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▶ Evaluation Office

ILO's capacity development efforts 2010-2017

Synthesis review of ILO project evaluations

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ILO capacity development efforts 2010-2017: synthesis review of ILO project evaluations

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I. Introduction, Purpose and Scope

As part of its work-plan for 2017, ILO-EVAL is undertaking an independent institutional high-level evaluation (HLE) of 'ILO's Capacity Development Efforts'[1]. The HLE is summative in that it examines the relevance, effectiveness and efficiency of ILO strategy and actions. It is also formative in that it intends to bring forth important lessons, good practices and suggestions that could inform the next strategic framework. The HLE will draw information and feedback from a wide range of sources-both primary and secondary for analysis and triangulation.

The synthesis review of available evaluation reports that deal with capacity building was proposed by EVAL prior to commissioning the HLE. The findings of the review would serve as an input to the proposed high-level evaluation.

The review considered select evaluations of technical cooperation (now termed as development cooperation or DC) and Regular Budget Supplementary Account (RBSA) funded projects for the period 2010-17. In order to be consistent with the OECD-DAC guidelines which will be used by the HLE, the synthesis review collated findings along the key evaluation criteria i.e. relevance, validity of design, effectiveness, efficiency, results/impact and sustainability. Good practices, lessons learnt and recommendations were also synthesised.

Since the review exercise considered evaluation reports from 2010 onwards, it covers the Strategic Policy Framework of the ILO for 2010-15 (ILO SPF 2010-15) as well as the transitional Strategic Plan 2016-17, both of which had exclusive global outcomes on capacity building of workers' organisations and employers' organisations.[2] Since capacity building of constituents is also a cross-cutting theme considered by ILO offices across the world in their projects, irrespective of the theme/issue, a wider range of evaluation reports needed to be included i.e. beyond the projects that were solely aimed at capacity building of constituents. As suggested in the review ToR, the exercise considered 40 reports through an appropriate selection process from a broader database. The method for selecting evaluation reports for synthesis review is detailed in the methodology note provided in *Annexure I*.

Broadly, evaluation reports were selected, *if*:

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[1] The initial search for available evaluation reports using the term 'capacity development' showed zero results in the i-EVAL database (that stores evaluation reports). This is explained by the use of the term 'capacity building' in reference to 'capacity development' within ILO. For the purpose of synthesis review, the term 'capacity development' includes capacity building and capacity development, irrespective of the term used in the evaluation reports it considers.

[2] ILO SPF 2010-15: Outcome 9: Employers' organizations Employers have strong, independent and representative organizations and Outcome 10: Workers' organizations Workers have strong, independent and representative organizations; Transitional Strategic Plan 2016-17: Outcome 10: Strong and representative employers' and workers' organizations. Capacity building of governments is part of global indicators of all global outcomes.

- ➢ Capacity development of constituents was a stated objective
- ➢ Capacity development of constituents may not be a stated objective but is explicitly described in the project strategy.
- ➢ Project was implemented in direct partnership with one or more constituents
- ➢ Project provided capacity development opportunity to/ worked with one or more constituents
- ➢ 'Capacity development' of one or more constituents was mentioned as one of the direct or indirect achievements/results
- ➢ The report provided relevant and adequate information on capacity development aspects
- ➢ Conclusions, recommendations, good practices and lessons learnt covered capacity development aspects.
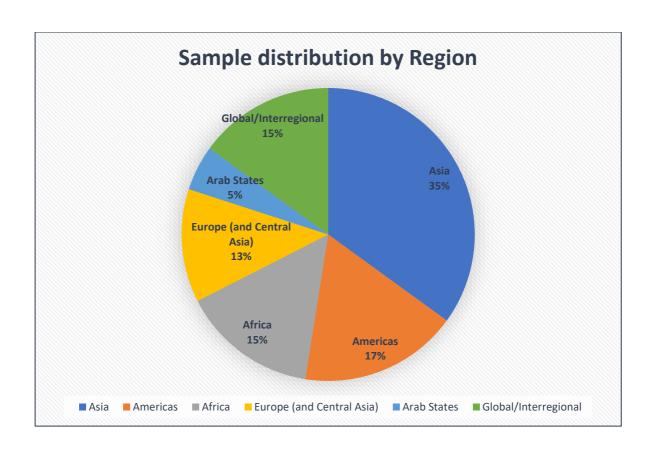
The basic distribution features of the selected 40 reports are presented below:

Technical Backstopping units: Six of the 31 projects (nine reports did not mention the technical backstopping units) were directly backstopped by ACTRAV and ACTEMP, either exclusively or together. Apart from these, other projects had also received technical inputs from ACTRAV/ACTEMP, as required. Five projects also received direct support from International Training Centre (ITC), Turin. Other prominent units providing technical backstopping were DIALOGUE, FUNDAMENTALS, EMPLOYMENT, LABADMIN, GENDER, MIGRANT, IPEC as well as regional/sub regional Decent Work Teams (DWTs). Nine of 40 evaluations were mid-term independent evaluations.

