMLAB, WORKQUALITY, SECTOR, SKILLS and DIALOGUE.

There are a number of projects where multiple branches are listed. ZMB/18/02/RBS has SECTOR, FUNDAMENTALS, ENTERPRISE and LABADMIN/OSH as technical backstopping units. FUNDAMENTALS and MIGRANT are joint backstopping units on LKA/17/01/USA. NORMES and DIALOGUE are both listed as backstopping units on TUR/16/03/EUR.

Surprisingly GEDI, is only listed as the technical backstopping unit in one evaluation report, and ACTRAV and ACTEMP are not listed at all. These units are listed more as contributing to projects. ACTRAV and ACTEMP are named in four projects (three of the four both are named), and GEDI in two of the projects.

There is evidence of cooperation between different branches even in projects where they are not listed as a backstopping unit. The report on VNM/16/06/JPN, the DWT Bangkok as the lead technical unit for the programme but that technical support from various units at HQ had been provided, including from ACTRAV, ACTEMP, GEDI, LABOURLAW, NORMES and INWORK. The report on RAF/17/05/FIN, identifies that on request the CO-Algiers, RO-Africa, ACTRAV, ACTEMP, GEDI, EMPLOYMENT, ENTERPRISE, and SKILLS all provide support to supplement the technical backstopping support from DWT Cairo.

Other examples of positive cooperation come from RAF/18/08/NLD, which only lists FUNDAMENTALS as the backstopping unit, but the report notes:

“Due to the innovative upstream approach going slightly beyond the traditional approach to tackling child labour, ACCEL has established close working relationships with other relevant departments of the ILO. Work on social finance has required the establishment of close cooperation with the Enterprise and the Social Protection departments of the ILO. Indeed, collaboration between these different departments has been at the heart of the innovative ACCEL approach, illustrated by the fact that certain team members, such as the Social Finance Officer are co-funded and co-managed by different departments.”

There are some projects where it appears more support from other branches would have been effective. The report on YEM/18/01/USA, notes “the lack of technical support was a challenge”. The report for DOM/17/01/USA, noted that although there was coordination between the DWT Costa Rica and Geneva, further technical engagement of the ILO in specific areas, such as child labour would be helpful. A small number of other reports noted that while communication between branches had been good, the system for doing so was informal and a more formal system would be advised. Overall though, the reports generally painted a strong picture of the provision of technical support, with the reports listing challenges or communication issues being in the minority.

Coordination with UN agencies, the World Bank, and other stakeholders was less systematic. Many of the reports referred to the projects aligning with UNDAF, UNSDCF, or other UN country planning system. At least fifteen of the projects align with the UNDAF, UNSDCF, or similar. This did not always imply actual coordination and interaction with UN agencies though.

Some projects show critical interaction with other UN agencies and their programming. IOM, UNHCR, UNICEF, UN Women, and UNDP are all referred to as key partners in some projects. The partner is not unsurprisingly related to the subject or context of the intervention. Programming in states affected by the Syrian crisis often, although in not all cases, showed partnerships with UNHCR and UNICEF. Partnerships with IOM were particularly identified in projects focusing on migration and trafficking and partnerships with UNICEF linked to child labour. The World Bank was only identified as being involved in one project, GLO/16/52/USA, on child labour in the mining industry, where the World Bank created a repository for ASGM data sets and documents at the request of the project.

There were also reports that noted a lack of coordination or involvement with other UN agencies that were often seen as missed opportunities. This included YEM/18/01/USA:

“It might have been possible to learn from and collaborate with other UN agencies (e.g., with UNICEF on case management system, UNDP/WFP on systems of managing such risks) and work with other social partners and implementing partners who have had experiences dealing with these risks”

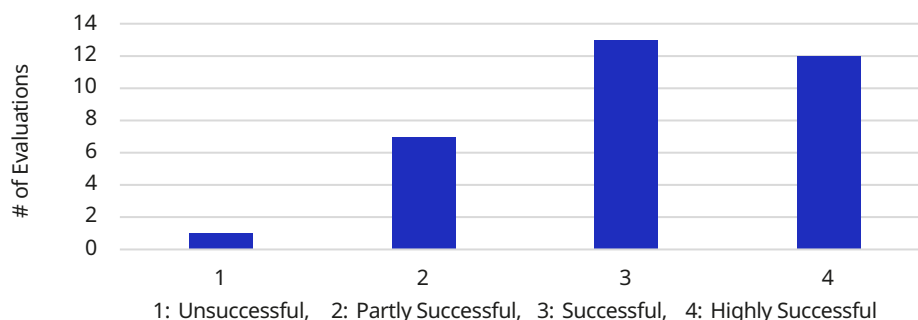
Recommendations to address this gap were also raised, such as in JOR2052NOR:

“Consider a more comprehensive project when addressing child labour with a longer timeframe and, if possible, to be jointly implemented with other UN agencies”

Effectiveness

How effective have been ILO interventions on promoting FPRW?

FIGURE 9: HOW HAS ILO EXTERNAL COORDINATION (WITH CONSTITUENTS, UN PARTNERS, WORLD BANK AND BILATERAL DONORS) AND INTERNAL COORDINATION (BETWEEN SECTORS, TECHNICAL DEPARTMENTS, REGIONS AND SUB REGIONS) PROMOTED THE ACHIEVEMENT OF THE OUTCOMES IDENTIFIED?



The evaluations rated the overall effectiveness of the projects as successful. The synthesis review found an average score of three, meaning an average rating of successful. The majority, but by no means all of the projects were assessed as either having achieved or would achieve most of their outputs. These projects generally had strong support from partners, good M&E systems, and had sufficient resources to implement the projects.

Good practices identified that enhanced effectiveness in promoting FPRW included the use of diverse partnerships, the promotion of exchange experiences, the leveraging of high-level support, the building of strong social dialogue approaches, and linked to this, the capacity building of tripartite constituents, most notably the workers' and employers' organisations.

Most of the evaluations reported the involvement of at least two and usually all of the tripartite constituents. Governments were the most regularly cited as having been consulted during the development of proposals. Involvement of the employers and workers' organisations was less consistent, although for the most cases present. Some evaluations identified that one or more social partner had not been particularly involved in the design of the project, but the ILO had been successful in raising interest in the topic during implementation, and as a result the partner had been much more actively involved.

Capacity building of tripartite constituents and strong attention to social dialogue though was identified as a key driver in the promotion of FPRW in projects. TUR/17/50/EUR indicated that “(the project) has demonstrated that mutual understanding, interaction and dialogue among employers and workers/trade unions can be fruitful for improvement of working conditions and other

elements focused on workers' rights." LKA17/01/USA reported that capacity building the inclusion of workers and employers organisations in the project's activities was important for building the issues of trafficking in person into their mandate.

The involvement of employers and workers organisations was not fully consistent across the projects though, as the finding on social dialogue in relevance demonstrates. This affected these projects' ability to engage the stakeholders whose involvement is often crucial to improving adherence to FPRW. JOR/20/52/NOR is an example of this, with the evaluation reporting, "The project's lack of engagement with employer representatives translated into a difficulty in working with individual farm owners and obtaining the cooperation of each in this project."

The diversity of partners is highlighted in a small number of evaluations, where ILO was praised for including stakeholders beyond the tripartite constituents. These ranges from grassroots organisations and local NGOs to strategic partners at a global level, including UN agencies. This practice was also suggested as a recommendation when not being done by the project, and reflected some of the capacity constraints of the tripartite constituents, as in MAR/16/01/USA:

In future FPRW projects in the agricultural sector in Morocco or elsewhere, the ILO and/or USDOS should develop partnerships with other key stakeholders in the agricultural sector and in rural communities. Potential partners include international buyers and their auditors, local development and human rights associations, and Ministry of Agriculture fieldworkers. The project highlighted that defending workers' rights in rural areas is challenged by the capacity limitations of ILO's tripartite constituents.

Engaging high-level involvement was another best practice that was identified as important for effectiveness. GLO 17/29/EUR references the success in engaging the high-level engagement with officials of the Ministry of Labour and LKA/17/01/USA highlights the practice of engaging ministerial level officials before designing training to ensure the training is relevant. TUR/17/15/EU identifies the engagement of key private sector actors in the success of the project. Other evaluations, such as LBN/17/02/NOR make recommendations for ILO to utilise its position in relation to its partnership with the Ministry of Labour and other departments more effectively to help realise the goals of the project. One missing area not covered by the evaluations particularly was the potential for ILO to leverage its position with donor governments to advocate for ratification and adherence to the fundamental and other relevant conventions.

