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International Labour Office Annual Evaluation Report 2006

September 2007



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Abbreviations

ACT/EMP	Bureau for Employers' Activities (ILO)
ACTRAV	Bureau for Workers' Activities (ILO)
ASIST	Advisory Support, Information Services and Training Office
BCC	Behaviour Change Communication
CABINET	Director-General's Office (ILO)
CODEV	Development Cooperation Department (ILO)
DAC	Development Assistance Committee (OECD)
DFID	Department for International Development (United Kingdom)
DWCPs	Decent Work Country Programmes
EAC	Evaluation Advisory Committee (ILO)
EII	Employment-intensive investment
EIIP	Employment-Intensive Investment Programme (ILO)
EIIS	ILO's Strategy for Employment Creation through Employment-intensive Investment Approaches
EVAL	ILO Evaluation Unit
FAO	Food and Agriculture Organization
GAO	United States Government Accountability Office
GB	Governing Body
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
HRD	Human Resources Department (ILO)
ILO	International Labour Office
IRASDs	Industrial Relations Advisory Service Departments
IOE	International Organisation of Employers
ITUC	International Trade Union Confederation
IPEC	International Programme on the Elimination of Child Labour (ILO)
IRIS	Integrated Resource Information System
ISAP	Instituto Superior de Administração Pública
LED	Local Economic Development
MDG	Millennium Development Goals
MLDP	Management and Leadership Development Programme (ILO)
NGO	Non-Governmental Organization
NPADW	National Plan of Action for Decent Work
NTAC	National Tripartite Decent Work Advisory Committee

OECD	Organisation for Economic Cooperation and Development
OWT	One World Trust
PFAC	Programme, Financial and Administrative Committee (GB)
PPTFs	Provincial Project Task Forces
PROGRAM	Bureau for Programming and Management (ILO)
PSI	Programme Support Income
RO	Regional Office (ILO)
SADC	Southern African Development Community
SAP-FL	Special Action Programme to Combat Forced Labour (ILO)
SRO	Sub-regional Office (ILO)
TRL	Transport Research Laboratory
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UN-Habitat	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WACAP	West Africa Cocoa/Commercial Agriculture Programme to Combat Hazardous and Exploitative Child Labour
WFP	United Nations World Food Programme
WHO	World Health Organization

Chapter 1

Introduction

The 2006 Annual Evaluation Report provides the Programme, Financial and Administrative Committee (PFAC) of the Governing Body with an overview of the evaluation function and major evaluation activities during the period from July 2006 to June 2007.

Since 2005, when the ILO Evaluation Unit (EVAL) was created, the Office has made significant progress in implementing the policy and strategic framework for evaluation adopted by the Governing Body¹ and in strengthening the application of UN evaluation standards and international good practices.

Key developments during the reporting period were the establishment of the internal Evaluation Advisory Committee and the rolling out of training activities on monitoring and evaluation in both headquarters and the field, which will continue in 2007 and 2008. The ILO's evaluation capacity has been strengthened and EVAL was able to upscale most of its activities through extra-budgetary funding.

During the reporting period, several external stakeholders inquired into the levels of transparency and accountability achieved by the ILO and other UN organisations.² In addition, the UN Reform process places an increased emphasis on harmonisation of the evaluation function across the UN System. EVAL is actively working with other members of the United Nations Evaluation Group (UNEG)³ towards this end, including on how evaluation could support transparency and accountability in the UN-wide effort to “Deliver as One”.

Chapter 2 provides an overview of the key achievements in strengthening the evaluation function in the ILO, ongoing challenges and planned actions and targets. Chapter 3 provides an account of the follow-up to high-level evaluations presented to the PFAC in 2006. Chapter 4 discusses the independent project evaluations carried out in 2006 and the results of a quality appraisal exercise of these. Chapter 5 describes the ILO's involvement in high-level external reviews of its evaluation and oversight function and Chapter 6 gives an outlook of work in progress in 2007 and planned evaluations for 2008. Chapter 7 concludes the report with a summary of main achievements and outlines major emerging issues in evaluation.

¹ GB.294/PFA/8/4.

² This included a high-level report by the U.S. Government Accountability Office (GAO).

³ The United Nations Evaluation Group (UNEG) brings together 45 evaluation units of the UN System. Its function is to coordinate among its members, harmonise evaluation practices and set UN-wide norms and standards for evaluation.

Chapter 2

Overview of the evaluation function

The Evaluation Unit (EVAL) is mandated with implementing the ILO's evaluation policy and reporting on progress made. Strengthening the evaluation function in the ILO is a process of continuous improvement in accordance with available resources.

Strengthening and harmonising independent evaluation

In 2005, the ILO moved from a fragmented approach to evaluation to having clear guidance and policies in place for each type of evaluation. This has greatly improved the coherence and the application of the evaluation policy. In the past year, EVAL has increased its support to ILO staff and has provided guidance to evaluation consultants to appropriately adhere to the ILO evaluation policy.

In November 2006, the Governing Body discussed the first independent country programme evaluation report, which was the ILO programme in the Philippines. The report was considered by constituents and stakeholders at the national level, with UN and national partners discussing findings and recommendations and planning action for follow-up. Since then, two further independent country programme evaluations have been completed (the Ukraine and Argentina) and are presented to the November 2007 session of the Governing Body.

The Evaluation Advisory Committee (EAC) held its first meeting in February 2007. The EAC was established by the Director-General in November 2006 and is composed of the directors of PROGRAM and CODEV as well as one Executive Director, two Regional Directors, two department directors and a member of CABINET on a rotating basis.⁴ The principal task of the EAC is to monitor management follow-up of high-level independent evaluations. The EAC decided during its first session to invite the responsible managers to directly report to the EAC on management follow-up decisions, plans and actions taken in response to a high-level evaluation. The EAC also advised EVAL on the choice of high-level independent evaluations of a strategic nature.

Over the last year, the ILO has worked closely with other UN evaluation units through UNEG to better harmonise its policies and approaches with those being developed within the wider UN system. This has included active participation in working groups focused on joint evaluations of UN activities at country level and a UNEG-managed assessment of the UN-wide effort to deliver as one in eight pilot countries.

Building evaluation capacity and skills

The provision and development of evaluation capacity has several dimensions. The decentralised evaluation capacities were strengthened by appointing evaluation focal persons in the regions and technical sectors. In 2006 there was solid progress with full-time positions created for national evaluation officers in the Regional Offices (RO) for Asia and the Pacific and Latin America and the Caribbean. The RO for the Arab States has assigned the evaluation responsibility to a senior programming officer while the RO for Europe and Central Asia assigned it to the deputy director – an arrangement that has proved effective thus far. For Africa, an associate expert has been appointed until a more permanent solution is found.

In the reporting period, a priority for EVAL was to train staff and generalise the use of monitoring and evaluation tools and good practices. It has also developed modules on monitoring and evaluation for

⁴ See Director-General's Circular No. 245, Series 2 of September 1st, 2006.

national constituents to be conducted in 2008. Until June 2007, EVAL provided evaluation training or briefing sessions to approximately 90 programme officers, technical specialists and line managers in the regional and field offices of Asia, Africa and the Americas. Also, 50 Geneva-based staff benefited from training sessions or briefings on evaluation. A range of new guidance materials was produced and made available on line. EVAL's web site has also been enhanced over the course of 2006.

Ensuring the quality of the evaluation process and products

EVAL has established a process assuring the independence and quality of the evaluation process. These practices are not yet universally known and practiced by all ILO staff but staff training and briefing sessions have helped to make them better known and helped to further instil an evaluation culture in the Office.

EVAL has improved the quality checklist for evaluation reports and developed a quality checklist for terms of reference. Using the checklist approach, an external collaborator appraised 31 out of 55 independent project evaluation reports received for 2006 and fed back the appraisal results to the responsible departments for learning purposes. Since the qualification of evaluation consultants was identified as a major factor influencing the quality of the reports, guidance material for selecting evaluators and the use of public tendering were developed.

Improving the usefulness of evaluations: Follow-up, institutional learning and knowledge-sharing

EVAL has made important progress towards implementing systems and procedures for institutional learning and knowledge sharing from evaluations. This includes the development of a global web-accessible knowledge database, which will provide searchable access to all evaluation-related project and programme documents including on follow-up, and will interface with the IRIS database on financial information. The Office is also developing transparency and accountability protocols for this database, which will be integrated into the new knowledge sharing strategy submitted to the PFAC in its November 2007 session. Another element is the creation of the EAC, which oversees management follow-up to high-level independent evaluations.

Resourcing EVAL and the evaluation function

The activities of EVAL in 2006 were financed through the ILO's Regular Budget, PSI and the 2000/01 surplus. EVAL also received a share of the staff development funds for staff training on monitoring and evaluation practices. In addition, EVAL has benefited from extra-budgetary funding from a DFID/Dutch project (see box 1).

The Evaluation Unit is composed of a director and two evaluation officers (one of whom is financed from extra-budgetary resources). A third full-time evaluation officer and a part-time knowledge management expert joined the team in April 2007 – both of whom are funded from the DFID/Dutch project. The Programme and Budget 2008-09 includes funding for two additional professional staff for EVAL.

The non-staff funds for 2006 were mostly used for hiring independent experts for high-level evaluations. In addition, the regions were requested to each reserve US\$ 90,000 for the 2006-07 biennium to finance evaluation activities, namely independent country programme evaluations and biennial country programme reviews. Independent evaluations of technical cooperation projects are financed through the recommended two per cent reserve of the total project budget for projects over US\$ 500,000.

BOX 1**Extra-budgetary resources supporting evaluation capacity for Decent Work Country Programmes and results-based management**

EVAL has worked in a number of areas to strengthen the evaluation framework during 2006. The extra-budgetary project “Decent Work Country Programmes and Results-Based Management: Strengthening ILO Capacity” has been a significant component of this endeavour. The project is jointly managed by EVAL, PROGRAM and CODEV, with funding from the respective Governments of the United Kingdom and the Netherlands. The project is designed to accelerate the application of results-based management, and targets staff and national tripartite constituents in order to strengthen their capacity to participate in the various stages of results-based decent work country programmes.