Capacity building supported by RBSA funds: At least six of the 40 projects were supported through RBSA funds.[3] It is however difficult to conclude that use of RBSA funds was limited to only these six instances because RBSA funded activities are not well documented by ILO and hence might not reflect in a given report despite being used, especially if the funds were small. Other studies, including the available reports on use of RBSA funds suggest that since this modality of funding comes with considerable flexibility, it is often used for emergent capacity building needs of constituents either exclusively or as complementary funds to ongoing projects.

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[3] These are: INT/00000000/RBSA/Moscow; INT/00000000/RBSA/Africa/employment; IND/11/02/CAN; RLA/RBSA/dialogue, INS/08/02/NAD and VIE/12/01USA.

Sample distribution by Region

- Asia 35%
- Americas 17%
- Africa 15%
- Europe (and Central Asia) 13%
- Arab States 5%
- Global/Interregional 15%

Challenges and limitations

Although all the reports follow the DAC criteria, the structure of evaluation reports varied a great deal with considerable liberties taken by evaluators to organise their findings. For example, some organise the findings by objectives of the project, some by country (in multi-country/multi CPO evaluations) while some follow the ToR questions. This made it challenging to collate findings in a particular order. Analytical levels also differed a great deal where some reports focused more on outputs than on outcomes. Also, evaluation reports do not follow any standard format for noting good practices and lessons learned, making it difficult to distinguish recommendations from lessons learned or lessons from good practices. It was also challenging to separate capacity building from other related components, for instance (capacity building on social dialogue from setting up a tripartite committee for promoting dialogue) as the two are complementary and mutually reinforcing. Finally, the biggest challenge was the lack of consistent financial information in evaluation reports due to which analysis of resource distribution and of trends in efficient use across different means of CB delivery or different constituent groups was not possible.

These challenges were apparent during the shortlisting exercise and care was taken to select reports that had shaper and more elaborate findings on capacity building aspects.

II.   Preliminary Observations

Interpreting the term 'Capacity building/Capacity Development: There is hardly any project where capacity building of constituents is not among the priority components of the project, with the exception of projects dealing with post conflict economic recovery, local economy development, employment intensive infrastructure, job creation etc. In the latter set also, the project does technically and conceptually include capacity building components albeit mostly limited to government institutions. Mostly capacity building components are embedded in larger projects and more balanced in those dealing with fundamental principles and rights at work (freedom of association and collective bargaining in particular); social dialogue; Tripartism; unification of constituents (most of the examples being from Americas region) etc.

The review suggests that projects do not use any standard definition, understanding or framework of capacity building although a couple of reports suggest that ILO has set priority areas of support to constituents, at least in the Latin American region. It is also not clear if ILO has any gender related goals within the broader framework of capacity building of constituents.

Overall, it emerges that the subjects on which capacity building of constituents takes place depends on the kind of project (and funding) available for a given region or country. This is not to say that these projects are not relevant but it does point to the fact that capacity building initiatives are not part of any larger capacity building design but a matter of what is being funded in a given context. None of the evaluations in this review point to constituents having their own capacity building framework or plan either. As such, demands for capacity building support from ILO by constituents are also more ad hoc than strategic.

Means of delivering capacity building of constituents: 'Capacity building' is delivered through a wide range of activities and inputs, some of which are more schematic and formal while some are of informal, one-off or ad hoc nature (refer *Annexure 3* for examples). The former includes assessment based training programmes around a given theme (green business, freedom of association and collective bargaining, international labour standards, social security, women workers etc) delivered through a set of logically connected activities (GLO/14/59/NOR, MMR/13/06/NOR, VIE/12/01/USA, COL/13/05/NOR, RLA/08/11/USA, LIR/06/50/NET, BGD/13/05/NOR etc). In some of these, post training assessments were also conducted. It also includes measures towards institutional strengthening, for instance, by helping constituents to form technical groups within organisations, training the focal points nominated by constituents, helping constituents to develop and manage database etc, noted in particular in ILO support to Latin American countries. Capacity building inputs to government institutions are also delivered in a structured manner and follow standard set of measures devised by ILO although there are obvious shortcomings such as transfer of trained officials and lack of commitment for furthering capacity building by the government. Trainings under global programmes are also accompanied by global tools, customized to local needs.