The Covid-19 pandemic was cited as having an impact on project effectiveness in some projects, but the limited impact reported suggests the ILO adapted well to the challenges of the pandemic. No-cost extensions were given in several projects as a result of delays caused by the pandemic, allowing more time to reach outputs. The rapid and flexible response to the pandemic was noted as a strong point in several projects, as for example in RLA/16/03:

The rapid response capacity and flexibility of the RI to adapt to the new context of the pandemic and not delay the planned activities. The RI PAIRE V and AACID Support Projects adjusted their activities to strengthen the capacities of the FPs, exchange experiences and prepare studies, orienting them to the identification and analysis of the effects of COVID-19 on CL in the region. Likewise, the confinement and compulsory social isolation measures established in the countries motivated the RI to strengthen the capacities of the FPs to use social networks and access virtual platforms.

Similar flexibilities are described in RAF/17/05/FIN:

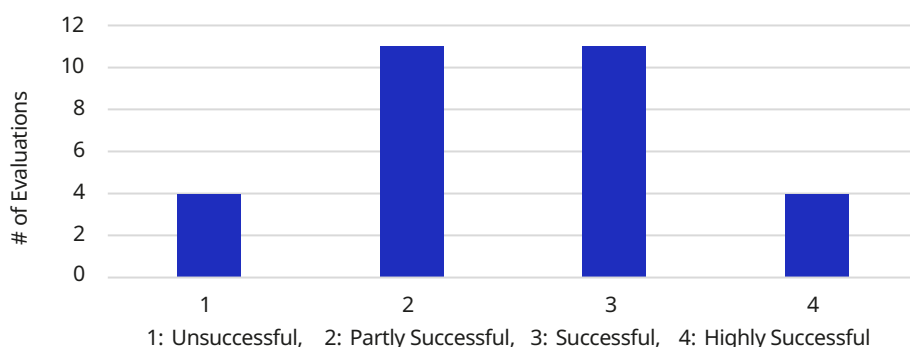
“The COVID-19 spread, and the circumstances surrounding it has demanded flexibility. This Project has shown the importance of being able to redesign approaches for capacity-building, including retraining of Trainers, and adapt training materials and guidelines – in order for them to conduct virtual training. It has also shown that through virtual training events many more trainees and beneficiaries can be reached.”

A significant minority of projects did demonstrate implementation challenges and were assessed as being unlikely to achieve their outputs. Eight out of thirty-three evaluations suggested the projects had been unsuccessful or only partly successful in meeting the planned outputs. Problems listed in the other areas of the report, particularly focused on design phases issues, the resources available for the project, not starting activities on a timely basis, and having weak monitoring and project management systems were identified as the drivers of these problems. Even some projects that still managed to be more successful in achieving outputs, still had issues that affected effectiveness. TUR/17/50, that was described by its report as being fairly successful in reaching its outputs, described a series of issues related to design and implementation that affected effectiveness:

The project has suffered from shortcomings at design phase. Indicators are activity- and not result-based. Activities are too numerous and this was to a certain extent detrimental to a more strategic focus. Insufficient attention has been paid to sustainability issues, such as production of tangible outputs (as an example, a roadmap to social dialogue) and insertion of training into institutional practices. There is no exit strategy. Finally, gender equality and non-discrimination aspects were not included in the project.

What are overall findings on monitoring and evaluation of projects/programmes executed to promote FPRW; was there adequate M&E systems in place?

FIGURE 10: WHAT ARE OVERALL FINDINGS ON MONITORING AND EVALUATION OF PROJECTS/PROGRAMMES EXECUTED TO PROMOTE FPRW; WAS THERE ADEQUATE M&E SYSTEMS IN PLACE? (N=30)



There were very mixed scores on M&E systems in the evaluations reviewed. Thirty-one evaluations reported on the M&E system and an average score of 2.39 was identified, suggesting ILO projects are only partly successfully in ensuring adequate M&E systems are in place.

Successful projects under this question were able to develop logical theories of change that mapped the pathways of change of the project and developed an M&E system that supported project adaption to changing on-the-ground realities, and fed-back lessons learned into project management approaches.

An example of a highly successful monitoring and evaluation system comes from the report on LKA/17/01/USA. The project had built a successful system that collected key data for project management. The evaluation particularly praised the system for providing a feedback loop on both the project's progress and external context to make project adjustments where necessary.

Similarly, the data collected by monitoring the progress of activities while keeping tabs on the external environment and political dynamics within the government, has effectively fed into the decision-making process of the project. Moreover, when gaps were identified during project implementation, the project's flexibility in adding new activities and components have been recognized.

Successful M&E processes also supported the participation of partners not just in the collection of data but also the analysing of it and adjustment of project approaches as a result. The same evaluation (LKA/17/01/USA) noted, "the project partners had several discussions with regards to the log-frame and suggestions were made for changes mid-way through the project, which was duly accepted by ILO."

The challenges identified with M&E systems included the lack of M&E plans, weak results frameworks and indicators, and indicators only measuring outputs and not outcomes or impact. The lack of, or concerns about, indicators to measure outcomes and/or impact was identified in 15 evaluations. This presents a challenge for the ILO as the opportunity to both monitor and report on change as a result of their interventions is lost.

An example of this was RAF/18/08/NLD, where the evaluation report states:

The Project Monitoring Framework (PMF), made available to the evaluation team as a separate document, has 10 outputs that are broadly formulated (as mentioned in section 3.2), and the vast majority of the indicators vis-à-vis these outputs are not quantified, or time bound. Thus, the evaluation has assessed that the monitoring and evaluation system is not fully results-based as such.

In this specific case, this gap was partly linked to the lack of an inception period that project staff suggested would have given more time for the project to develop suitable indicators.

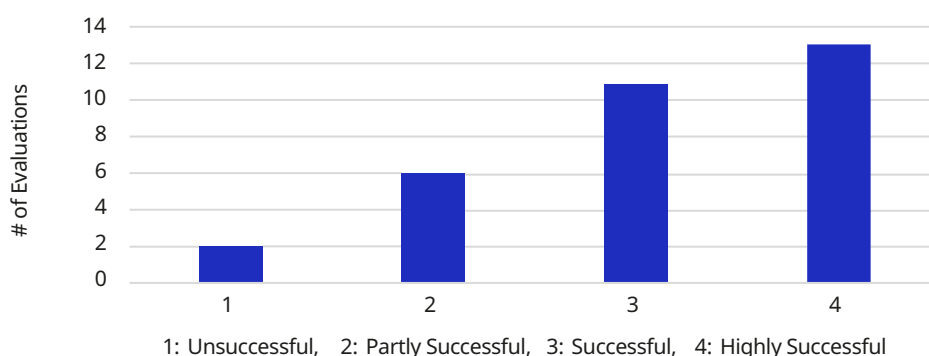
Closely linked to the issue of outcome indicators was the presence of weak results frameworks in general. One of the projects reviewed in Latin America identified there while the project had a theory of change, it lacked key indicators, baselines, and targets and what indicators there were, were only quantitative with no qualitative indicators. The project also did not disaggregated data by gender or other status.

Global projects covering multiple countries had mixed results on monitoring and evaluation as well. Of the six global evaluations in the sample, one did not review the M&E system, the others scored 3, 4, 3, 3, and 2. The project that was only partly successful under this question had similar issues to those described above, in that it did not have a system to monitor outcomes or impact. The others had stronger systems, with the main drawback noted being the length of time it took to get the system to function, suggesting that global projects in particular needed time to establish functioning systems.

Efficiency

Were the projects appropriately and adequately resourced? What is the emerging feedback with regard to cost efficiency of ILO's work on this topic?

FIGURE 11: WERE THE PROJECTS APPROPRIATELY AND ADEQUATELY RESOURCED? WHAT IS THE EMERGING FEEDBACK WITH REGARD TO COST EFFICIENCY OF ILO'S WORK ON THIS TOPIC? (N=32)



The evaluations generally found the ILO's projects to generally perform well with regards to the efficient use of resources but results on whether the projects were sufficiently funded were more mixed. It should be noted that ILO evaluations rarely include full value for money assessments, and comparisons on cost-effectiveness compared to other projects are challenging as a result and the focus of evaluations is more on the timely delivery of activities and the management of resources.

Although generally regarded as being efficiently run, the three main recurring challenges identified were delays in the project, insufficient funding, particularly for multi-country projects, and projects that were limited in length.