EVAL has used the project funds to refine and test different evaluation types during early 2007 and to cost-share with regions a series of training workshops targeting constituents and staff for training.

Duration and budget:

DFID: Nov 2006 – Apr 2008, US\$ 2,185,547 (EVAL component: US\$ 764,942)

Dutch: Feb 2007 – Apr 2010, US\$ 845,379 (EVAL component: US\$ 425,171)

Independent evaluation of the project “Capacity Building for Employment Creation and Economic Empowerment through ILO’s Local Economic Development Approach in Mozambique and South Africa”

Fact box

Technical Area: Employment Promotion

Countries: Mozambique and South Africa

Project start: March 2004

Project end: September 2006

Final Evaluation: January 2006

Donor: The Netherlands

Background

The ILO promotes the local economic development (LED) programme to alleviate poverty through the creation of decent employment among vulnerable groups and the stimulation of economic activity.

Local economic development (LED)

Local economic development (LED) is a strategic approach to strengthen the economic capacity of a territory or locality. LED focuses on local competitive advantages and provides communities with the means to boost local economies and create jobs. Regions, localities and cities across the world practice LED in response to the challenges posed by the processes of globalization and in support of the decentralization efforts in many countries.

Conclusion of the evaluation

At national level, the project has reinforced the capacities of stakeholders by linking them up with the local realities in the pilot provinces. The project has been able to mainstream LED as a key strategy into national policies of Mozambique and into the public administration curriculum. In South Africa, the ILO has become a partner in the LED Steering Committee which advises the Ministry of Provincial and Local Government. The institutionalization of the LED national training through the University of Free State is also in progress. At sub-regional level, the project has initiated and facilitated mutual learning and ex-change among local and national stakeholders (particularly between South Africa and Mozambique). LED was recognized as a catalytic of sub-regional integration through trans-border approach projects, promoting the territorial and partner’s articulation and cooperation. At local le-

vel, the project has assisted local governments, LED agencies, cooperatives, and other organizations with a stake in the local economy in establishing a dialogue around the socio-economic development of their region. The identification of partnerships that could bring the necessary resources to ensure operations for a few years has been crucial.

Main recommendations

The evaluation team recommends the ILO to carry on with the reinforcement of the sub-regional component. The project influence on inter-provincial strategies of socio-economic and cultural integration, HIV/AIDS impact mitigation, and youth and women employment promotion should be documented and methodologies should be developed to allow replication of the project.

The evaluation recommends that the Instituto Superior de Administração Pública (ISAP) should continue to collaborate with the ILO’s International Training Centre to consolidate the introduction of LED methodologies, skills and tools at national and sub national levels.

The ILO should reinforce south-south collaboration processes that ISAP has established with Brazil, South Africa, and several other African capacity building institutions.

The ILO should support the strengthening of capacities at district level to ensure the full involvement of the LED instrument into the district strategies and operational plans. The creation of sub-commissions at the district level should also be promoted.

The project in perspective

The recommendations of the evaluation are currently being addressed through the LED component of the Working Out Of Poverty programme in Mozambique. This project is funded through the ILO Netherlands Partnership Programme and will be implemented from 2007 to 2010.

Chapter 3

Follow-up to recommendations of independent high-level and thematic evaluations

The ILO evaluation policy requires that the responsible field office or department provide due management response and follow-up to the recommendations of all independent evaluations. An independent evaluation is led by an external evaluator with no previous links to the project or programme being evaluated.

For independent strategy and country programme evaluations, EVAL requests line managers to submit a first follow-up report to the PFAC through the Annual Evaluation Report, six months after the PFAC discussion of the concerned high-level evaluation. This assures that problems identified in the evaluation are duly addressed and that the responsible offices and departments are effectively learning from evaluations for the further development of tools, technical approaches, projects and programmes. In addition to a written statement, responsible managers now report to the EAC on management follow-up decisions, plans and actions taken in response to a high-level evaluation. Follow-up policies will also need to be established for thematic and project evaluations.

This chapter reports on the status of follow-up of independent high-level evaluations completed in 2006. For the 2006 evaluation reports it presents key recommendations and a description of the follow-up. The chapter also contains a brief description of follow-up to major independent thematic evaluations completed in 2006.

FOLLOW-UP TO HIGH-LEVEL EVALUATIONS PRESENTED TO THE PFAC IN 2006

In line with international good practices, six months after the PFAC discussion of a high-level evaluation the responsible manager presents a detailed report on the action taken to address the recommendations, which have been accepted by the Office. A summary of the reports on management follow-up is presented in the following paragraphs.

Independent strategy evaluation of the ILO's Strategy for Employment Creation through Employment-intensive Investment Approaches (EIIS)⁵

This evaluation analysed the ILO's implementation of its strategy to support member States to integrate employment and social policy concerns into investment policy in the infrastructure and construction sector. The main conclusions were that ILO's Employment-Intensive Investment Programme (EIIP) employs an impressive range of effective techniques and experience, and that it has generated many country level successes mostly as pilots over the past 25 years. The greatest challenge is in launching a coordinated effort to mainstream employment-intensive investment approaches into national policies and programmes.

Summary of recommendations

- 1) The Office should expand its current strategy to align with evolving aid structures, including integrating within UN development frameworks, to mainstream sustainably into national employment policies and planning. Strengthen partnerships with UN, bilateral development

⁵ GB.297/PFA/2/2.

and regional organisations and development agencies through a more pronounced partnership strategy and address existing administrative constraints holding these back.⁶

- 2) The Office should set more demanding milestones linked to progress to be made by national constituents in leveraging EII initiatives and upgrade systems to support regular performance reporting; wind down in those countries where EII policies are not being prioritised; strengthen communications on results being achieved.⁷
- 3) The Office should work more closely with International Financial Institutions to influence a larger share of construction investments being geared towards local job creation and economic activity. Give greater attention to market incentives and business needs to build demand for local industry.⁸
- 4) The Office should further enhance gender mainstreaming within the programme and through explicit incorporation in tools, training and practices.⁹

Management follow-up

Recommendation (1): The first step taken was to develop impact assessment methodologies and to carry out or plan impact assessments in seven countries. Their outcomes will support policy guidance and planning in the EIIS area, and guide the future approaches to aligning to national objective setting. Moreover, the Office engages in training of ILO constituents to reinforce their conceptual and operational capacity and help them build alliances with individual ministries. Partnerships with other development agencies are being progressed by integrating international labour standards in various areas, especially public procurement.

Recommendation (2): Scaling up of EIIS is being addressed through collaboration in Madagascar, Pakistan and Paraguay in particular, working across a broad range of ministries. Analysis of the larger scale modality is being addressed both at the outset, and scale-up targets are being firmed up in other national programmes. The above mentioned work on impact assessment methodologies and ongoing EIIP development of improved baselines, indicators and monitoring will improve performance reporting. The communications strategy has benefited from an EIIP Global Team meeting in March 2007 and activities include development of high quality advocacy material an upgrading of the monitoring and information system leading to an improved information flow to social partners.

Recommendation (3): Partnerships are being built with the International Financial Institutions to explore the feasibility of integrating employment creation as well as labour standards into their lending practices. Stronger cooperation has been developed with partners in the field of urban development and meetings have been held with partners such as UN-Habitat, Cities Alliance and the World Bank. The Office has also improved its contribution to the World Roads Association. The EIIP is conducting an analysis of the effectiveness and efficiency of previous private sector development efforts to improve the ability of enterprises using labour-intensive methods to gain larger shares of contracts. A contractor tracing survey will be carried out by the EIIP in ten countries.

Recommendation (4): The EIIP believes that its activities on gender mainstreaming are doing well but continues to strive for improvements in planning, capacity building, implementation and monitoring and evaluation processes.

⁶ Corresponds to recommendations 1, 4, 5 and 6 in the evaluation report.

⁷ Corresponds to recommendations 2, 7 and 9 in the evaluation report.

⁸ Corresponds to recommendations 5 and 8 in the evaluation report.

⁹ Corresponds to recommendation 10 in the evaluation report.

Independent country programme evaluation of ILO's Country Programme to the Philippines: 2000-2005¹⁰

This evaluation assessed the approaches being undertaken and the progress being made in relation to the Philippines country programme. The Philippines was selected as one of the first country programmes evaluated due to its long history of tripartism and because it was one of the first member States to explicitly adopt “decent work and productive employment” as a development objective in its national development plan.

Summary of recommendations

- 1) The Office should focus support on building the capacities of the social partners for strategic planning and results-based management.
- 2) The RO and the SRO should complete within six months the results matrix for the DWCP and establish monitoring and evaluation practices.
- 3) The SRO should pay more attention to joint efforts in the areas of advocacy, raising public awareness and mobilising resources.
- 4) The RO and SRO should support constituents to develop indicators for the National Plan of Action for Decent Work (NPADW) and regularise information sharing and discussion on work plans and monitoring.
- 5) The RO and SRO should consider setting time-bound resource mobilisation goals by DWCP priority area and developing strategies to meet those goals.
- 6) The SRO and national constituents should conduct a review of recent pilot projects to track and report their status several years after implementation.
- 7) The National Tripartite Decent Work Advisory Committee (NTAC) should be more effectively utilised to help consolidate and implement the NPADW.
- 8) Negotiate within the UN Country Team (UNCT) a more formal agreement across agencies on the division of programming specialisation and related responsibilities.

Management follow-up

Recommendation (1): Technical support has been provided to build constituent and partner capacities through the provision of training on Harmonised Gender and Development guidelines, results-based management and project cycle management. The Office is also involving constituents in technical cooperation projects at the concept note and project proposal preparation stage.