The latter set (informal means) includes making constituents participate in policy dialogues, workshops, seminars, project advisory committees etc. which, arguably do provide learning opportunities but have limited outreach as very few members

participate in these events and with no particular commitment on further transferring the knowledge so gained to their cadre. A snapshot of region and country wise examples of CB activities is provided as ***Annexure 4.***

Engagement of ITC Turin features in two ways-one where the ITC plays implementation role throughout the project (needs assessment, module development/customization and imparting training or training the trainers) while in some others, constituents participated in courses offered by ITC.[4] Participation in these courses is facilitated by projects, although ILO often doesn't have much control to ensure that the most eligible and most deserving candidates participate in these trainings. Some other evaluations have shown that often a small set of people repeatedly attend these courses with no particular commitment that they will use the knowledge for strengthening their organisation's knowledge/skill base.

Measuring outcomes of Capacity building: Measuring the outcome and impact of capacity building efforts emerges as a major challenge area, irrespective of the means of delivery. There appears to be a relatively higher clarity at the level of framing objectives and also at the level of inputs and outputs but outcome and outcome indicators are the major missing links. There were very few examples where outcomes were well defined and outcome focus was sustained throughout the project by the project teams. Evaluators have struggled to devise criteria for measuring the outcome and impact of ILO's capacity building initiatives.

For instance, in the absence of indicators and baseline for delineating the results of a global project to enhance EO's capacity, the evaluators developed some indicators based on available Donor Committee on Enterprise Development (DCED) guidelines that could be applied to capacity building areas such as:

- Number of funded advocacy projects with documented evidence of achievement of advocacy and public-private dialogue (PPD) outcomes (indicator of sustained increase in quality and quantity of advocacy and PPD)
- Number of firms participating in Business Membership Organisation (indicator of improved voice and accountability)
- Changes in Business Membership Organisation budgets devoted to advocacy and PPD (indicator of increase in resources)
- Changes in Business Membership Organisation membership: ratio of male and female (indicator of more inclusive practices)

In another instance, while exploring the capacity building results under RBSA funded activities, the evaluator chose to use the criteria 'strengthened collective bargaining capacity'. However, in the absence of any baseline, real improvements proved hard to measure. In any case, constituents' representatives participating in capacity building activities during a project keep changing, limiting the possibility of nurturing a trained cadre over the course of implementation unless the project follows a rigorous structured format.

Gender in constituent's capacity building efforts: The review shows a mixed picture on 'gender' within capacity building initiatives. While some projects were critiqued for lacking gender focus, especially for the absence of gender specific outcomes or indicators, others have been appreciated to maintain a gender focus through the design and implementation. There is another subset of projects where

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[4] Of the 40 projects, 5 had an active role of ITC either in developing training modules or conducting direct trainings of constituents (or both)

gender aspects might not strongly reflect in the results framework but project teams have integrated gender concerns within the outputs and activities. One of the key limitations faced by projects in achieving their targets for including women in their capacity building programmes is due to inherent gender imbalances within government, EOs and WOs.

From an analytical perspective, two main questions emerge- first, how do capacity building efforts advance the cause of gender equality in the world of work and second, what changes do the capacity building efforts bring in terms of attitudes and practices within the constituent organisations? The synthesis review could not provide any strong evidence to answer these due to limited information available in evaluation reports (most could deal only till output level, for instance-number of women trained). Some common observations, based on review of shortlisted reports are:

> **Questions considered during synthesis to explore gender focus in capacity building:**
> ➢ How often gender equality in the world of work occurs in objectives? In strategies?
> ➢ What do evaluation reports describe about the gender focus on capacity building initiatives? Are gender goals of capacity building specified?
> ➢ Have capacity building initiatives tried to address gender equality concerns within constituents' organizational set up; their management structures; their outreach; their focus on sectors predominated by women workers (garment/domestic workers for instance)?
> ➢ Are efforts being made to monitor and report achievements along gender lines? What limitations did evaluators face while doing so?