Delays in the project were often linked to recruiting project staff and to a lesser extent staff turnover during the project. The report on RAS/16/11/USA, describes this problem:

"The project manager was brought on board in September 2017 (five months after the initiation of the project) and left on 31 January 2020 (six months before the end of the project). Three people served as NPC over the course of the project. The first NPC left one year into the project (eight months after taking the job). It took roughly two and half months to fill the position. The second NPC came on board at the beginning of July 2018, took over as officer-in-charge (OIC) when the project manager left, and then resigned effective 31 March 2020. A third person was hired to serve as NPC/OIC on 1 April 2020 for the remaining four months of the project after working on the project as an external collaborator for roughly two months."

The length of projects was often also considered a constraint to efficiency. This finding aligns with a concern raised in the ILC framework that recommended longer projects based on past experience with projects that were too short. This was particularly the case with projects of around one year. The length of time to set up the project meant limited time for implementation that had effects on impact and sustainability as well. JOR/20/52/NOR, 'identified this as a concern:

The short timeframe of the project (1 year period originally) was a main limitation of the project. Almost all interviewed stakeholders referred to the tight timeline of the project as a main challenge to achieve project objectives ... and along with the delays that the project encountered during implementation, the actual duration of the project was deemed to be insufficient to properly plan for and execute the project's activities.

Delays in starting project work exacerbated the challenges of short timeframes, as noted by the report on YEM/18/01/USA:

The project had a slow start and ramp up happened from the fourth quarter onwards. This pace of implementation of the project reduced the time-window (40% of total project duration) that could be provided to the implementing partners to complete their deliverables.

Although evaluations reported that most projects were considered adequately funding, insufficient budgets were noted in a small minority of evaluations. This was more notable in regional and global programmes that covered multiple countries. It was reported that the budgets for conducting activities at the country level were often insufficient, with limited resourcing for staffing. RAS/16/11/USA, a regional project in South East Asia on fishing was one example of this:

Concerns about budget constraints were raised beginning in 2018. These centered on the lack of project staff outside of Indonesia, lack of resources to undertake mission to countries in the region, and insufficient resources for website development and the mapping of anti-trafficking initiatives.

Other examples included GLO/15/27/EUR, 'Support GSP+ beneficiary countries to effectively implement International Labour Standards and comply with reporting obligations':

Human resources are a key input for projects promoting social dialogue and aiming to increase countries' compliance with ILS. Project staffing should be commensurate to the wide spectrum of tasks and responsibilities implied in this kind of project. The project would have greatly benefited from having at least one full-time local coordinator in each country. Likewise, the services of a full-time project manager would have benefited the project, allowing for closer support from ILO HQ and going beyond the task of ensuring timely reporting to the donor.

What are the trends with regard to financing of ILO's FPRW work in terms of budget size and sources of funds and use of complementary funding, especially Regular Budget Supplementary Account (RBSA) and Outcome based funds (OBF)?

The vast majority of projects included in the sample were funded through bilateral donors. Of the 33 evaluations, 13 were funded by the US Government (mainly USDOL), 6 by the EU, 9 by European Governments⁵, 2 by the Brazilian Government, and 1 by the International Fund for Agricultural Development. RBSA funding of \$1.74 million was used for one project, ZMB/18/02/RBS. One project, HTI1801RBS, received \$1 million funding from the Supplementary Account to the Ordinary Budget of the ILO. The Vision Zero Central Fund supported one project, MMR/16/51/MUL, with \$1.7 million.

5 One project, RLA1603ESP, 'Projects that support the implementation of the second phase of the regional initiative Latin America and the Caribbean free of child labour' was funded by both International development and cooperation agencies of Spain and Andalusia (regional agency) and US Department of State

The projects in the sample account for a total of \$149 million⁶. This means an average of \$4.52 million per project. There are significant differences in the project sizes, ranging from \$380,000 to \$29.7 million. The median project size is \$2.24 million.

There were examples of projects leveraging of regular budget resources and cost-sharing with other initiatives. The projects that showed strong coordination across ILO were often able to leverage technical support from positions funded by the regular budget. GLO/18/63/SWE, provides one example of this:

“Regarding cost efficiency, the project has achieved significant savings vis-à-vis budget due to synergies established with other ILO projects along with benefits gained through use of regular ILO funds meant for single strategy across several projects. The SIPP interventions were conceived as activities closely connected with the mainstream agenda of the organization. This programming approach enabled the SIPP to secure support from the ILO’s human resources, financed by the regular budget.”

Funds were reported as being leverages from other sources as well. RAS/16/11/USA reported obtaining \$112,000 towards the cost of regional meetings in Bali from the Coordinating Ministry of Maritime Affairs in Indonesia.

Sharing of resources between projects was also seen as a good practice that strengthened efficiency of projects. LKA/17/01/USA, for example was able to utilise resources of other projects implemented in the region:

“Leveraging resources from other ongoing projects or projects that were phasing out was another factor which contributed to the efficiency of the project. For instance, the link between REFRAME and EQUIP was drawn in order to transfer results achieved through one project on to the next one by maximizing the grants available to them, as was made evident by a consultant to the project. There was also a sharing of resources from other UN agency related projects. One respondent stated, “We worked with ILO Nepal on developing a toolkit for recruitment agents. It was not a template, but examples on the protection of women, ensuring all jobs are communicated between the destination and origin countries, and protecting all the other aspects of labour migration. We shared this with the project (EQUIP).”

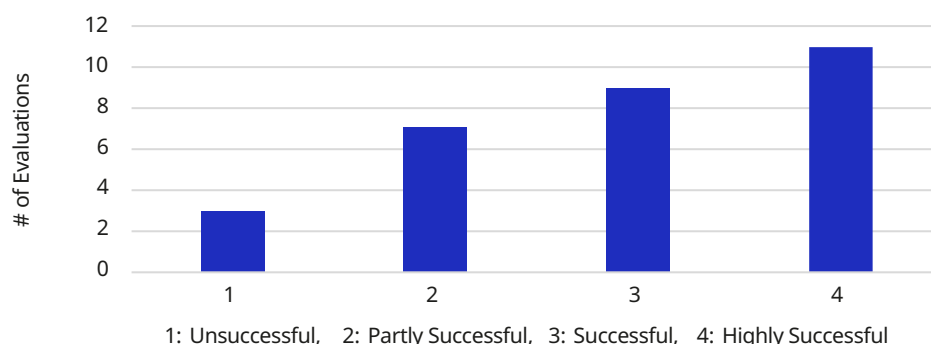
The projects are vastly different in length and the countries covered, ranging from one year projects in one country, to multi year projects managed at the global level and in multiple countries, thus drawing particular conclusions, beyond noting that most funding comes from bilateral government donors, is challenging.

⁶ One budget is given in Euros and the exchange rate from February 2023 was used to get a \$US total. It is assumed the exact amount was marginally different when the funds were actually transferred to the project.

Impact

To what extent have ILO actions had impact in promoting FPRW (for instance, through knowledge generation, policy improvements, intervention models etc)?

FIGURE 12: TO WHAT EXTENT HAVE ILO ACTIONS HAD IMPACT IN PROMOTING FPRW (FOR INSTANCE, THROUGH KNOWLEDGE GENERATION, POLICY IMPROVEMENTS, INTERVENTION MODELS ETC)? (N=30)



Overall, impact was assessed in the evaluations as being successful, with an average score of 2.9. Various changes could be identified, ranging from more intermediate outcomes such as knowledge gain and attitude change, to longer term outcomes including policy change and ratification of conventions.

RATIFICATION OF CONVENTIONS

As noted in the relevance section, three projects identified contributions to ratifications of fundamental conventions, the ratification of C.98 in Vietnam, and P29 in Thailand and Sri Lanka. This aligns with result 1 and 2 of the integrated strategy, '(1.) In pursuit of universal ratification of all the fundamental conventions, at least 35 more ratifications of the fundamental Conventions and the Protocol of 2014 by 2020. Particular attention will be paid to the low rates of ratification of Conventions 87 and 98 on freedom of association and collective bargaining. (2.) The 2014 Protocol to the Forced Labour Convention No. 29, will be widely ratified, supported by the "50forFreedom" campaign whose goal it is to achieve 50 ratifications by 2018.'

Some reports refer to the projects contributing to the ratification or the process towards ratification of other conventions. GLO/15/27/EUR assesses the project has having supported the ratification of the Tripartite Consultation Convention (C144) and the Social Security (Minimum Standards Convention (C102) by Cabo Verde in 2020.