Recommendation (2): DWCP monitoring plans have been introduced as well as work plan and reporting templates. An evaluation workshop was organised in June 2007 for designated evaluation coordinators of all offices in Asia and the Pacific. Additional staff training on results-based management and DWCP will be provided in late 2007.

Recommendation (3): A number of advocacy activities have been initiated, such as the launch of the quarterly newsletter “Decent Work for All”, the development of a website for the country programme, the organisation of events and campaigns on decent work issues, and the release of various publications, case studies, films and videos on different aspects of decent work. In 2004, the Office supported tripartite constituents in developing a Philippine Labour Index to measure the labour market situation in the Philippines. The Philippine Labour Index was institutionalised in 2007 as an official national labour statistic and, as recommended, is expected to serve as a good baseline indicator for the next NPADW.

¹⁰GB.297/PFA/2/3.

Recommendation (4): Since March 2007, monthly meetings with constituents were introduced that include discussions on governance and accountability issues.

Recommendation (5): In February 2006, the Office created a resource mobilisation cluster, which has facilitated an office-wide resource mobilisation strategy.

Recommendation (6): A systematic process for tracking the impact of technical cooperation projects after their implementation has not yet been set up. As raised during the evaluation, tracer studies of this nature would require additional resources as project budgets normally only allot for end-of-project evaluations.

Recommendation (7): In June 2007, the Department of Labour and Employment expressed the need to accelerate efforts to follow-up NTAC institutionalisation and define an appropriate secretariat. Pending the issuance of a relevant presidential order to confirm an updated national structure for the Tripartite Industrial Peace Council to follow-up to decent work objectives, the NTAC will be revised to start up the development of the next cycle of the NPADW and to provide guidance in preparing the 2008/09 DWCP.

Recommendation (8): Under the UNCT realignment of directions and resources, the ILO has been proposed to head the UNDAF Monitoring and Evaluation, the Gender Mainstreaming Committee, and the Spanish MDG-Fund Thematic Windows on Gender and Youth Employment and Migration. The Office has also participated in the preparation of joint proposals for the Spanish MDG-Fund addressing Climate Change, Gender, Economic Governance and Culture.

FOLLOW-UP TO INDEPENDENT THEMATIC EVALUATIONS

The following is a summary of management follow-up taken to independent thematic evaluations that assess major areas of ILO's work.

Independent thematic evaluation of the Management and Leadership Development Programme (MLDP)

The overall objective of the MLDP was to develop managerial competence and leadership abilities of middle and senior managers. To achieve this objective, the MLDP used a variety of different techniques using among others course teaching, individual exercises and e-learning.

This evaluation reviewed the MLDP with the conclusion that the ILO has made a justifiable, positive and cost-effective investment in the development of middle and senior managers with the potential for sustained change in the wider organisation. However, the ILO risks losing momentum if it fails to keep investing in the MLDP.

Summary of recommendations addressed to the ILO's Human Resources Department (HRD):

- 1) adapt the training approach of the MLDP to reflect best practices in training design through the inclusion of more face-to-face workshops to reinforce self-guided study;
- 2) continue with the MLDP and align it as a component of wider ILO organisational strategies for a culture of learning, development and performance; and
- 3) better link assessments of individual learning and development to individual roles and responsibilities and organisational objectives.

Management follow-up

Recommendation (1): The MLDP format has been modified to incorporate best practices by including more post-workshop support and to identify additional workshop topics.

Recommendation (2): HRD has allocated funds from the central staff development funds to launch a new round of revised MLDP workshops, and extend them to 60 current and potential managers and supervisors. HRD has also allocated supplemental resources to support a series of theme specific workshops planned for 2008/09. HRD will also be launching an initiative for team-based learning in 2008/09 with the objective to link leadership initiatives with wider organisational development and effectiveness.

Recommendation (3): Plans for workshops related to the revision of the performance management system will be aligned to the MLDP framework.

Independent thematic evaluation of the Special Action Programme to Combat Forced Labour (SAP-FL) of the Declaration Programme

This evaluation reviewed the work of the SAP-FL programme in its first 3-4 years of operation. The main conclusions of the evaluation were that the programme has done well within one of the most difficult areas of human rights activity and that in addition to its important work on forced and bonded labour linked to poverty and discrimination, it has added value to the ILO's work on trafficking started within IPEC. From a longer-term perspective, it was also concluded that the SAP-FL should establish stronger links with the International Financial Institutions and build "tripartite-plus" coalitions.

Summary of recommendations

- 1) develop its core strengths in research, policy analysis and guidance materials, and
- 2) focus on placing forced labour and trafficking concerns higher on the agenda of international partner agencies – rather than place too much emphasis on field projects.

Management follow-up

Recommendation (1): Capacity building and the development of guidance materials are receiving more attention. These include guidance for specific target groups such as labour inspectors and the judiciary. The programme has provided assistance and collaborated with the International Trade Union Confederation (ITUC) and the International Organisation of Employers (IOE) to increase the involvement of trade unions and employers in the prevention and eradication of forced labour. In accordance with the Action Plan approved by the Governing Body in November 2005¹¹, technical assistance is being provided to a range of member States to improve their methodological capacity for the collection and analysis of data on forced labour and trafficking.

Recommendation (2): New partnerships between SAP-FL and key donors now reflect the re-orientation of priorities as recommended by the evaluation.

¹¹GB.294/TC/2.

Independent Evaluation of the project “ILO/USDOL HIV/AIDS Workplace Education for Belize”

Fact box

Technical area: HIV/AIDS
Country: Belize
Project start: August 2003
Project end: June 2007
Final Evaluation: January 2007
Donor: The United States

Background

Recognizing that HIV/AIDS can have social and economic impact on all levels of society, the Government of Belize, in collaboration with the ILO and the United States Department of Labor (USDOL), launched an HIV/AIDS workers education project in Belize. The primary objectives of this project were to contribute to the reduction of HIV/AIDS risk behaviour among the target group and to reduce the level of employment related discrimination against people who are HIV positive.

Between 2004 and 2006, several sensitization workshops with government departments, enterprises, the media, and trade unions were held as well as a national stakeholders conference. Enterprise focal point and peer education training events were held, and a national tripartite workplace policy was adopted, based on ILO's "Code of Practice on HIV/AIDS and the world of work". A peer education manual and outreach materials were developed in English and Spanish.

Conclusions of the evaluation

With the Project Advisory Board (a group of 14 members from the core tripartite constituents and other representatives of partner organizations), a useful structure was developed that brought together key partners and actors from the workplace and HIV and NGO fields. The Board was especially successful in avoiding a duplication of efforts with other projects.

The Behaviour Change Communication (BCC) model introduced a new technical component into workplace education programmes and has the po-

tential to have a significant impact on the knowledge, attitudes and behaviours of beneficiaries. The BCC model had been sensitively introduced to minimize the risk of personal and cultural resistance to behaviour change messages. Gender issues and issues around homophobia were addressed through the training programmes and there was some evidence of a breakdown in gender stereotypes, for example the use of men as peer educators. Homophobic attitudes remain a problem in Belize.

Main recommendations

The evaluation recommends the Project Advisory Board to continue to steer future project activities in association with the project management, avoiding duplication with other projects. Creating a culture of inclusiveness and working in partnerships should be an explicit project management objective. The consultant further stipulates that treatment and support for HIV positive workers should become a project priority in the future, building on the work undertaken around prevention and reduction in stigma and discrimination. Addressing gender and sexuality issues should remain a high priority for the future.

Behaviour Change Communication

The HIV/AIDS epidemic forces societies to confront cultural ideals - and the practices that clash with them.

Behaviour change communication (BCC) is part of an integrated, multi-level, interactive process with communities aimed at developing tailored messages and approaches to set the tone for compassionate, responsible interventions. It can also produce insights into the broader socio-economic impacts of the epidemic, using a variety of communication channels.

BCC aims to foster positive behaviour; promote and sustain individual, community, and societal behaviour change; and maintain appropriate behaviour.

<http://www.fhi.org/en/Topics/Behavior+Change+Communication+topic+page.htm>

Chapter 4

Oversight and quality appraisal of independent project evaluations

All technical evaluation projects are subject to evaluation. Depending on the nature of the project and its evaluation plan this can take the form of independent, internal or self-evaluation. EVAL has the responsibility to provide oversight and support for all independent project evaluations while the management of independent project evaluations is decentralised to the network of evaluation managers and focal persons in the sectors and regions. The oversight function stipulates that

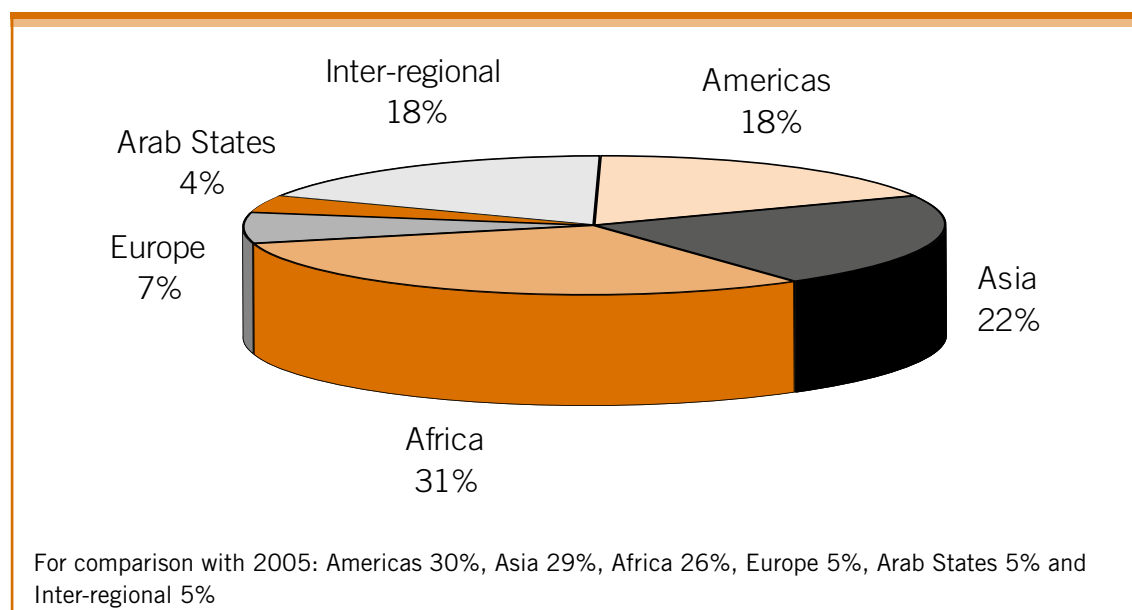
- all projects that are subject to an independent evaluation are being evaluated as scheduled,
- the process of managing and conducting an evaluation is done according to the established policies and procedures assuring impartiality and transparency,
- the evaluation reports meet international evaluation quality standards, and
- the management is providing proper follow-up to independent project evaluations.