- In most projects, gender equality is not explicitly mentioned as an objective, but gender mainstreaming is often a cross-cutting issue that the projects look into with different degrees of intensity. It is mentioned as part of the objectives only for projects specifically targeting gender equality like PAK/09/03/CAN. In projects targeting women, like KEN/06/01/IFC and LEB/10/03/SDC, specific women's group (like women entrepreneurs) is mentioned in the objectives.
- Some projects explicitly mention working with both men and women (for instance, INT/08/69/IRL; IND/11/02/CAN), or with at-risk groups that include women (ALB/03/50/ITA). Exclusive use of separate funds for gender mainstreaming was noted in one case (INS/08/02/NAD).
- Very few projects mention gender focus within capacity building (like VIE/12/01/USA, INS/08/02/NAD). However, this generally involves having an equal representation of men and women for the capacity building activities (like BGD/13/05/NOR). Targeting gender equality as a topic for capacity building activity/training is rarely mentioned.
- Promoting gender equality within constituents' organizational set up is rarely mentioned as a specific strategy or objective.
- Most evaluation report achievements along gender lines, treating it as a cross-cutting issue, and almost all of them comment on it separately. The most common challenge faced by the evaluators in doing so is the absence of gender specific indicators (MMR1306NOR, LIR/06/50/NET), insufficient data (INT/08/69/IRL), absence of

gender disaggregated data and gender analysis (AFG/10/01/USA) in the project documents.

- There are evidences of increased attention to gender by EOs and WOs but largely limited to women as workforce than as part of their organisation.

Partnerships beyond Constituents: Apart from the core constituents, ILO projects have also partnered with a range of other institutions such as non-government organisations (NGOs), civil society organisations (CSOs), specific groups and associations (such as women entrepreneur associations); professional networks, resource/service provision centres, recruitment agencies (and their networks), business development service providers (in entrepreneurship development programmes); local contractors (in employment intensive infrastructure programmes), enterprise units, academia and media depending on the objectives of the project and the outreach targets.

Partnership with NGOs/CSOs were more common in projects that dealt with migration, inclusion (PLHIV, PWD), and informal sector workers. Within such partnerships also, projects have provided capacity building opportunities to partnering organisations by way of training and resource material. A large part of such initiatives focuses on increasing awareness on international labour standards and familiarising these agencies with legal provisions in the country. In some cases, ILO projects have also helped these agencies in developing cross-border networks (as in the case of migration and social security).

(Note: This section is based on observations made during shortlisting as well as during synthesis of the final shortlisted ones)

III.   Key Findings

Relevance, Coherence and Validity of Design

Relevance and coherence

Relevance of ILO initiatives on capacity building is uncontested across the projects. In projects where capacity building of constituents was among the primary objectives, the interventions were based on past work in the country, needs expressed in decent work country programmes; and country's local context. Capacity building projects and capacity building components within projects addressing other thematic areas were also found to be aligned with country's context, UN Development Assistance Plans/Framework and also to Committee of Experts on the Application of Conventions and Recommendations (CEACR) observations where applicable (RLA/09/50/SPA).

In several instances, pre-intervention assessments such as context analysis, mapping exercises, training needs assessments, consultation with constituents (RLA/06/03/SPA; COL/13/05/NOR; BGD/11/50/US; IND/11/02/CAN; MMR/13/06/NOR for instance), were also carried out to enhance the relevance of capacity building interventions. These assessments were undertaken by country teams, technical backstopping units based at headquarters as well as by ITC Turin.

Relevance was compromised in projects that covered multiple countries where contexts and power equations (amongst constituents); fragmentation within constituents and varied capacities of EOs and WOs were not adequately account for during project conceptualization (RLA/08/11/USA; INT/05/24/EEC; INT/09/11/EEC; RLA/09/50/SPA).

Validity of Design

In consonance with the findings on relevance, nearly all relevant projects included in the synthesis exercise have considered the broad results setting (goal, aim, overall objectives and intermediate objectives) as valid and well formulated. At the same time, of the 21 reports that had valid and adequate feedback on validity of design, at least 12 reports have underlined weaknesses in project design, mostly relating to inadequacy of indicators. The nature of inadequacies includes indicators not being 'indicators' but outputs and vice versa; indicators not being measurable; indicators not being aligned to the level of result etc. In some instances, these weaknesses were pointed out during mid-term evaluations but not duly corrected over the course of the project. These weaknesses seem to be of wider nature, beyond the components relating capacity building, and point to systemic weakness with regard to understanding and application of results framework.