Other evaluations reported on progress towards ratification of ILO conventions, but the ratification has not yet taken place. This partly speaks to the lengthy process of achieving ratification, and makes monitoring of impact in this area for a single project more difficult. As the process often takes years, identifying what impact a project has had when the ratification may still be years away is challenging. One evaluation, UKR/16/03/EUR reported that the project had made a significant contribution to the preparation for the ratification of C.187 in Ukraine. However, the evaluation took place in 2019 and to date, Ukraine has not ratified C.187. At the time of the project, C.187 had also not yet been added to the list of fundamental conventions. A couple of other reports clearly demonstrate this challenge.

GLO/17/29/EUR, a project that specifically supports countries in the ratification and implementation of the fundamental conventions reported that the project had to adapt in both Mongolia and Pakistan when their respective governments decided to prioritise new labour laws over the ratification of P29.

Similarly, RAF/17/05/FIN details that ILO indicated a ratification bill for C.190 was due to be made public in August 2021 but this did not take place after the political crisis of July 2021. Ratification still has not occurred. GLO/17/29/EUR reports on some of the efforts made to increase awareness in Mongolia through the training of journalists on P29:

“Through this initiative, National Human Rights Commission of Mongolia (NHCRM) is essentially creating demand for P29. Through public clamour for better labour legislation, Government may improve and align its national legislative framework on the prevention and elimination of forced labour and eventually ratify P29”

But also notes the slow-moving nature of the process:

“Stakeholders have emphasized the fact that some activities, such as the development and enactment of legislation, take time to be realised, as is the case with the ratification of P29 and its subsequent enforcement. While significant progress has been made for prospective Mongolian legislation to be compliant with ILS, the challenge lies in its full implementation, such as in the level of forced labour believed to exist in the informal sector of the economy.”

GLO/18/63/SWE reports that the individual country interventions “also contributed to the ratification and implementation of specific ILO conventions aimed at promoting employment creation, social protection, gender equality and social dialogue at the country”. However, the report does not report specific ratifications. Reference is made to progress towards ratification of the Domestic Workers Convention (C189) in Cameroon, but to date (February 2023) this still has not been achieved. A similar situation was reported in Bangladesh with regards to ratifying the Indigenous and Tribal Person Convention (C169) and C189 in Guatemala, but these also have not yet been ratified.

POLICY AND LEGAL CHANGES

Evaluations reported on many projects supporting changes in laws and policies to support the application of the fundamental and other ILO conventions. RAF18/08/NL, a project focused on eliminating child labour in supply chains in Africa, was reported to have supported legal and policy changes in a number of countries:

For instance, in Nigeria, ACCEL worked to mainstream child labour in the revised Mining Law and ACCEL Egypt has supported the Ministry of Manpower to propose an increase of the minimum age for employment from 14 to 15 years old in the new draft labour code, which is under consideration in the Egyptian Parliament, in line with ILO C138. A proposal to update the Child Law No. 12 of 1996 and the Ministerial Decree No. 2075 of 2010 on the Promulgation of the Executive Regulations of the Child Law to be in better compliance with the International Labour Standards was drafted and shared with national governmental committee responsible for updating the Child Law. A legal review on all the existing and relevant apprenticeship education programmes was conducted in collaboration with GIZ and policy recommendations were drafted, and the child labour hazardous work list was updated in accordance with ILO Convention 182 to specify the nature of work the children can perform.

GLO/14/45/BRA also reported on policy change in Peru, legislation was amended to incorporate collective notification letters as a method for the prevention of child labour, as previously only individual notifications existed. Changes in labour inspection methodologies were also modified thanks to insights gained through the project. In Paraguay, the implementation of the Child Labour Risk Identification Model facilitated the decentralisation of national policy, allowing the results of preventive actions to be measured depending on the level of associated risk. The application of the model led to a resolution in 2019 by which an inter-institutional technical commission was established for its follow-up.

Reference to the closing of gaps identified by the supervisory bodies is much more limited than policy change to help the country align with the conventions. Two global projects had specific design elements to support countries to respond to the comments from the CEACR, GLO/15/27/EUR and GLO17/29/EUR, and both evaluations adjudged these projects to have contributed to the closing of the gaps identified. A third project, ZMB18/02/RBS noted the project design had been informed by the gross decent work deficits detailed in the reports and recommendations of the CEACR, and reporting on impact suggests the project had contributed to addressing these deficits. These are the only projects that specifically reference changes to close identified gaps, as opposed to more general policy change to align with the fundamental conventions.

KNOWLEDGE AND AWARENESS

The most widely reported change under the impact section of reports was improved knowledge and awareness of issues related to FPRW. This aligns with result 4 of the integrated strategy, 'At least 20 member States have institutions with stronger capacity to ensure prevention of fundamental labour rights violations and to enforce national legislation.'

The projects that focused on reporting mechanisms for FPRW noted stronger knowledge and practices within tripartite committees, government staff, policy makers and social partners on the reporting process and general awareness of international labour standards. GLO/17/29/EUR reported on this change:

A key impact of the project has been the institutionalization of tripartite committees, to discuss reporting and look into the comments of the ILO supervisory bodies pertaining to implementation of ratified Conventions. A second key impact has been an improved understanding and knowledge on ILS among government staff, policy makers and social partners leading to overall improvement in national capacity to apply ILS in law reform, judicial processes and other relevant fields. A third impact of the project is improved reporting on ILS both in terms of quality and the systems and processes within ministries of labour to coordinate and consult with social partners and with other line ministries.

The creation of child labour tripartite committees in Barbados and Guyana, and joint actions with other institutions such as the prosecutor's office and the employers and workers' organisations in Mexico, Honduras, and the Dominican Republic were reported by RLA/16/03/ESP.

Awareness among tripartite constituents on topics related to one or more of the key topics such as collective bargaining were reported, as noted in MAR/16/01/USA:

“Key stakeholders cited increased awareness of the value of workplace social dialogue as a beneficial outcome of project direct support for CBA negotiation. A labour official affirmed, “The experience of direct support was something good. Even if they did not result in an agreement. It contributed to a culture of negotiation.” ILO consultants affirmed their efforts have calmed tensions within participating enterprises, “Since we started negotiating, there has not been any strikes or major disagreements. It has improved the climate of trust between the two parties.”

Similar findings on the improvement in awareness of the importance of social dialogue and the development of networks to achieve that were reported in TUR/17/50/EUR:

The project has certainly contributed to the spreading out of better knowledge about the meaning and positive implications of social dialogue, at least among the three main stakeholders. A positive impact seems also to be the increased dialogue between actors who were not used to exchange views and interact before the project. For example, it has been commented that the private sector is now more capacitated – and has the adequate networks – to directly contact the MoFLSS to discuss themes about industrial relations or social dialogue issues. In this sense, relations among social partners have been strengthened.

The awareness of social partners was also highlighted as a key result in Tunisia in TUN/16/02/USA:

Another level of results that should be highlighted relates to the greater sensitization of social partners. While for the UTICA, the topic of child labor is not quite new as it falls under corporate social responsibility – an area to which the employers' organization attaches great interest – for the UGTT, child labor represents a novelty (see Figure 9) and PROTECTE significantly contributed to increasing the knowledge of its representatives in this area. Given the specificity of its area of intervention, the UTAP found that the project has the advantage of drawing attention to child labor practices in rural environments, where such practices are largely accepted. Thus, the project paved the way for a shift in attitudes within UTAP at the national and now local level.

CHALLENGES TO IMPACT

Three out of the thirty projects that assessed impact were rated as being unsuccessful in achieving impact, with a further seven being only partly successful. The evaluations that report challenges with impact often linked the reason to previous concerns raised in the report. Projects that had not implemented effective monitoring systems or developed outcome indicators often had problems demonstrating the impact. Without the indicators it was challenging for the evaluation to identify the impact the project had had.

Short-term projects and delays to the project starting also had a detrimental effect on the impact of the project and are often projects where there is most concern over sustainability. A number of evaluations reported that either the impact was hard to assess or there was not really impact due to the short-term nature of the project.

Challenges to design were also raised affecting impact, on the basis that if the design of the project is not sound, then the impact will suffer. LBN/17/02/NOR, identifies this challenge:

Design and implementation shortcomings missed opportunities for the ILO to establish a foundation for a national CLMRS and to offer evidence-based lessons learned on effective strategies for preventing children from entering the WFCL and rehabilitating children withdrawn from WFCL. Indeed, initiatives under this project were not framed in terms of learning for scale.