OVERVIEW OF INDEPENDENT PROJECT EVALUATIONS COMPLETED IN 2006¹²

In 2006, the ILO conducted 55 independent project evaluations, of which 75 per cent were final evaluations and 25 per cent interim evaluations.¹³ Compared to the previous year, there were relatively more independent evaluations of projects located in Africa and Europe and of inter-regional projects, and relatively less in all other regions. The variations to the previous year can be explained by natural fluctuation in the project cycles and variations in the sizes of projects.¹⁴

FIGURE 1

Independent project evaluations by region, 2006



¹²The complete list of independent technical cooperation project evaluations can be found in the annex of the long version of the Annual Evaluation Report 2006, which is posted on EVAL's public website: <http://www.ilo.org/evaluation>.

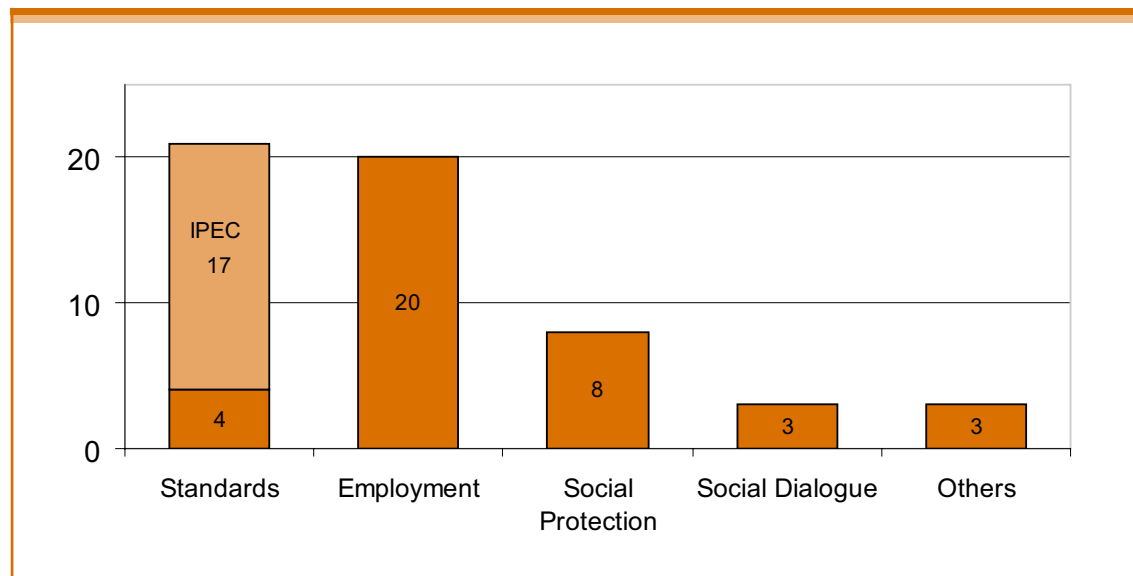
¹³In 2005, 55% were final and 45% mid-term evaluations.

¹⁴Only projects with a budget over US\$ 500,000 require an independent evaluation.

With regard to technical areas, the trend of 2005 is unchanged. Most of the evaluation reports in 2006 covered projects in the field of employment (36 per cent) and child labour (31 per cent).¹⁵ This is due to the large technical cooperation portfolio and to the comparatively large size of projects in these thematic areas.

FIGURE 2

Independent project evaluations by technical area, 2006



ASSESSMENT OF WORK FLOW MANAGEMENT AND MANAGEMENT FOLLOW-UP OF INDEPENDENT PROJECT EVALUATIONS

In 2006, EVAL conducted two questionnaire-based surveys relating to project evaluation practices. The first survey sought to establish what is the current practice with respect to managing evaluation processes. In early 2006, EVAL established new procedures for managing independent project evaluations and issued guidance. However, some constraints were still perceived in how far these new procedures were already known and actually implemented.

The second was a pilot survey that assessed the usefulness of evaluation recommendations and sought information on follow-up actions as a result. Another purpose of this survey was to identify good practices on management follow-up in preparation of guidelines on follow-up to independent project evaluations. Both surveys used only a limited sample of project evaluations.¹⁶

Survey of work flow management of independent project evaluations in 2006

This survey confirmed that the workflow process established by EVAL is not being strictly adhered to in the field. So this issue may need to be revisited to ensure compliance.

- Draft terms of reference and draft reports were in many cases circulated for comment only internally to other ILO staff and often not to national constituents and project implementing partners.

¹⁵A more detailed overview of project evaluations by technical area can be found in the annex of the long version of the Annual Evaluation Report 2006.

¹⁶The first survey used a sample of 31 reports. For the second survey a sample of 15 reports was used but the questionnaire was sent to the directors of both the field office and the technical department that had been involved in the project. Both surveys had a return rate of about 60 per cent. Even though the surveys were not fully representative they could nonetheless alert to certain trends.

- Complying with the requirement that the evaluation process be managed by staff without previous involvement in the project still poses a challenge unless the evaluation manager is identified at a very early stage.¹⁷ Most evaluations were managed by the ILO official technically backstopping the project and not by an independent evaluation manager.
- Most staff indicate they are familiar with EVAL guidance on evaluation, but international reference documents such as the OECD/DAC Evaluation Quality Standards and the UN System Evaluation Norms and Standards are less well known and followed.
- As in 2005, the time between finalisation of the report and its submission to the donor is still too long, in some cases exceeding six months.

EVAL is addressing these lacunae through enhanced internal capacity building, oversight and dissemination of guidance material.

Survey of management follow-up of independent project evaluations in 2006

This test survey showed a wide range of different follow-up actions taken as well as constraints to implementing follow-up. In all but one case respondents found that the recommendations were very useful. In the surveyed cases, recommendations were usually accepted and followed up.

- It is worth noting that the field offices or departments that responded to the survey had mostly made good use of the evaluation and had taken follow-up actions in response. Many gave very concrete examples of what was done or changed in response to evaluation recommendations.
- Unsurprisingly, the usefulness of the evaluation was linked to the quality and usefulness of its recommendations; vague recommendations received less follow-up.
- Follow-up of evaluations included extending the project to more locations, conducting studies on areas where the evaluation identified that more knowledge was needed, or giving more attention to aspects or target groups that had not been properly addressed.
- Evaluation recommendations were also used to design the second phase of a project or new projects of a similar kind. They helped in asking the donor for a project extension and to mobilise further funds. Evaluation recommendations also helped in the policy dialogue with national partners.
- Most constraints for follow-up were related to budget constraints and in some cases, the difficulty in getting the necessary attention of other relevant actors (other ILO units, higher management or national partners).

Generally, the responses underscored the need for a systematic process within the ILO to record recommendations and monitor follow-up actions taken, and the information gathered from this questionnaire will be useful in designing and testing such a process.

QUALITY APPRAISAL OF INDEPENDENT PROJECT EVALUATION REPORTS¹⁸

The Annual Evaluation Report 2005 initiated the process of quality assurance of independent project evaluations. This involved a 25 per cent sample of reports, and the PFAC requested that further analysis of project evaluation quality be carried out. For the 2006 report EVAL carried out a similar

¹⁷ILO's IPEC programme has a dedicated and independent Design, Evaluation and Documentation Unit that manages all IPEC evaluations.

¹⁸A description in greater detail of the appraisal and its results complete list of independent technical cooperation project evaluations can be found in the annex of the long version of the Annual Evaluation Report 2006.

exercise, involving⁵⁶ per cent of reports. In future years it is expected that this quality assurance exercise will cover the large majority of such evaluations carried out in ILO. Although the appraisal results are not directly comparable, the overall result is that the quality of reports has improved slightly in nearly all assessed elements (which include seven content areas). About one third of evaluations had reached a satisfactory standard, half required some improvement and the remainder required considerable improvement.

Overall, further improvement is still needed to reach satisfactory levels of quality. Areas that require more attention include the strength of the linkages between key sections of the reports, and the setting out of recommendations. Both areas will be subject to special attention by EVAL's future quality assurance support. The appraisal exercise also identified some good practices:

- providing definitions of evaluation criteria and how they will be measured
- providing full documentation of evaluation instruments including consultation feedback
- analysing the logic of the results chain of the project, and finally
- including a limited number of concrete and actionable recommendations.

Recommendations flowing from the quality assurance exercise, included the need to intensify training and related support activities, to highlight good practices, to conduct an assessment of the evaluability of technical cooperation projects, and to develop or update guidelines and protocols.