The other major flaw that is more relevant to capacity building of constituents is about the missing link on 'what to measure' and 'how to measure it'? Several reports have pointed out that lack of any baseline and lack of clarity on expected improvements are major challenges in measuring the impact of capacity building results (MMR/13/06/NOR; GLO/14/59/NOR; RLA/08/11/USA; RLA/09/50/SPA;

INS/08/02/NAD; AFG/10/01/USA; BGD/11/50/USA; BGD/13/05/NOR; RAS/11/57/JPN among others).

Lack of gender orientation in project design and/or provision for gender disaggregation of results were also underlined as a weakness by some evaluations while there are also instances when despite gender aspects being not well reflected in the original project design, project teams have made efforts to incorporate gender elements (in capacity building as well as in other activities such as labour law reforms, labour administration, labour market governance, strengthening employment services etc).

Weak M&E system, lack of project monitoring plan, lack of proper exit strategies, and poor assessment of risks and mitigation measures were other weaknesses pointed by evaluators (GLO/14/59/NOR; LA/06/03/SPA; VIE/12/01/USA, INS/08/02/NAD for instance). Focus on impact measurement was rated low in capacity building activities. One of the major design flaws is the overambitious setting of objectives, given the time frame and spread of the projects. It reflects on poor anticipation (on the part of the donor as well as of the ILO) of what can be effectively achieved within a given context. This ultimately affects results because the focus of the team and partners remains on 'completion of activities' rather than on results and sustainability.

Effectiveness

➢ **Effectiveness of ILO interventions in reinforcing capacities of constituents:**

The evaluations under review provide a mixed feedback on effectiveness of reinforcing capacities of constituent. Most projects have delivered well on their capacity building plans, often exceeding their training targets. However, effectiveness in terms of constituents displaying improvements in capacities (when understood as increased knowledge, skills, and practices) are not always pronounced. This includes effectiveness of big size investments done to build capacities of national institutions. Capacity building efforts when combined with concrete activities, where the target participants could use their learnings, such as in drafting laws, codes, decrees etc were found to be more effective but, in such cases, the reach of capacity building remains limited to few (often top-level) representatives of constituents.

In delivering capacity building components, particularly where capacity building was the key objective of the project, ILO worked closely with partner constituents and provided close technical guidance through the projects. In some cases, constituents did expect more concrete role for themselves in ILO's capacity building work beyond '*supplying participants'* but did not specify the role they could play. Mostly, capacity building initiatives follow a giver-receiver model.

It was also noted that project advisory committees, which by principle, always have tripartite representation, are not effectively used as a capacity building forum or for communicating the capacity building objectives of ILO and the expected contribution of constituents.

It is understood that ILO shares a critical and delicate relation with constituents, which demands flexibility and limits the scope of questioning constituents on follow up actions. On the other hand, constituents, particularly the Trade Unions operate with considerable resource constraints which makes it difficult for them to follow up on knowledge gained through capacity building (for instance undertaking research, planning training of their cadres at local/sectoral levels).

Structured models seemed much more effective compared to the use of seminar, workshops as a means of building constituents' capacity. In some of the recent projects that focus on particular sectors, capacity building initiatives were more effective because they considered developing local resource persons/trainers and integrated outreach plans in their capacity building design.

In multi-country projects, effectiveness of ILO's capacity building (as also other thematic technical assistance) varies due to contextual factors. The choice between 'no intervention' (anticipating contextual challenges) and 'less effective intervention' is hard to make. Moreover, fragmentation of constituent bodies in some countries; lack of unified federations; and low representation of certain sectors by constituents were considered as limiting factors for project effectiveness.

The review shows that effectiveness also varies by the topic of capacity building. For instance, capacity building on OSH, labour governance, expanding membership and migration are more effective. These are also the issues where tripartite consensus for improvements is relatively high. On the other hand, capacity building is less effective when it deals with issues like collective bargaining and dispute resolution/arbitration where constituents are more likely to have disagreements.

➢ **Effectiveness of ILO coordination with constituents, UN partners, World Bank and bilateral donors**

Not many evaluations have dealt with ILO's coordination with UN agencies or projects' coordination with UNDAP/UNDAF. Evidences of ILO coordination with UN partners were more prominent in projects dealing with migration, HIV AIDS, and UNDAP/UNDAF components led by ILO. Apart from these, there are evidences of ILO collaborating with specific committees such as local donor communities, specific working/technical groups within the country etc. There are also evidences of capacity building activities helping constituents to provide better inputs to DWCP formulation process.