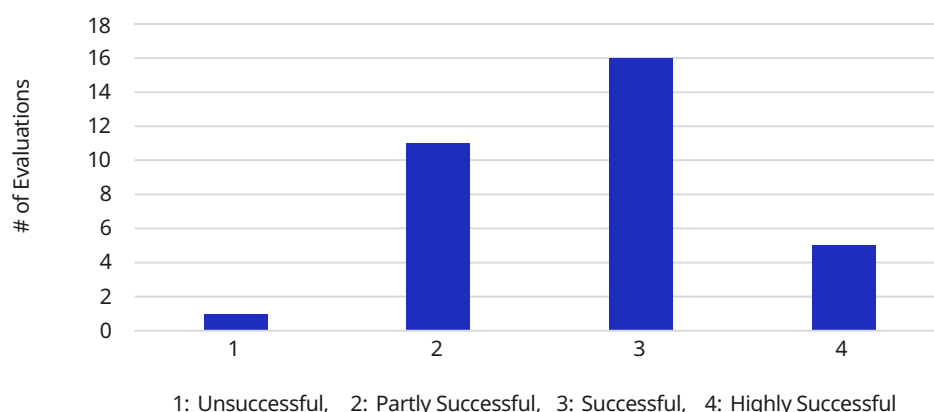
Other UN and civil society agencies have mandates and expertise in service delivery for vulnerable populations. The ILO missed the opportunity to leverage its particular niche and expertise related to child labor (and resources under this project) to contribute evidence behind best practices for monitoring, referral and service delivery for children in WFCL and prevention, particularly amongst refugee populations

Even in projects where stakeholders believed there was some evidence of good impact, design issues in terms of priorities had caused problems. MAR/16/01/USA for example, indicated that the project had gone for the more low-hanging fruit of collective bargaining on farms that already had good records of labour relations, and many stakeholders believed the project should have focused more on labour law compliance and working with farms where obstacles to FPRW existed.

Sustainability

To what extent have ILO interventions been designed and implemented in ways that have maximized ownership and sustainability at country level?

FIGURE 13: TO WHAT EXTENT HAVE ILO INTERVENTIONS BEEN DESIGNED AND IMPLEMENTED IN WAYS THAT HAVE MAXIMIZED OWNERSHIP AND SUSTAINABILITY AT COUNTRY LEVEL? (N=33)



Sustainability had quite similar results to impact in the sampled evaluations, with an average score of 2.75, meaning the evaluations as a whole assessed sustainability to be a little below successful for the projects. Sustainability was strongly linked to many of the impact findings, such as policy development, as well as efficiency and effectiveness findings.

The success of projects in supporting policy and legal changes or institutionalising guidelines within government ministries was regularly cited as one of the most successful areas of sustainability. The ratification of a convention were particularly strong examples in a small number of projects, but changes to laws and policies that strengthened adherence to one or more of the fundamental conventions (and in many cases other conventions), were also raised as important for sustainability. The report on RAF/18/08/NLD highlights this approach:

The project's overall approach that is focused on systems-strengthening and capacity building ensures that sustainability is an integral part of project design. Work on national policy and legal frameworks; the development of codes of conduct and due diligence procedures; the mainstreaming of child labour in labour inspection systems; and the establishment of linkages with social protection and social finance, to name but a few, are all geared towards long-term change that will far extend beyond the life of the project.

Many of the challenges identified in the effectiveness and efficiency section had a direct impact on sustainability. Projects that had not been successful in achieving outputs had greater challenges on sustainability. Projects that had been delayed in starting, and thus while they might achieve outputs, had only done so towards the end of the project, also had issues with sustainability due to the limited time available to test interventions, institutionalise changes, and build capacities. Similarly, projects that had short-time frames also had more challenges with sustainability due to the limited time available to institutionalise the work. The evaluation for YEM/18/01/USA reported that sustainability was based on the expectation that child protection committees and local authorities would continue the initiatives but "without resources, commitments, and planning, this is unlikely to happen". The report also noted that the financial incentives for families allowing their children to become child soldiers remained strong. As the report noted:

It is not clear how a short-term project support delivered over a few months would lead to sustained benefits for the beneficiaries without the needed follow up actions.

The lack of sustainability or exit plans was also cited as a concern by several evaluations. The evaluation of MDG/16/01/USA noted the lack of a national and local strategy was impeding sustainability.

That the project is being implemented without a well-developed national and local strategy for the vanilla value chain hampers the speed and extent of results. The lack of such a strategy with an accompanying road map also impedes sustainability. While there is a national framework on child labor, little is adapted to the specificities of the Sava region in this regard. Project implementation, coordination, and sustainability planning would benefit from the development of appropriate related frameworks applicable to the region.

It was also reported that some projects had intentions to develop sustainability plans, but were leaving it until late in the project to do this, which was also not particularly conducive for ensuring sustainability.

The project intends to update its sustainability strategy and submit it in the October 2019 TPR. However, focusing on sustainability in the last months of the project is very late." (GLO/16/52/USA)

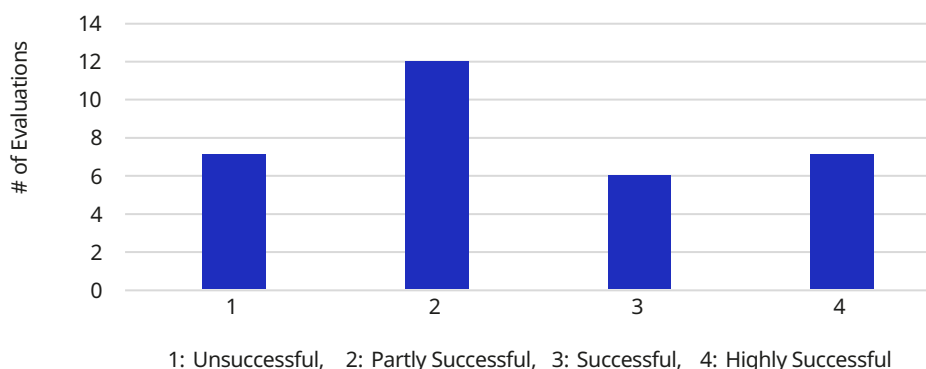
However, although many evaluations lacked an exit strategy, good practices in this area were reported in some projects. MAR/16/01/USA reported the project focused on associating inspectors with project mediators. While some stakeholders had concerns about the effectiveness of this approach, this does provide an example of a project actively planning for the future of the work beyond the life of the intervention.

"The exit strategy comprised associating inspectors with project mediators during project-supported CBA negotiations and conducting a training of trainers for 30 inspectors, planned in September 2018" (MAR1601USA_Eval_Final_2018, p. 22)

Cross-Cutting

What are the trends with regard to ILO projects mainstreaming gender equality at design, implementation and monitoring phases?

FIGURE 14: WHAT ARE THE TRENDS WITH REGARD TO ILO PROJECTS MAINSTREAMING GENDER EQUALITY AT DESIGN, IMPLEMENTATION AND MONITORING PHASES? (N=32)



Mainstreaming of gender equality did not perform particularly well in the review, with a mean score of 2.35. Although some projects were found to address issues of gender equality, many projects paid little or no attention to the subject. Not surprisingly the projects that scored most highly on gender equality, were projects particularly designed to focus on gender inclusion. For example, RAF/17/05/FIN focused on creating an enabling environment for gender equality in the workplace and for women's entrepreneurial development, as well as increasing women's leadership role in social dialogue. It adopted innovative approaches such a gender audit in the Ministry of Social Affairs in Tunisia, and was adjudged to have had significant impact in supporting the passage of gender equality focused policies and increasing knowledge within the labour inspectorate that should improve working conditions for both women and men in Egypt and Tunisia.

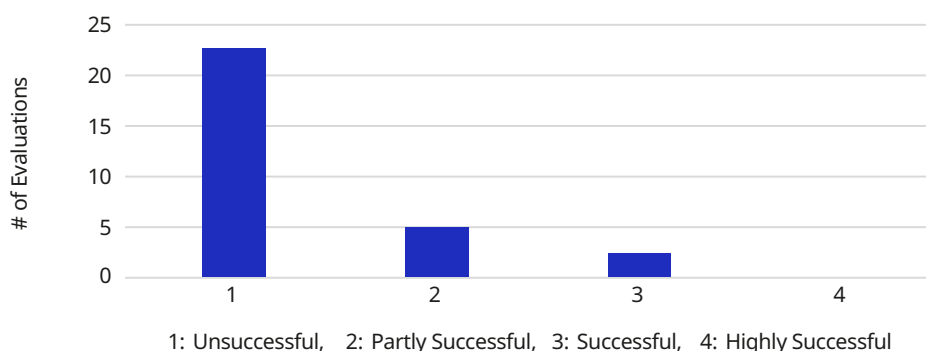
Projects that addressed the implementation or reporting of the fundamental conventions also had mixed achievements in ensuring gender equality mainstreaming, despite the two non-discrimination conventions being part of this. Two similar projects focused on supporting countries to comply with international labour standards and reporting obligations demonstrate this. GLO/15/27/EUR, had numerous interventions in the countries of implementation addressed gender equality, including the drafting of gender and non-discrimination provisions in new laws in Mongolia, address gender equality and equal pay in collective bargaining agreements in Pakistan, and the training of statisticians on mainstreaming gender into data collection in multiple countries. GLO/17/29/EUR, reported the project as not having a systematic approach to addressing gender mainstreaming, and while the project had made some contributions to gender equality, the project design did not seem to include a clear and consistent gender dimension, and it was not clear that the project design included a specific review form a gender-sensitive lens with a view to ensuring that the project adequately addressed gender issues in its design. Significantly, the project had undertaken a gap analysis on P29, and these did not include gender disaggregated data or data affecting other groups prone to discrimination.