Independent evaluation of the project: “Increased Application of Labour-Based Methods through Appropriate Engineering Standards”

Fact box

Technical area: Employment Intensive Investment

Countries: Ghana, Uganda Zimbabwe, Lesotho, Mozambique, and Ethiopia

Project start: January 2000

Project end: September 2006

Final evaluation: Nov. 2005

Donor: The United Kingdom, Ireland, and Denmark

Background

A regional research project was conducted on low volume gravel roads in Africa. The project has been jointly implemented by the ILO Advisory Support, Information Services and Training offices (ASIST) in Harare for management and dissemination, with the Transport Research Laboratory (TRL) for research work, and different country road authorities for collecting the field data to permit sustainability of the project. Ghana, Uganda, Zimbabwe, Lesotho, Mozambique, and Ethiopia have participated in the project so far with a possibility of expanding the research to other countries. The goal of the project was to promote sustainable livelihoods and contribute to the socio-economic development of disadvantaged rural populations through improved road access provision and employment creation; and to reduce the life-time cost of unpaved rural roads by promoting appropriate engineering standards, planning tools and works procedures for labour-based construction and maintenance”. In order to reduce the life-time cost of unpaved rural roads, it was necessary to find out how different factors influenced road deterioration and therefore maintenance costs. The evolution of road deterioration was measured on 63 test sections over a two year period. The data was collected by the country teams and sent to the regional team for analysis.

Conclusions of the evaluation

An important conclusion of the analysis was that road materials that had been categorised traditionally as “good materials”, where in fact the cause of rapid deterioration through gravel loss and therefore required high maintenance costs. This showed

that it was necessary to redefine quality criteria for road materials of low volume roads in order to take the maintenance aspect into account. The nature of some of the findings has an important potential economic impact and a possible impact well beyond the intended target of low-volume labour-based roads. The project has set up an efficient structure combining the ILO ASIST offices in Harare for management and dissemination, the TRL for research work, and the different country road authorities for collecting the field data. The research project used the data collected by three countries so far to produce significant findings and recommendations leading to the production of the “Guideline for Labour-Based Quality Assurance”. It is still early to measure effectiveness because the target dates of some of the indicators lie in the future, but it appears from discussions with the beneficiaries that the project is well on its way to achieve its purpose. However, all the responsibility for carrying on the necessary activities now lies with the participating countries and some continued assistance may be useful in order to reach the results earlier and to a fuller extent.

Main recommendations

The evaluator recommends the ILO to continue its support to research projects that improve quality and feasibility of labour-based road construction and maintenance, and are therefore relevant to the socio-economic development of rural areas in Africa. The ILO should extend these research activities to francophone countries in Africa, as they face the same problems and could benefit from the same strategies.

Chapter 5

External reviews of ILO's evaluation and oversight function

There has been increased stakeholder interest in the levels of oversight and accountability within UN organisations through external reviews. In participating in these reviews, the Office responded fully to all requests for information, documentation and consultations.

The Office regards these reviews as an opportunity to make further progress in the area of oversight and results-based management. Follow-up plans will seek to progressively close the gaps identified taking into account the resources available and the Organisation's governance structure.

REPORT OF THE INDEPENDENT STEERING COMMITTEE FOR THE COMPREHENSIVE REVIEW OF GOVERNANCE AND OVERSIGHT WITHIN THE UNITED NATIONS SYSTEM

As part of the several UN reform initiatives, the United Nations Secretariat released in August 2006 the report entitled "Comprehensive review of governance and oversight within the United Nations and its funds, programmes and specialised agencies".¹⁹ The ILO participated actively in this study that covered virtually the entire UN system. The review concluded that results-based management and effective governance in UN entities needed to be strengthened to enhance transparency, accountability, effectiveness and efficiency. To achieve this, a strong and effective system of oversight is indispensable.²⁰

The review proposes a "UN Code of Governance" derived from global principles of governance and oversight for consideration and system-wide adoption, and provides a set of recommendations to strengthen the wider system of oversight within the UN system. However, it does not propose specific recommendations to single UN system entities.

REPORT OF THE UNITED STATES GOVERNMENT ACCOUNTABILITY OFFICE (GAO)

In June 2007, GAO released a report to Congressional Committees that reviewed the extent to which the internal audit offices and evaluation offices of six selected UN organisations have implemented international auditing standards and UN evaluation norms and standards respectively.²¹ The ILO Office of Internal Audit and Oversight together with the ILO Evaluation Unit were among offices assessed by the GAO.

¹⁹UN General Assembly document A/60/883. <http://www.un.org/reform/governance/report>. The review was performed by the consulting firm PricewaterhouseCoopers, (PWC) following an international competitive bidding process.

²⁰According to the definition used in this report, oversight consists of monitoring, evaluation and reporting on the entities' performance. It also encompasses the internal and external auditing of the entity's financial results and the effectiveness of its internal control of cases of fraud or malpractice. UN Governance and Oversight – Volume II, page 4.

²¹GAO: United Nations Organisations – Oversight and accountability could be strengthened by further instituting international best practices, United States, 2007 (GAO report 07-597). The six UN organisations whose evaluation offices were reviewed were FAO, ILO, UNDP, UNICEF, WFP, and WHO.

The ILO collaborated with GAO during the preparation of this report and responded to its findings and conclusions. GAO's main conclusion in respect to the evaluation function was that the six UN offices are still working towards implementation of UN evaluation standards. Specific findings identified relating to the evaluation function were that:

- Some UN evaluation offices, including the ILO Evaluation Unit, lack sufficient resources to manage and conduct evaluations and most evaluation offices expressed a need for more experienced staff.
- Most evaluation offices, including the ILO Evaluation Unit, have not fully implemented quality assurance processes relating to areas such as evaluation methodology, scope, and findings.
- Most evaluation offices, including the ILO Evaluation Unit, are working towards establishing mechanisms that systematically follow-up and report on the status of their recommendations.

The GAO recommended that the US Government work with member States to improve oversight in UN system organisations by: (i) making audit reports available to the governing bodies and, (ii) establishing independent audit committees that are accountable to the governing bodies of UN organisations.²² No recommendations were made in the GAO report concerning the ILO's evaluation function.

ONE WORLD TRUST GLOBAL ACCOUNTABILITY REPORT 2006

The One World Trust (OWT) is a non-governmental organisation that aims to generate wider commitment to transparency and accountability in international governmental and non-governmental organisations. In November 2006, OWT released a report that assesses and compares the transparency and accountability of thirty organisations operating in the international arena, of which ten inter-governmental organisations including the ILO.²³

The ILO was ranked fourth among these ten organisations in terms of evaluation capabilities. OWT found that the ILO has a high quality evaluation policy and that evaluation systems are relatively well developed but that the ILO has not developed a mechanism for disseminating lessons learned. The report contained no recommendations on the ILO's evaluation function.

²²More detailed information about findings on the ILO Internal Audit Office is contained in the report of the Chief Internal Auditor in her Annual Report to the PFAC.

²³One World Trust: 2006 Global Accountability Report, United Kingdom, 2006.

Independent evaluation of the project: “West Africa Cocoa and Commercial Agriculture Project to Combat Hazardous and Exploitative Child Labour”

Fact box

Technical area: Child Labour
Country: Cameroon, Cote d'Ivoire, Ghana, Guinea, Nigeria
Project start: September 2002
Project end: April 2006
Final evaluation: April 2006
Donor: United States Department of Labor and Cocoa Global Issues Group/International Confectionery Association

Background

The West Africa Cocoa/Commercial Agriculture Programme to Combat Hazardous and Exploitative Child Labour (WACAP)²⁴ was initiated by ILO/IPEC following persistent media reports that large numbers of children were being trafficked, exploited, and even possibly enslaved on cocoa plantations and other commercial agricultural concerns in the West African sub-region. The WACAP strategy consisted of six components: building capacity, raising awareness and social mobilization, establishing a child labour monitoring system, increasing social protection, and developing a knowledge base and disseminating information. Each of these components was tailored to the country context and implemented, to varying degrees, in each project country.

Conclusion of the evaluation

WACAP was relevant, effective and efficient in helping to fight the problem of hazardous child labour and in delivering its results to the target group. The project is sustainable in terms of the awareness created, the capacities built and the readiness of WACAP stakeholders to continue the fight against hazardous child labour. However, in terms of the children that were withdrawn from work and enrolled in school, WACAP's sustainability is uncertain, which was recognized and noted at the project development stage. An exit strategy to hand over the withdrawn children to well established institutions and organizations would have helped them to finish their education. An average daily cost of roughly 43 cents

per direct beneficiary implies that WACAP was very economical, based on total project funds divided by the number of direct beneficiaries.

Recommendations

Using the structures and capacities built in the pilot phase, a second phase could assist many more direct beneficiaries and at the same time consolidate the results of the first phase. An ex-post evaluation should be conducted 3 to 5 years after the end of the project to measure the real impact of WACAP on the beneficiary communities, and draw further lessons for future project planning.

The pilot phase of WACAP provided useful lessons for stakeholders and for future project design. The following are cross-cutting lessons from the 5 countries: The importance of integrating and mainstreaming child labour concerns into the educational policies and programmes of governments cannot be overemphasized. Insistent and continuous sensitization of the general public, decision makers and implementers on child labour issues is the way forward. Utilizing existing social and political structures in the communities rather than creating new ones was apt. To sustain what has been initiated, implementing agencies, government ministries, departments and other stakeholders must collaborate continuously and effectively through a network for sharing ideas, information and materials. Further research and studies to address child labour issues should be undertaken, and more and adequate material resources to support the implementation of action plans to combat child labour must be employed. Making maximum use of radio and television as well as print media in disseminating information on child labour concerns is the right approach.

²⁴For further information on the project and its experiences, please refer to IPEC's WACAP series - Rooting out child labour from cocoa farms".

Chapter 6

Work in progress and proposed evaluations

This chapter presents an overview of independent evaluations of all types done in 2007 as well as the proposed agenda of for independent evaluations in 2008.