➢ **Internal coordination within ILO (between sectors, technical departments, regions and sub regions) in delivering capacity building outcomes**

Internal coordination within ILO was rated high by evaluators. ILO has been appreciated for leveraging internal expertise through the levels -DWTs/Regional offices/Geneva (refer Efficiency section for details). ITC Turin's role, wherever applicable, also appears sound and adding value in terms of quality of modules and reference materials. Efforts made by country offices to adapt and translate training materials worked in favour of effective delivery of training. This said, delays in appointing staff/experts, lack of national officers to coordinate and facilitate activities

in case of some multi-country projects, and staff turnovers, particularly at the specialist levels impacted effectiveness and timelines.

> **Effective use of ILO's comparative advantage**
> ILO has used its comparative advantage to strengthen tripartite orientation at the national levels. For example, in Myanmar (MMR/13/06/59) where ILO project helped strengthen mutual trust and recognition of the need of tripartite dialogue on issues such as freedom of association and collective bargaining. Similarly, in Vietnam, ILO project (VIE/12/01/USA) helped in institutionalising 'tripartism' through forums such as the National Wage Council and the minimum wage fixing and determination system. ILO effectively used its comparative advantage (in terms of its technical knowhow, ability to bring together its tripartite constituents and its regional and global networking ability) in the project in the GMS triangle region (RAS/10/01/AUS) where it used a regional approach to governance of migrant labour. The project built the capacities of constituents by exposing them to fair and ethical recruitment practices and support to migrant workers and by sharing good practices. Similarly, in a vocational training reforms project in Albania, ILO was appreciated to use its technical expertise and a range of technical and funding agencies that enabled the Albanian VET institutions to make significant institutional reforms.

Results/Impact

Despite the challenges discussed in earlier sections, the review shows an impressive mix of results obtained through ILO support across regions. Technical support by ILO to national governments has resulted in establishing new institutions, improving organizational capacities and operational procedures, fostering greater collaborations (with constituents and as necessary, with other institutions), promoting tripartite way of working; legal and policy reforms and implementation plans/decrees and positioning issues such as inclusion, gender, vulnerable workers (informal/migrant/people living with HIV AIDS, people living with disabilities, uneducated youth etc).

In the case of WOs and EOs, ILO support had resulted in increased awareness and knowledge on international labour standards as well as on specific themes such as social security, occupational safety and health, labour inspection, social dialogue, gender equality, migrant workers etc. In addition, some of the projects have increased consciousness on environment issues, particularly among EOs. These inputs have helped the constituents to provide quality and informed inputs during policy discussions, often resulting into better negotiations around wages, collective bargaining agreements and working conditions. Unification of EOs and WOs, increased membership in under-reached sectors, better organizational practices for effective representation and creating a pool of trainers are also noted as key results achieved through active support of ILO.

Some examples of results across countries are listed below to give a more precise sense of results as noted in the sample evaluation reports. These are organised by

constituent groups for a clearer understanding of how ILO inputs work for these groups:

CB results for the national Governments

- Conciliator and Arbitration Officers in Myanmar are able to understand and put into practice the need for impartiality in their roles, which helped them in dealing with difficult situations (MMR1306NOR).
- Establishment and work of the National Wage Council and the new minimum wage fixing and determination system through a tripartite discussion process (VIE/12/01/USA).
- Development of Tripartite councils through ministries of labour in countries that had faced politically difficult situations (Liberia/Afghanistan/Jordan)
- Formation of a National Training Centre for Labour Inspectors in Jordan (JOR/07/03/SPA)
- An online complaint registration and SMS-based tracking system established by Federal Ombudsperson's Secretariat (FOS) against Workplace Harassment in Pakistan (PAK/09/03/CAN). This had led to an increase in the number of cases registered and improvement in the grievance redressal processes.
- Greater capacity to develop agreements, declarations and decent work agendas (RLA/RBSA/Dialogue/2012)
- Legal reforms and institutionalized action for managing migrant labour by Ministries of labour in Bolivia, Colombia, Ecuador and Peru (varied results in countries) (RLA/07/03/SPA)
- Concrete improvements in institutional practices of the national employment services (NES) of Albania including active labour market policies and greater attention to inclusion issues (people with disabilities, women and other disadvantaged job seekers) (ALB/03/50/ITA)
- Strengthening of Labour Inspection systems and greater knowledge sharing and networking among participants, including other constituents (GLO/09/50/NOR; ALB/11/01/EEC))
- Government able to collaborate with new partners (such as professional networks) and foster bilateral agreements with destination countries for migrant health workers on portability of social security, return and retention (INT/09/11/EEC).
- National policy and programme to strengthen OSH standards and practices developed by ASEAN countries (RAS/10/56/JPN).
- Mainstreaming gender parity in active labour market (ALMP) in Albania. A particular innovation was the provision of support for business start-ups among women (ALB/03/50/ITA).