There were a few projects where gender equality or the promotion of fundamental conventions on non-discrimination was not the specific focus of the project, that nevertheless successfully adopted a gender inclusive approach. There was no consistent pattern to the key topic of these projects, and they included projects working on improving the capacities of the Ministry of Labour to improve agricultural working conditions in the Dominican Republic, and projects addressing child trafficking in Peru, migration in the Middle-East, decent work deficits in the tobacco industries in Zambia and Tanzania, and the worst forms of child labour in Jordan. One of these, PER1751USA, on child trafficking in Peru, included a focus on LGBTQI survivors of human trafficking. No other project in the sample was identified as being inclusive for LGBTQI individuals.

A significant number of projects though showed very limited attention to gender mainstreaming. Those who were rated as slightly more successful showed some attention to the issue during programming, even if the design did not include any focus on gender equality. Others had very limited or no attention to gender equality at all.

What are the trends with regard to ILO projects mainstreaming disability inclusion concerns at design, implementation and monitoring phases?

FIGURE 15: WHAT ARE THE TRENDS WITH REGARD TO ILO PROJECTS MAINSTREAMING DISABILITY INCLUSION CONCERNS AT DESIGN, IMPLEMENTATION AND MONITORING PHASES? (N=28)



Mainstreaming of disability inclusion was an area of very low performance. ILO's policy guidelines for results-based evaluations states that evaluations should consider the extent to which projects incorporate disability inclusion into their design and implementation, the project adheres to the 2015 GEDI branch's strategy document, and the project contributes to the increased inclusion of persons with disabilities. Many evaluations did not address questions of disability inclusion, including some that were requested to by the TOR. Of those that did include questions of disability inclusion, only two projects were deemed to be successful on mainstreaming disability inclusion concerns and none were rated as highly successful. None of the evaluations reported that the projects had consulted organisations of persons with disabilities to support implementation, and none referenced the project contributing to the UN Country Team's annual report on the United Nations Disability Inclusion Strategy⁷.

The evaluation of ZMB 18/02/RBS and TZA/18/01/RB, 'reported a significant focus placed on groups subjected to discrimination and exclusion including women, children, youth and persons with disabilities. For example, persons with disabilities were represented on committees formed to monitor child labour. The other project to be rated as successful in the review was JOR/20/52/NOR. This project did not include disability inclusion its design, but the evaluation found there had been an effective approach to case management for children with disabilities and their parents, and by training the staff of the partner organisation on the concepts of disability inclusion.

In general, though, the mainstreaming of disability inclusion was very weak. No evaluation reported the project consulting organisations of persons with disabilities and including them in the project delivery, and very few addressed disability at all.

Common Recommendations and Lessons Learned

Given the diversity of projects included in the sample, the breadth of recommendations is to be expected. There are however some common themes that can be identified.

The two most common recommendations referred to knowledge management of the project and gender inclusion. As previously described, performance on M&E systems was very mixed,

⁷ As the UNDIS only included reporting from UNCTs from 2020 onwards, it would only be the most recent evaluations that actually had the potential to include this information.

and many evaluations included a recommendation to improve the M&E system, including making indicators more SMART, ensuring outcomes were captured, and defining more clearly what the project intends to achieve. Linked to knowledge management, for regional programmes, a best practice of the exchange of experience between countries was identified, with the recommendation to ensure this is continued / extended in these projects. The lack of a data management strategy to support the sharing of knowledge, data, and research that emerged from the projects was also often cited as a constraint and recommendations made to develop clear strategies for this.

Performance on gender equality mainstreaming was also mixed in the sample, and several recommendations focused on ensuring gender strategies were set and assessments conducted. A smaller number of evaluations focused on other areas of inclusion, including greater inclusion of persons with disabilities.

Where the evaluations identified the strengthening of tripartite coordination and capacity building of social partners as strong, this was often cited as a good practice, and recommendations around this topic were made, either the continuation of this activity or the focusing on it where it had been a gap in the project.

Other common constraints to projects picked up in the synthesis review also appeared as recommendations in multiple evaluations. Ensuring a better match of outputs and outcomes to the resourcing of projects and extending the length of the grant agreements were recommended. The exact nature of these varied. Global and regional projects included recommendations to ensure individual country interventions received sufficient resourcing to implement their activities. The challenge of having meaningful impact in shorter programmes, particularly those of 1-2 years in length, was reflected in recommendations arguing for a longer-term approach to programming.

On sustainability, focusing on policy development and institutionalising guidelines and tools among the tripartite constituents were highlighted as good practices. However, as described in the sustainability section, many projects lacked sustainability or exit plans, and thus recommendations on ensuring these are completed were made in order to strengthen long-term sustainability.

Four projects made recommendations to strengthen the connection between headquarter units and staff at the country level. GLO/18/29/USA, a project focused on measurement, awareness, and policy management on child and forced labour, recommended the establishment of a steering group inside FUNDAMENTALS to bring headquarters and national project coordinators (NPCs) together. A similar suggestion was made in RER/15/03 to ensure NPCs are consulted on key project decisions.

CONCLUSIONS

The synthesis review found a mixed picture of success from the sampled evaluations of projects related to FPRW. Overall, the ratings of the projects found an average score of just below successful. Within this, there was significant divergence between different criteria, with relevance being seen to be the most successful criterion and the cross-cutting issues of gender equality and disability inclusion being the least successful.

While projects were mainly relevant to the needs of member states and aligned with SDG targets, there was only a very small number of projects where evidence was presented that the projects are guided by comments and recommendations of the ILO's supervisory bodies. Additionally, although the projects generally aligned with the thematic priorities of the integrated strategy of FPRW, there was also not significant evidence of an integrated approach to the fundamental rights being taken, with most projects addressing one, or at most two of the fundamental principles.

The evaluation reports paint a relatively good picture of the ILO's projects delivering on the outputs and the results set out in project documents, an efficient use of resources, and a strong leveraging of technical support from various ILO branches. The projects that struggled to deliver outputs effectively, often also had design issues, did not start activities in an efficient manner, and were short-term projects, which also effected impact and sustainability as well.

The main impacts of ILO's work were identified as knowledge building and attitude changes, with also significant policy changes being achieved. There was though only reference to closing gaps identified by the supervisory bodies in 3 reports in the sample. Sustainability was strongest in projects that had achieved impact through policy change, as well as in longer-term projects and those who had developed exit plans.