WORK IN PROGRESS FOR 2007

The table below gives an overview of all the independent evaluations that are being carried out in 2007.²⁵

TABLE 1
Type, topic and timing of independent evaluations in 2007

Evaluation type	Topic of evaluation	Timing	Dissemination
Strategy	Independent evaluation of ILO's strategy to support member States to improve the impact of standards	Apr.-Sep. 2007	Summary submitted to PFAC Nov. 2007 Full report public (Internet)
Country programme	Independent evaluation of ILO's country programme of support to the Ukraine	Nov. 2006-Jul. 2007	Summary submitted to PFAC Nov. 2007 Full report public (Internet)
Country programme	Independent evaluation of ILO's country programme of support to the Argentina	Apr.-Sep. 2007	Summary submitted to PFAC Nov. 2007 Full report public (Internet)
Project (independent evaluations for projects above US\$ 500,000)	As every year, ca. 50-60 independent project evaluations will be carried out: the evaluation focal persons with the support and oversight of EVAL are currently monitoring the project portfolio and appraising evaluation processes and reports.	Jan.-Dec. 2007	Full reports to donors, partners, national constituents, other stakeholders; Summaries public (Internet)

PROPOSED EVALUATIONS FOR 2008

As indicated in table 2 below, four high-level independent evaluations will be conducted in 2008. These do not include the 50 to 60 independent project evaluations that will also be carried out. In accordance with the evaluation policy, strategy and country programme evaluations will be managed by EVAL.

New procedure for selecting evaluation topics

The selection of evaluation topics is now undertaken by the EAC based on the selection criteria of evaluability and strategic relevance. The choice of topics is also guided by discussions and requests by the various Governing Body committees, special concerns of senior management and other strategic considerations. For country programme evaluations, the principle of regional rotation is applied. The selection of the country programmes is undertaken in close consultation with the ILO's regional offices.

²⁵ The independent thematic evaluation of the Global Employment Agenda in the context of DWCP will not be carried out in 2007.

TABLE 2

Type, topic and timing of independent evaluations in 2007

Evaluation type	Topic of evaluation	Timing	Dissemination
Strategy	Independent evaluation of ILO's strategy for increasing member State capacity to develop policies or programmes focused on the protection of migrant workers	Jan.-Jul. 2008	Summary submitted to PFAC Nov. 2008 Full report public (Internet)
Country programme	Independent evaluation of ILO's country programme of support to Jordan	Jan.- Jun. 2008	Summary submitted to PFAC Nov. 2008 Full report public (Internet)
Country programme	Independent evaluation of ILO's country programme of support to Zambia	Mar.-Aug. 2008	Summary submitted to PFAC Nov. 2008 Full report public (Internet)

Evaluation of ILO's strategy for improving the protection of migrant workers

The independent strategy evaluation proposed for 2008 will assess ILO's strategy for increasing member State capacity to develop policies or programmes focused on the protection of migrant workers (immediate outcome 3c.1), which is linked to intermediate outcome 3c "Labour migration is managed to foster protection and decent employment of migrant workers" in the Programme and Budget 2008-09.

The evaluation will review the strategy's relevance and strategic fit within the ILO's strategic framework and other global initiatives on labour migration. It will review the strategy's contribution to national and global development goals, and the Office's performance in supporting this strategy effectively and efficiently. It will focus on the ILO's contribution to the protection of migrant workers and strengthening member State capacities to develop supporting policies and programmes. The terms of reference setting out the evaluation's focus, scope and approach are being prepared in consultation with key stakeholders in the Office, constituents and external experts.

Evaluation of ILO's country programmes of support to Jordan and Zambia

In accordance with the evaluation policy, the Office conducts two country programme evaluations a year. Following the principle of regional rotation, the country programme of one African and one Arab States country are to be evaluated in 2008.

The Office plans to evaluate the country programmes of support to Jordan and Zambia, which have been selected in close consultation with the ILO's regional offices. Both countries have a significant technical cooperation portfolio and a well developed country programming framework. The full-fledged decent work country programmes for these two countries have recently been finalised in consultation with the constituents and are regarded as good examples. The evaluation will assess the relevance and impact of ILO's past work in these countries, with a strong focus on national partnerships. Based on lessons learned, the evaluation will review the current decent work country programmes and make recommendations.

Independent evaluation of the project: Promoting Sound Industrial Relations at the Workplace and Strengthening the Capacity of Industrial Relations Actors in Viet Nam

Fact box

Technical area: Social Dialogue

Country: Viet Nam

Project start: January 2003

Project end: June 2006

Final evaluation: May 2006

Donor: The United States

Background

The objective of the project was an improved workplace cooperation between labour and management in the target enterprises. The project established a national infrastructure, which serves as a space for collaboration and exchange between the social partners.

Conclusion of the evaluation

The evaluation team found that the ILO Industrial Relations project has met or exceeded its objectives, and represents high value for donor investment. The project successfully established a national infrastructure consisting of a National Project Steering Committee, Provincial Project Task Forces (PPTFs), and Industrial Relations Advisory Service Departments (IRASDs). In addition to delivering high quality service, the infrastructure serves as a space for collaboration and exchange between the partners. A weakness in the project structure is the limited flow of information between the different levels of each of the three partners, which hinders management and the channelling of experience from enterprises into the national policy debate. The project has made a lasting impact on industrial relations in Viet Nam. It has strengthened the institutional capacity of all three social partners and reached a constituency significantly greater than the core 70 enterprises. Important contributions to policy development include revisions to the labour code on strikes. Difficult to quantify but possibly most important, the concepts and organisational model introduced by the project are contributing to a shift in the mental model of social partners. In its role as project implementer, the ILO has gained the trust, respect and confidence of all three social partners. It has built these relationships based on overall performance,

the perception of neutrality and the quality of its advice and services. The strength of these relationships situates the ILO well for future work. The structures, concepts and practices established by the project are being integrated into those of the social partners, who are increasingly willing to fund activities or pay for services. There was also evidence that elements of the project can be scaled up to the national level. In particular, informants expressed an interest in institutionalising the PPTFs and expanding the IRASDs nationally. The fact that the work of the project was extended with the support of the constituents and the financial investment of a different donor – all arranged locally – is a good example of sustaining work beyond project termination.

Main recommendations

The evaluation team suggests that a second phase of the project should focus on institutionalizing the structure and concepts established in first phase into Viet Nam's institutional framework. In this context, the project should take on a clearer role as a pilot exercise, and should move away from the direct implementation of training activities where these do not contribute to a pilot character. The flow of information between the three project levels (enterprise, provincial and national) should be improved, to ensure that experience from the enterprise and provincial level is fed into the national policy debate. A new sustainability strategy should institutionalise the tripartite structure and transfer financial responsibility to the partners within two years. The strategy should also identify the kinds of policy and technical roles that the ILO will play in the future; and finally, the project should develop a revenue generation strategy for the government and social partners.

Chapter 7

Conclusion

PROGRESS AND ACHIEVEMENTS

Several indicators demonstrate that the evaluation function in the ILO has been further strengthened. Progress has been made in most of the points declared “Priority areas of action” in the Annual Evaluation Report 2005.

The availability of extra-budgetary funding, which is mainly used for decent work country programme evaluations and self-evaluations, as well as for expanding capacities for the management of evaluations, has helped to make progress in these areas.

- (1) The Evaluation Advisory Committee established strict policies for monitoring management follow-up to high-level independent evaluations.
- (2) The ILO collaborates closely with the UN Evaluation Group and is a member of the steering committee of the One UN Pilot country evaluations.
- (3) Further guidance has been issued for monitoring and evaluation planning for both projects and country programmes and for assuring the quality of evaluators, terms of reference and evaluation reports.
- (4) The network of evaluation focal persons and evaluation managers in both headquarters and the regions has been strengthened.
- (5) Staff training has been delivered for both project-level and country-level monitoring and evaluation.
- (6) Last year’s quality appraisal of project evaluations has been used to improve appraisal tools (check list approach) as well as the appraisal methodology itself.
- (7) A web-accessible knowledge database helps to manage the evaluation schedule, budget and work flow and is a repository for terms of reference, evaluation reports, summaries, lessons learned and action plans for the follow-up of all types of evaluations, is in its final stages of development.

PRIORITY AREAS FOR ACTION AND EMERGING ISSUES

In order to continue strengthening evaluation in the Office, EVAL needs to continue working on a few priority areas for action, which include staff training, quality assurance of evaluation processes and products, and increasing the usefulness of evaluations. In addition, new issues have emerged as needing greater attention during the coming years.

Continued priority areas for action

EVAL will continue and intensify staff training with a focus on the regions. Some of the training and guidance material will be transformed into e-learning modules to achieve a wider outreach. The decentralised network of evaluation focal persons and evaluation managers will be further strengthened.

To ensure the quality of the evaluation process and products, all evaluation terms of reference and all evaluation reports of independent project evaluations will be systematically appraised by the responsible ILO evaluation focal persons using the standardised quality checklists. Increased efforts will be made to find highly qualified evaluation consultants through a more systematic use of public tendering and a database of evaluation experts.

In order to increase the usefulness of evaluations, the development of the global web-accessible evaluation database will be finished and responsible staff trained in its use. All evaluation-related project and programme information will be managed through the database. During the coming year, EVAL will establish a policy on management follow-up for all types of independent evaluations as well as a system for tracking progress of follow-up.

Improve the involvement of ILO's constituents in monitoring and evaluation by building capacities

ILO's tripartite constituents at national level are the main partners, stakeholders and recipients of ILO's work at country level and as such have co-responsibility for achieving results. Accordingly, they need to be involved in a meaningful manner in the monitoring and evaluation of projects and country programmes. Although they are regularly consulted at all stages during the programme and project cycle, including monitoring and evaluation, their effective involvement can be improved through capacity-building in results-based management and evaluation.

Therefore EVAL will continue to collaborate with PROGRAM, ACTRAV and ACT/EMP to familiarise national constituents with the principles of strategic planning, results-based management, and monitoring and evaluation and design training for constituents to that respect. The evaluation focal persons and the workers' and employers' specialists in the regions also have a key role to play in facilitating the meaningful engagement of constituents.