Capacity Building results for WOs

- Development of trade union, registration of federations of TUs and a confederation in Myanmar under 'Promoting Freedom of Association and Social Dialogue in Myanmar (MMR/13/06/NOR).
- Trade unions able to develop self-reform proposals (not clear whether these were executed by them) and able to develop joint proposals/positions for

- policy discussions and decent work promotion through their affiliates (RLA/06/03/SPA)
- TUs able to increase their membership base, particularly in the informal sectors and play their representational role more effectively (VIE/12/01/USA; COL/13/05NOR, IND/11/02/CAN, BGD/13/05/NOR).
- TUs enabled to increase their outreach and membership in new sectors, particularly in sectors with greater vulnerabilities/informality (INT/000/000/SSOS; BGD/13/05/NOR; IND/11/02/CAN)
- Increased recognition of the need to improve organizational development practices (such as prioritizing and planning work; evaluating, generating and systematizing information) among TUs. Participant TUs also formed working teams on union membership and collective bargaining (COL/13/50/NOR)
- Enhanced understanding of collective bargaining as a means to play effective TU role (COL/13/05/NOR, VIE/12/01/USA, INT/000/000/RBSA/Moscow).
- Consolidation/unification of Workers Organisations, for instance in Liberia (LIR/06/50/NET) and in several Latin American countries.
- TUs in Afghanistan who were trained on ILS are able to further train their cadres.
- Sectoral trade unions trained as master trainers to implement workers education programme in under-represented sectors that enabled them to reach out to large number of workers (nearly 12000) directly in readymade garment (RMG), shoe and leather and shrimp processing industries (BGD/13/05/NOR). This project also helped TUs in understanding the TU registration process better which led to decline in number of rejection of TU registration applications.
- Increase in the number of Collective Bargaining Agreements and in new sectors (JOR/07/03/SPA, COL/13/05/NOR; URT/11/50/OUF)
- Formation of technical units within TUs for social security and health at workplace (INT/000/000/SSOS). This particular project worked on the model of having a focal point/interlocutor nominated by participant TUs, which helped in coordination and implementation.
- Pakistan Workers' Federation (PWF) established a vocational training institute with technical assistance from the ILO. The institute imparts relevant and marketable skills to the young women and men from marginalized communities (PAK/09/03/CAN).
- Enhanced knowledge on issues that were previously given lesser attention-child labor, migrant labor, working women, work of people with disabilities (RLA/RBSA/Dialogue/2012; INT/08/69/IRL)
- Increased capacity to participate in social dialogue and DWCP development processes through systematic training on a number of issues such as migration, sustainable development and green jobs, informal economy, youth employment policies, social protection, communication, use of data, using web based resources etc (INT/60/62/NET).
- Through a set of tools on improving regulation, transparency and accountability in the recruitment process and pre-departure training, WOs gained knowledge and were able to visualize their role for migrant workers in a project implemented in ASEAN region (RAS/10/01/AUS). They also developed action plan to support migrant workers. Under the same project, the first ever Memorandum of Understanding was signed between Thai and

Cambodian Trade Unions within the Greater Mekong Subregion (GMS). This was also replicated by the Vietnamese and Malaysian trade unions.
- WOs enabled to operate Migration resource centres to provide pre-departure counselling, legal assistance, compensation delivery, networking and organising workers in Thailand, Cambodia, Myanmar, Vietnam, Lao PDR and Malaysia.
- Training activities with a designated group of members from TUs participating in ILO supported project in Latin America (INT/000/000/SSOS) led to creation of active Social Security networks, at national, sub-regional, and regional levels and also ensured greater participation of women in all project activities.