ANNEX 1: LIST OF REPORTS REVIEWED

Name	Evaluation Symbol	Budget	Donor	Type	Language Reviewed In
Employment and Social Affairs Platform (ESAP)	RER/15/03/EUR	\$ 1.70 m	EU	Final	English
Application of migration policy for Decent Work of migrant workers	BGD/15/01/SDC	\$ 2.47 m	SDC	Midterm	English
Convening stakeholders to develop and implement strategies to reduce child labor in artisanal and small- scale gold mining	GLO/16/52/USA	\$ 5.00 m	USDOL	Final	English
Improving social dialogue in working life	TUR/16/03/EUR	\$ 2.65 m	EU	Final	English
Support GSP+ beneficiary countries to effectively implement International Labour Standards and comply with reporting obligations	GLO/15/27/EUR	\$ 1.17 m	EU	Final	English
New Industrial Relations Framework in Respect of the ILO Declaration on the Fundamental Principles and Rights at Work ((NIRF/FPRW)	VNM/16/06/JPN	\$ 2.18 m	USDOL	Final	English
Measurement, awareness-raising and policy management (MAP) project on child labour and forced labour in support of SDG target 8.7	GLO/18/29/USA	\$22.40 m	USDOL	Midterm	English
Sea Fisheries: Strengthened Coordination to Combat Labour Exploitation and Trafficking in Fisheries in Southeast Asia	RAS/16/11/USA	\$ 1.65 m	US Dept of State	Final	English
Enhancing the labour administration capacity to improve working conditions and tackle undeclared work	UKR/16/03/EUR	\$ 1.13 m	EU	Final	English
PHASE II Ending Worst Forms of Child Labour (WFCL) amongst Syrian Refugees and Lebanese Host Communities	LBN/17/02/NOR	\$ 1.00 m	Norway	Final	English
EQUIP: Equipping Sri Lanka to Counter Trafficking in Persons	LKA/17/01/USA	\$ 1.18 m	US SCA	Final	English
Way forward after the revolution: Decent work for women in Egypt and Tunisia - Phase II	RAF/17/05/FIN	\$ 2.70 m	Finland	Final	English
Promoting Fundamental Principles and Rights at Work in Morocco's Agricultural Sector	MAR/16/01/USA	\$ 0.38 m	USDOL	Final	English
Protecting children and youth in Yemen from recruitment and use in armed conflict	YEM/18/01/USA	\$ 0.99 m	USDOL	Final	English
Clustered Evaluation of Policy Outcome 8: Protecting workers from unacceptable forms of work and Cross- cutting policy driver: Gender equality and non-discrimination	GLO/18/63/SWE	\$ 2.30 m	SIDA	Final	English
Accelerating action for the elimination of child labour in supply chains in Africa	RAF/18/08/NLD	\$ 23.70 m	Netherlands	Midterm	English
Vision Zero Fund - Myanmar	MMR/16/51/MUL	\$ 1.70 m	VZF central funding	Midterm	English
Support to the National Action Plan against child labour in Tunisia (NAP-TN on CL) 2015-2020	TUN/16/02/USA	\$ 3.00 m	USDOL	Midterm	English
Supporting sustainable and child labour free vanilla-growing communities in Suva	MDG/16/01/USA	\$ 4.00 m	USDOL	Midterm	English
Addressing Decent Work Deficits in the Tobacco Sector of Zambia and Tanzania Projects (DWiT)	ZMB/18/02/RBS	\$ 1.74 m	RBSA	Final	English

Projects that support the implementation of the second phase of the regional initiative Latin America and the Caribbean free of child labour	RLA/16/03/ESP	\$ 2.60 m	Mainly USDOL with some contribution from ILO	Final	English & Spanish
Sustaining Strengthened National Capacities to Improve International Labour Standards Compliance and Reporting in Relevant European Union Trading Partners	GLO/17/29/EUR	\$ 1.00 mw	EC	Final	English
Promoting Decent Work for Syrians under Temporary Protection and Turkish Citizens	TUR/18/01/DEU	\$ 29.70 m	KfW & EU	Midterm	English
Addressing the Worst Forms of Child Labour in Jordan	JOR/20/52/NOR	\$ 1.06 m	Norway	Final	English
Promocion y cumplimiento de los Principos y Derechos Fundamentales en el trabajo en Brasil	BRA1750BRA	\$5,308 m	Brazil's Public Ministry of Labour	Midterm	Spanish
Fortalecimiento de las Capacidades del Ministerio de Trabajo para mejorar las Condiciones de Trabajo en la Agricultura Dominicana	DOM1701USA	\$5.00 m	US Dpt Labor	Final	Spanish
Cooperacion Sur-Sur para la Promocion del Trabajo Decente en los Paises Productores de Algodon de Africa y América Latina	GLO1445BRA	\$6.95 m	Brazilian n Agency	Final	Spanish
Partnership in Action to End Child Trafficking in Peru -	PER1751USA	\$5.70m	US Department of State Department of State	Midterm	Spanish
Amélioration de l'environnement pour le développement de l'entreprenariat agropastoral et renforcement des capacités entrepreneuriales des jeunes (PEA-JEUNES)	CMR1601IFA	\$1.33 m	FIDA (Fonds International de Développement Agricole).	Final	Spanish
Creer des emplois decents et respectueux de l'environnement pour les jeunes (CREER), project- drouillard, commune de Cite-soleil	HTI1801RBS	\$1.00 m	ILO (Supplementary Account to the Ordinary Budget of the ILO)	Final	French
Améliorer la gouvernance du travail dans les TPE/PME et aider à la sortie de l'économie informelle en Afrique	RAF1653FRA	\$3.20 m	French Government	Final	French
Appui a la migration pour le Maghreb	RAF1610ITA	\$2.40 m	Italian Agency for Cooperation for Development	Final	French
Promotion du dialogue social et renforcement de la Gouvernance du travail en Tunisie (Phase III)	TUN1607NOR	\$0.76	Norway	Final	French

ANNEX 2: CONCEPTUAL FRAMEWORK

Question	1. Unsuccessful	2. Partly successful	3. Successful	4. Highly Successful
Relevance				
To what extent has the ILOs strategy and interventions been relevant to the needs of member states?	Project objectives do not demonstrate a clear link with the needs of the member states. Partners do not have a clear understanding of what the project aspires to achieve.	Some evidence of linking to the needs of member states, but the relationship remains vague and loose. The link is not well reflected at the operational level. Some partners do not share the same understanding of what the project aspires to achieve.	Clear and specific correlation between project objectives and policies of national governments and social partners at both strategic and operational levels. Link reflected and translated into actions, and an understanding of what the project aspires to achieve is broadly shared.	Clear and compelling link to policies of national governments and social partners, translated into a concrete set of goals and priorities at the operational level. Causal link broadly held among partners and partners have a clear understanding of what project aspires to achieve.
Have FPRW interventions at the country level been designed with inputs from the Annual Reports on the reporting on the 1998 Declaration? Do evaluation reports note this annual reporting mechanism and how it helps guide ILO's interventions? (second question scored quantitatively)	FPRW inventions have not been designed with inputs from the Annual Reports on the 1988 Declaration.	FPRW inventions were designed with limited inputs from the Annual Reports on the 1988 Declaration	FPRW inventions were designed with good inputs from the Annual Reports on the 1988 Declaration	FPRW inventions were designed with strong inputs from the Annual Reports on the 1988 Declaration and there is clear analysis by the project on how this guides ILO's interventions.

To what extent has ILO actions contributed to the SDG targets related to FPRW, especially SDG 8 on Economic Growth and Decent Work for All as well as of other SDGs including (1: No Poverty, 4: Quality Education, 5: Gender Equality, 10: Reduced inequalities, 16: peace, justice and strong institutions)?	Project objectives do not demonstrate a clear link with the SDGs.	Some evidence of linking to the SDGs, but the relationship remains vague and loose. The link is not well reflected at the operational level.	Clear and specific correlation between project objectives and SDGs at both strategic and operational levels.	Clear and compelling link to the SDGs, translated into a concrete set of goals and priorities at the operational level.
What evidence is found with regard to ILO's work on promoting FPRW being embedded in ILO's normative and social dialogue mandate. Are there clear indications of engaging tripartite constituents in ILO's actions on this theme?	Negligible attention given to social dialogue and involvement of tripartite institutions and processes in design, implementation and intended results of project.	Some attention given to social dialogue and to tripartite processes in design and/or implementation, but progress to strengthen tripartite processes and/or to promote social dialogue is limited.	Social dialogue and tripartism integrated into project approach and implementation; some capacity development to support social dialogue and effective tripartite involvement and some strengthening of tripartite processes and social dialogue mechanisms.	Social dialogue and tripartism are fundamental to intervention design and integrated in implementation strategy; addressing targeted capacity gaps of tripartite constituents in order to strengthen tripartite processes, institutionalization of tripartite process and social dialogue to ensure sustainability following project completion.
Coherence				
To what extent has the ILO's strategy been coherent and complementary (in its design and implementation) with regard to the approach on promoting FPRW?	No evidence of ILO's FPRW strategy being applied in project design. No evidence of lesson learning from past projects being applied.	Limited evidence of ILO's FPRW strategy being applied in project design. Some evidence of lesson learning from past projects being applied.	Good evidence of ILO's FPRW strategy being applied in project design. Good evidence of lesson learning from past projects being applied and used to improve programming.	ILO's FPRW has been a key driver of project design. Evidence that lessons learned from past projects are actively searched and applied to current projects.