Greater emphasis to be placed on evaluability of DWCPs and Programme and Budget strategies

EVAL has observed that the evaluability of country programmes, Programme and Budget strategies and projects is often weak. The term evaluability refers to the extent to which a programme has the necessary procedures and documentation in place that enable it to be meaningfully evaluated.²⁶

EVAL, CODEV and PROGRAM will continue to collaborate in assisting headquarters and field staff to improve results-frameworks and results-based management through training, guidance and individual feedback and support with a greater emphasis on monitoring and evaluability. This is to make sure that the evaluability of current and future DWCPs and Programme and Budget strategies is already considered at their design stage and that appropriate results-frameworks and monitoring systems are being put into place.

In addition, EVAL will manage an evaluability exercise to determine the adequacy of existing results frameworks and monitoring plans of ILO's contributions to each of the One UN Pilot country programmes, where the ILO has activities.²⁷ The assessment will be conducted in conjunction with the larger UNEG initiative.

Evaluability will also receive greater attention in training and guidance aimed at projects.

Improve management follow-up to evaluations

Evaluations only contribute to organisational learning and improvement of programmes if the responsible managers take appropriate and timely follow-up actions in response to recommendations. Even though

²⁶This includes, among others, a logic and well-documented results-framework with baselines, indicators and targets, a monitoring plan, monitoring data and meaningful progress reports.

²⁷This includes the Pilot One countries Albania, Mozambique, Pakistan, Rwanda, Tanzania, Uruguay, and Viet Nam, The ILO does not have activities of mention in the Pilot One country Cap Verde.

follow-up actions are taken for all high-level and most thematic and project-level evaluations, the EAC observed that these actions are often insufficient. Evaluations still do not achieve their full potential in facilitating improvements of programmes by their recommendations.

A key priority for 2008 will therefore be to establish a policy on follow-up for all types of evaluations and develop a system for tracking the management response by recommendation over a determined period of time. At the same time, EVAL will develop guidance and quality assurance mechanisms to make evaluation recommendations more actionable and useful.

Annex 1

List of independent project evaluations conducted in 2006

The following table, arranged by thematic area and country, lists all the 55 independent evaluations of technical cooperation projects conducted in 2006. An independent evaluation is mandatory for all projects with a budget over US\$ 500,000 at least once during its life cycle, it can be a mid-term or a

TABLE 3

List of independent project evaluations conducted in 2006

Region	Donor	Project Title
SECTOR 1: STANDARDS AND FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK		
Central America	The United States	Erradicación progresiva del trabajo infantil en el sector de la agricultura comercial en Centroamérica y República Dominicana (segunda fase)
	The United States	Contribución a la prevención y eliminación de la explotación sexual comercial de niñas, niños y adolescentes en Centroamérica, Panamá y la República Dominicana (primera fase)
Indonesia	The United States	ILO Declaration project on promoting and realizing fundamental principles and rights at work to the Indonesian national police
Jordan	The United States	National programme for the prevention and elimination of child labour in Jordan
Panama	The United States	Programa de país para combatir las peores formas de trabajo infantil en Panama
Ukraine	The United States	National programme for the prevention and elimination of the worst forms of child labour in Ukraine
Region Africa	The United States	Supporting the time-bound programme to eliminate the worst forms of child labour in South Africa's Child Labour Action Programme and laying the basis for concerted action against the worst forms of child labour in Botswana, Lesotho, Namibia and Swaziland
	The United States	Building the foundations for combating the worst forms of child labour in Anglophone Africa
	The United States	West Africa cocoa/commercial agriculture programme to combat hazardous and exploitative child labour (WACAP)
	The United Kingdom	Action programme against forced labour and trafficking in West Africa (PATWA)

(cont.)

Region America	The United States	Prevención y erradicación del trabajo infantil doméstico y la explotación sexual comercial en Chile, Colombia, Paraguay y Perú
	Italy	Prevention and elimination of child labour in the dumpsites of El Salvador, Guatemala and Honduras
	The United States	Strengthening the prevention of trafficking of children, adolescents, and women for sexual exploitation to Europe, the United States and further destinations and establishing a rehabilitation and repatriation methodology of rescued persons
	The United States	Programme of support to the time-bound programme implemented in El Salvador to eradicate child labour; and combating child labour through education in El Salvador's time bound programme of El Salvador
Region Asia and the Pacific	The United Kingdom	Mobilizing action on the protection of domestic workers from forced labour and trafficking in South-East Asia
	UN Human Security Fund	Prevention of Trafficking in Children and Women at a Community Level in Cambodia and Viet Nam
	The United Kingdom	Reducing labour exploitation of children and women and combating trafficking in the greater Mekong sub-region, Phase II
Region Europe	The United States	Combating trafficking of children for labour and sexual exploitation in the Balkans and Ukraine
Inter-Regional	The United States	Prevention and reintegration of children involved in armed conflict
	Ireland	Core support to the Special Action Programme to Combat Forced Labour (SAP-FL) of the Declaration Programme
	The United States	Towards child labour monitoring as a tool for prevention, protection, and withdrawal of children from work

SECTOR 2: EMPLOYMENT

Burundi	UNDP	Renforcement des capacités en micro-finance au Burundi
Ghana	The Netherlands	Working out of poverty – Ghana Decent Work pilot programme
Indonesia	The Netherlands	Youth employment in Indonesia: policy and action
	Finland	Local economic recovery: rebuilding livelihoods and employment opportunities
Madagascar	Norway	Haute intensité de main d'œuvre (HIMO) – Routes
	Norway	Haute intensité de main d'œuvre (HIMO) – Bâtiments
Senegal	UNDP	Lutte contre la pauvreté dans les zones riveraines des industries chimiques du Sénégal (ICS)
Sri Lanka	Sweden	Employment sourcing and delivery system in Sri Lanka: JobsNet
Viet Nam	The Netherlands	Pilot programme for youth employment in Viet Nam
	Japan	Expansion of employment opportunities for women (EEOW) – Viet Nam chapter

(cont.)

Yemen	The Netherlands	Strengthening the national machinery for advancing women's employment in Yemen
Region Africa	Italy	Acteurs locaux et initiatives pour la création d'emplois et d'entreprises – phase III: promotion de l'emploi par le développement de la micro et petite entreprise
	The Netherlands	Capacity building for employment creation and economic empowerment through ILO's local economic development approach in Mozambique, South Africa and Angola
Region America	The United Kingdom	Políticas de erradicación de la pobreza, generación de empleos y promoción de la igualdad de género dirigidas al sector informal en América Latina
Region Europe	The Netherlands	Increasing employability of disadvantaged young women and men and other marginalized groups in Caucasus and Central Asia through skills development and entrepreneurial education
	The United Kingdom	Reducing poverty through promoting employment of youth and other vulnerable groups in the informal economy of Caucasus and Central Asia
Inter-Regional	The United Kingdom	Increased application of labour-based methods through appropriate engineering standards
	Italy	Sustainable development through the Global Compact
	The Netherlands	Integrated employment creation and knowledge sharing
	The United Kingdom	Knowledge Sharing on decent work and the informal economy in the context of poverty reduction

SECTOR 3: SOCIAL PROTECTION

Belize	The United States	ILO/USDOL HIV/AIDS workplace education project for Belize
Benin	The United States	Workplace education programme on HIV/AIDS and the world of work
Ghana	The United States	HIV/AIDS workplace education project in Ghana
Honduras	The Netherlands	Extensión de la cobertura de la seguridad social en Honduras
Togo	The United States	Workplace education programme on HIV/AIDS and the world of work
Viet Nam	Japan	Capacity building of occupational safety and health in agriculture - Viet Nam chapter
Region Africa	The European Union	Managing labour migration for development and integration in the EuroMed, West Africa and East Africa
	The European Union	Promoting equality in diversity: integration in Europe

(cont.)

SECTOR 4: SOCIAL DIALOGUE

Timor-Leste	The United States	Strengthening and improving labour relations in East Timor (SIMPLAR)
Viet Nam	The United States	Promoting sound industrial relations at the workplace and strengthening the capacity of industrial relations actors in Viet Nam
Region America	Spain	Strengthening of labour administration services

OTHERS

Inter-Regional	Italy	Promotion of Decent Work through the training of policy-makers and innovations (UNIVERSITAS)
	The Netherlands	Technical coordination and knowledge sharing on the theme “Gender equality in the world of work”
	Regular Budget	Management and Leadership Development Programme

Annex 2

Statistical overview of independent project evaluations conducted in 2006

TABLE 4

Independent project evaluations 2006 by technical area

	Technical area	Number	Percentage
Standards	Elimination of child labour	17	31%
	Promoting the Declaration	4	7%
	Standards total	21	38%
Employment	Social finance	1	2%
	Employment-intensive investment	3	5%
	Management and corporate citizenship	1	2%
	Employment policies and advisory services	3	5%
	Job creation and enterprise development	5	9%
	Programme on skills, knowledge and employability	1	2%
	Multinational enterprises	1	2%
	Boosting employment through small enterprise development	1	2%
	Cooperatives	1	2%
	Policy integration	3	5%
	Employment total	20	36%
Social protection	Social security	1	2%
	Safety and health at work and the environment	1	2%
	ILO programme on HIV/AIDS and the world of work	4	7%
	International migration	2	4%
	Social protection total	8	15%
Social dialogue	Social dialogue, labour law and labour administration and sectoral activities	3	5%
	Social dialogue total	3	5%

OTHERS	Development cooperation	1	2%
	Gender equality	1	2%
	Human resources development	1	2%
	Others total	3	5%
ILO total		55	100%

TABLE 7
Independent project evaluations 2006 by region

Region	Number	Percentage
Americas	10	18%
Asia	12	22%
Africa	17	31%
Europe	4	7%
Arab States	2	4%
Inter-regional	10	18%
Total	55	100%

TABLE 8
Independent project evaluations 2006 by timing

Timing	Number	Percentage
Final evaluation	41	75%
Mid-term evaluation	14	25%
Total	55	100%

Annex 3

Quality appraisal of independent project evaluation reports

The process of quality assurance of independent project evaluations was initiated last year with a sample of 16 (25 per cent) reports. In its discussion the PFAC requested that further analysis of project evaluation quality be done.