How has ILO external coordination (with constituents, UN partners, World Bank and bilateral donors) and internal coordination (between sectors, technical departments, regions and sub regions) promoted the achievement of the outcomes identified?	No evidence of coordination with donors, UN agencies or contribution to the cooperation framework. Different ILO programmes and group units function in silos; little or dysfunctional coordination between them, both internal and external.	Some evidence of coordination with donors, UN agencies or contribution to the cooperation framework. At least one UN partner is included in the Evidence of coordination between ILO programmes and units but challenges exist, both internal and external.	Good evidence of coordination with external partners- donors, UN agencies and others or contribution to the cooperation framework. All ILO programs and units function together with sharing of information and resources and pooling of resources; few coordination issues, both internal and external.	Comparative advantage of different UN partners and others and contribution to the cooperation framework are identified and utilised during programming. Regular and effective integration between different ILO projects and group units with few coordination issues, both internal and external; there is evidence that this integration has enhanced the project.
Effectiveness				
How effective have been ILO interventions on promoting FPRW?	The main outputs of the project were not achieved or were delivered too late for their intended use and/ or The main outputs were of poor quality and relevant to the promotion of FPRW	Only a few of the main outputs of the intervention were delivered on time; and/or were of mixed quality and usefulness such that promotion of FPRW has been minimal.	The main outputs of the project were delivered on time for intended use; results are considered of good technical quality and thus put into use by at least some ILO stakeholders.	All outputs of the project were delivered on time and achieved; and are considered of high technical quality and thus are being put into use by ILO stakeholders.
What are overall findings on monitoring and evaluation of projects/ programmes executed to promote FPRW; was there adequate M&E systems in place?	Little or no attention to M&E and learning. A M&E plan was not developed / implemented. No theory of change	Some attention to M&E and learning. Components of an M&E framework were established but some aspects were missing or information for monitoring performance was not identified. No or basic theory of change.	M&E framework was established to measure progress and evaluation activities were identified. Reporting mechanism present and based on indicators. Some recommendations of mid-term review acted upon. Theory of change of developed	Systematic M&E system and strong attention to project adaptation based on lessons learned. Detail theory of change which was updated throughout the project. Reporting mechanism applied and based on outcome- level results or indicators. Recommendations of mid-term review acted upon.

Efficiency				
Were the projects appropriately and adequately resourced? What is the emerging feedback with regard to cost efficiency of ILO's work on this topic?	Human and financial resources clearly insufficient to deliver project outputs and objectives. Project funds not delivered in a timely manner. Costs of achieving results are excessive compared to similar activities.	Human and financial resources are sufficient to deliver most of the project outputs and objectives. Project funds inconsistently delivered. Cost of achieved results are somewhat unreasonable for the cost.	Human and financial resources are sufficient to deliver the vast majority of project outputs and objectives. Most project funds delivered in a timely manner. Achieved results are reasonable for the costs.	Human and financial resources sufficient to deliver project outputs and objective. Project funds delivered in a timely manner. Resources used strategically and effectively. Achieved results justify the costs. A system for reporting and monitoring on costs provides evidence that supports this conclusion.
What are the trends with regard to financing of ILO's FPRW work in terms of budget size and sources of funds and use of complementary funding, especially Regular Budget Supplementary Account (RBSA) and Outcome based funds (OBF)?	This question will be based on the identification of trends. How many projects are using RBSA and OBF funding? Is this particularly relevant to certain types of projects geographical zones? What is the value of the budgets and the amount of complementary funds? Which are the main donors?			
Impact				
To what extent have ILO actions had impact in promoting FPRW (for instance, through knowledge generation, policy improvements, intervention models etc)?	Policies have not been influenced or introduced as a result of the project. The project has not contributed to the body of knowledge on FPRW. The intervention is not replicable in other contexts.	Stakeholders have increased their awareness of policy influencing as a result of the programme and some progress on adapting policies has been made. Some additional knowledge has been generated and stakeholders have made initial steps to utilising the knowledge. The intervention is replicable in limited other contexts.	Stakeholders are well aware of policy influencing as a result of the programme and good progress on adapting policies has been made. Additional knowledge has been generated and stakeholders are utilising it in their work. The intervention is replicable in other contexts.	Stakeholders actively utilise their skills in policy influencing as a result of the programme and significant policy changes have been adopted. Additional knowledge has been generated and stakeholders are widely using it in their work. The intervention is highly replicable in other contexts.

Sustainability				
To what extent have ILO interventions been designed and implemented in ways that have maximized ownership and sustainability at country level?	No possibility of maintaining the net benefits of the intervention or insights; no exit strategy; no ability to scale up or sustain advancements achieved by the intervention: 1) No ownership and commitment from stakeholders, 2) Stakeholders have insufficient capacity and resources to maintain or scale up advancements achieved	Limited possibility of maintaining insights or scaling up the net benefits of interventions. Weak exit strategy, if any. Partners have some ability either to maintain, scale up or innovate on the advancements achieved by the intervention. 1) There is limited ownership and commitment from stakeholders, 2) Stakeholders have limited capacity and resources to maintain or scale up advancements achieved	Some tangible possibilities of maintaining, advancing or scaling up existing net benefits/insights. Some thought to an exit strategy. Partners able to maintain, scale up or innovate on the advancements achieved by the intervention: 1) There is some ownership and commitment from stakeholders, 2) Stakeholders have some capacity and resources to maintain or scale up advancements achieved	Good possibility of maintaining or scaling up existing net benefits/ insights. Preparation of exit strategy. Partners efficiently and effectively able to grow existing net benefits to meet evolving needs. 1) There is consistent ownership and commitment from stakeholders; 2) Stakeholders have full capacity and resources to maintain or scale up advancements achieved including if there are changes in the socio-political context.
Cross-Cutting				
What are the trends with regard to ILO projects mainstreaming gender equality at design, implementation and monitoring phases?	No gender analysis at design or during implementation; no strategy addressing gender. No gender-sensitive indicators; no indicators disaggregated by sex, age and socio-economic background.	Limited evidence of gender analysis; little focus on gender issues in strategy. Very limited coverage of gender-sensitive indicators; indicators rarely disaggregated by sex, age and socio-economic background.	Gender considerations are included in design and implementation. Fair amount of evidence of gender analysis; some planning and focus on gender issues in strategy, with progress made towards gender-related- objectives. Some gender-sensitive indicators and some disaggregated by sex, age and socio-economic background.	Gender analysis part of the situational assessments; strategies to address gender inequality issues effectively implemented and strong evidence of progress made towards gender related objectives. Gender-sensitive indicators are disaggregated by sex, age and socio-economic background.

What are the trends with regard to ILO projects mainstreaming disability inclusion concerns at design, implementation and monitoring phases?

No attention given to disability inclusion. No participation of persons with disabilities in design or activities Disability disaggregated data not collected.

Limited evidence of disability inclusion in project design or implementation

Project design and implementation incorporates elements of disability inclusion. Some disability-inclusion indicators and some relevant disaggregated data. Persons with disabilities are consulted and participate actively in project.

A disability-inclusion perspective is integrated into the project design; strategies to address disability issues are effectively implemented. Disability inclusion indicators are available and collected, and specific barriers to disability inclusion, as well as project impact on persons with disabilities are clearly identified.

Persons with disabilities and OPDs are fully consulted in the design and implementation of the project.

ANNEX 3: EVAL'S SIX-POINT SCALE TO SCORE REPORTS

Evaluation Symbol	Highly Unsatisfactory	Unsatisfactory	Somewhat Unsatisfactory	Somewhat Satisfactory	Satisfactory	Highly Satisfactory
RER/15/03/EUR				X		
BGD/15/01/SDC					X	
GLO/16/52/USA				X		
TUR/16/03/EUR					X	
GLO/15/27/EUR					X	
VNM/16/06/JPN					X	
GLO/18/29/USA				X		
RAS/16/11/USA					X	
UKR/16/03/EUR					X	
LBN/17/02/NOR		X				
LKA/17/01/USA					X	
RAF/17/05/FIN					X	
MAR/16/01/USA				X		
YEM/18/01/USA				X		
GLO/18/63/SWE					X	
RAF/18/08/NLD					X	
MMR/16/51/MUL					X	
TUN/16/02/USA						X
MDG/16/01/USA				X		
ZMB/18/02/RBS						X
RLA/16/03/ESP				X		
GLO/17/29/EUR					X	
TUR/18/01/DEU					X	
JOR/20/52/NOR				X		
BRA/17/50/BRA					X	
DOM/17/01/USA					X	
GLO/14/45/BRA					X	
PER/17/51/USA				X		
CMR/16/01/IFA			X			
HTI/18/01/RBS		X				
RAF/16/53/FRA			X			
RAF/16/10/ITA				X		
TUN/16/07/NOR					X	

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