In consequence EVAL commissioned a consultant to appraise the quality of independent evaluation reports of technical cooperation projects finalised in 2006. In total 31 of the 55 (56 per cent) reports were appraised, which were all reports in English language submitted to EVAL by March 2007.²⁸ The following provides a summary of the findings, conclusions and recommendations from this appraisal exercise.²⁹

The appraisal results from last year are not directly comparable as a slightly different (improved) methodology and rating system was used.³⁰ Nonetheless, the overall impression was that on average the quality of reports has slightly improved in nearly all assessed elements. However, further improvement is still needed to reach a satisfactory level of quality.

Methodology

The appraisal was based on a quality checklist that assessed the quality and consistency of its content of each evaluation report and the strength of linkages between key sections of the reports in terms of completeness, consistency and validation. The appraisal necessarily relies on the interpretation of the appraiser but since only one appraiser conducted the exercise the possible bias is at least applied to all reports equally.

Results of the quality appraisal

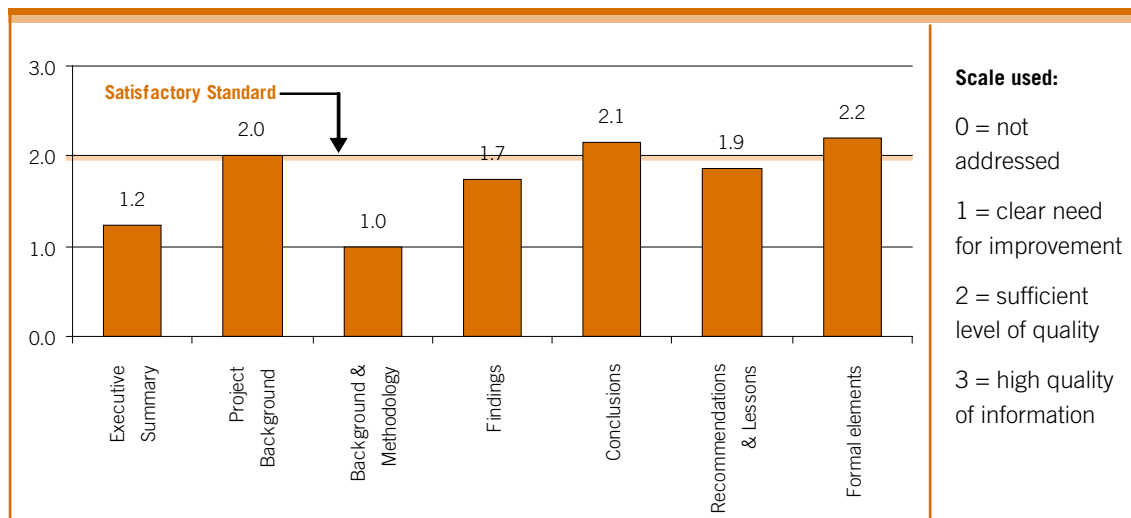
The appraisal concluded that about 30% of evaluations had reached a satisfactory standard, 50% required some improvement and 20% required considerable improvement to reach acceptable ILO standards.

Assessing the different content elements of the reports, it was found that the sections on project background and conclusion were usually of a satisfactory standard, and that the findings and recommendations sections required some improvement. The executive summary, evaluation background and methodology sections were generally found to require considerable improvement.

²⁸Some reports were finished in 2006 but submitted late.

²⁹Goodchild, M: Quality Appraisal of Independent Project Evaluation Reports 2006. EVAL, ILO, Switzerland, March 2007.

³⁰Last year's appraisal used a simple 3-point scale "there" – "partially there" – "not there"; this year's appraisal used a graduated 4-point scale as described in figure 3.

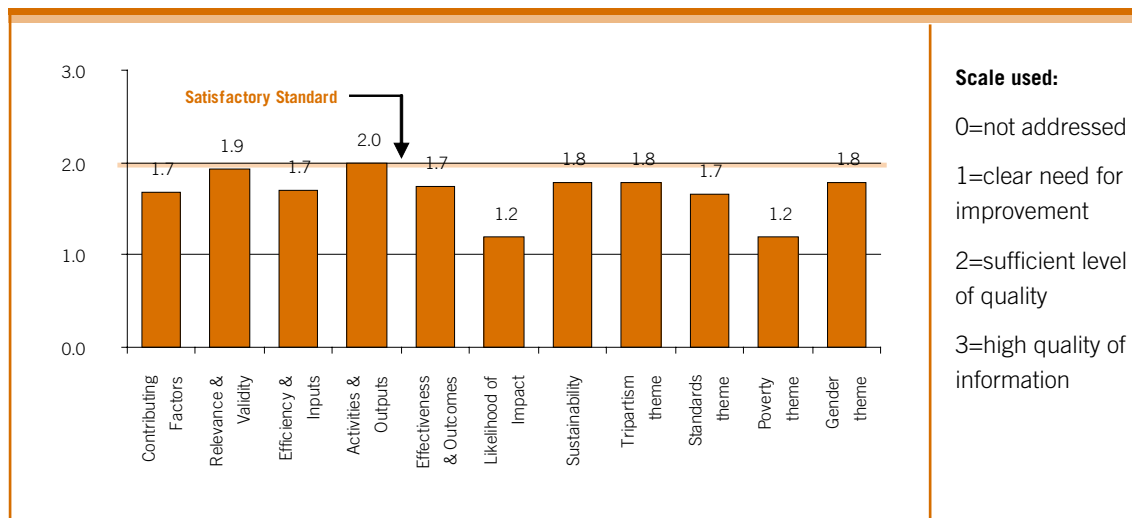
FIGURE 3**Appraisal results for the different sections of evaluation reports**

Being the core of the evaluation, the findings section in evaluation reports was considered in greater detail. The quality of evaluation findings discussing outcomes and impacts of the intervention were found to be rather weak. Half of evaluation reports failed to provide an adequate discussion of the likelihood of an intervention to have a longer term impact or the conditions need to achieve one. About one third of evaluations failed to provide adequate findings on outcomes, i.e. how the project partners and beneficiaries used the project's outputs. About 10% of the reports supplied estimates of cost-effectiveness.³¹

Findings on most themes generally require some improvement. Few evaluation reports contain findings specifically discussing the intervention's contribution to reducing poverty. This is perhaps due to the theme's association with long-term impacts while the tripartism, standards and gender themes are often also regarded as implementation issues. As a matter of broader interest, tripartism was often cited as one of the key strengths that the ILO is able to bring to technical cooperation projects.

More generally Figure 4 indicates that there is good coverage of the ILO cross-cutting themes although the quality of these findings is not always high. For example, three quarters of the evaluations contained findings on at least two themes, but only a third of those were found to do so at an adequate level of quality and completeness.

³¹ It is quite difficult and time intensive to properly analyse cost-effectiveness. Depending on the purpose of the evaluation and the needs of the audience, cost-effectiveness is not always an evaluated element. Many evaluations, however, provide a general statement whether resources appear to have been managed efficiently without going into deeper analysis.

FIGURE 4**Content elements covered by the findings sections of the assessed reports**

The second component of the appraisal exercise was to assess the strength of the linkages between key sections of evaluation reports. It was found that there is often a disconnect between the evaluation background, methodology and findings sections of evaluation reports. In some cases also recommendations do not logically flow from findings and conclusions. Few reports explicitly highlight lessons learned that go beyond the immediate scope of the evaluated project and that may be relevant to other interventions.

Characteristics of quality evaluation reports

The appraisal exercise also discovered good practices for independent evaluation reports. As a generalisation high quality evaluation reports:

- Assure clarity and consistency by supplying definitions of evaluation criteria and focus areas (e.g. sustainability) and by explicitly referencing international standards;
- Demonstrate how the criteria will be measured (quantitatively and/or qualitatively) so that evidence and findings have a clear point of reference;
- Fully document evaluation instruments including consultation feedback and reference evidence as fully as possible for validation purposes;
- Explicitly base findings on methods used (for example by including quotes from interviews);
- Explicitly ensure that the results chain³² of the intervention is consistent and logic;
- Cover all required areas of analysis (the core evaluation criteria or more specific evaluation questions), including cross-cutting issues such as gender, tripartism and standards;
- Include recommendations that are concise and actionable, and
- Highlight lessons learned that are of interest beyond the immediate scope of the evaluated project.

³²A results chain describes the intervention logic of an intervention by stipulating the causal sequence to achieve the desired objectives beginning with inputs, moving through activities and outputs, culminating in outcomes and finally contributing to broader impacts.

Recommendations on how to achieve quality reports

The overall conclusion from the appraisal was that there is room for improvement in evaluation reports. The appraisal made several recommendations for the Office designed to assist in improving the quality and consistency of future evaluations:

- Raise awareness and improve know-how of ILO staff and stakeholders by intensifying its training activities.
- Make sure that professional evaluators (and not technical experts with little evaluation experience) are used to conduct evaluations and brief evaluators on evaluation quality standards and expectations.
- Continue to highlight good practices and shift the emphasis towards the architecture of evaluations (criteria setting and measurement, results chains, etc). This focus will help build up a body of knowledge that can then be adapted and replicated by those managing ILO evaluations.
- Consider an exercise to assess the evaluability of technical cooperation projects. This could be used for establishing guidelines or protocols for projects, which would better enable evaluators to perform their duties.
- Intensify support to ILO technical staff to take greater responsibility for improving the quality of their evaluation work, particularly in ensuring well specified TORs, proposing appropriate rationales and methodologies, ensuring that useful recommendations and lessons learned are regularly generated from the evaluations.

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