CB results for EOs
- Enhanced understanding of policy environment and ability to provide informed inputs in discussions. EOs interaction went beyond their members as they participated in tripartite discussions.
- Active participation of Zambian Federation of Employers (ZFE) and the Zambian Association of Building & Civil Engineering Contractors in the green economy programme in Zambia after participating in ILO supported programme.
- Practical demonstration of new forms of collective bargaining and collaborative relations among enterprises and between employers' organizations and their members, which in turn led to greater workers' satisfaction with employers, decrease in staff turnover, increase in productivity and decrease in wildcat strikes (VIE/12/01/USA).
- Under the Global project on strengthening EOs that used global tools for integrating environment and gender concerns, it was found that EOs showed greater gender equality consciousness in their work. For instance, Vietnam Chamber of Commerce set up a Women Entrepreneurs' Council; Fiji Commerce and Employers' Federation (FCEF) has established a Women Entrepreneurs' and Business Council (WEBC) and, Cambodian EO (CAMFEBA) established a women's council. All participant EOs showed greater emphasis on gender perspectives in their research and policy positions.
- Formation and/or unification of employer associations (MMR/13/06/NOR, LIR/06/50/NET, CP/Kyrgyzstan/2010).
- Establishment of commissions on labour issues within EOs (in a multi-country programme RLA/08/11/USA) although success varied by country.
- Employers association has been established under the umbrella of the Liberia Chamber of Commerce (LCC);
- Employers' Confederations of Thailand and the Philippines initiated dissemination of information on green business to their members. This consists of web-based information resources on good environment and labour practices as well as relevant regulations, schemes and initiatives.
- Increased capacity to participate in social dialogue (INT/60/62/NET).
- EOs able to recognise HIV AIDS as a serious issue impacting productivity and developed and implemented workplace level prevention and care programmes (ZIM/07/01/SID)

- Improved Labour Inspection and Occupational Safety and Health practices in new sectors that were hitherto not well covered in Bangladesh, Philippines, Thailand (RAS/10/01/AUS)

Other notable results

- Enabling Environment for Sustainable Enterprises (EESE)[5], that included a country assessment and subsequent development of country specific action plans for Employers in the realm of advocacy, positive contributed to quality of policy discussions in Zambia, Honduras, Vanuatu, Vietnam and Zambia, where GLO/14/59/NOR was operational.
- ILO publications Women in business and management   (Asia and Mid East and North Africa versions) helped in generating EOs interest in women's participation in business.
- Development of a trained cadre of 'national educators' through a well - structured training programme who act as master trainer and provide training to sectoral unions.
- RBSA funds specifically helped in implementation of recommendations of ILO supervisory bodies in concerned countries.
- First ever National Tripartite Council established in Liberia under and employment generation programme (LIR/06/50/NET).
- Tripartite constituents empowered to engage in ongoing social dialogue with respect to labour issues, including the drafting of the new labour law and regulations for dispute settlement, labour inspection etc (AFG/10/01/USA).
- Increased interaction and better trust levels among EOs and TUs (JOR/07/03/SPA for instance).

Efficiency

Analysis of efficient use of financial resources or value-for money was considered as a challenge by almost all evaluators. This, as mentioned elsewhere in this report, is due to the financial reporting system that does not specifically require outcome/output wise expenditure reporting. However, none of the reports mention lack of judiciousness in budget spending. Broadly, efficiency analyses have covered utilization rates, complementarity of resources from other sources and time related issues.

Utilisation of resource was largely considered satisfactory. There was only one reference of under-utilisation of capacity building budget, but this too was attributed to initial overestimations (MMR/13/06/NOR). References to inadequacy of resources in the projects were not many (AFG/10/01/USA and GLO/14/59/NOR) although evaluators have often cited the need to continue/extend to the ongoing projects.

Examples of complementing resources were found in several instances, in both global and country specific programmes. For instance, in the case of Norway supported global programme on enhancing employers' capacity in green business

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[5] ESSE toolkit includes tools (a) to assess the enabling environment in their country, (b) to assess the competence of the EO itself, and (c) to offer guidance to EOs on a range of actions including undertaking research, writing policy positions and lobbying government.

(GLO/14/59/NOR), ACT/EMP, worked closely with several departments including GENDER, ITC, Green Jobs, ENTERPRISES in leveraging expert inputs and tools/methodologies. Similarly, the USDOL supported project to develop implementation degrees for labour code and Trade Union Law in Vietnam (VIE/12/01/USA) was complemented through Better Work Vietnam and RBSA funds; and the project on promoting circular migration of health professionals (INT/09/11/EEC) coordinated with GMS Triangle, ASEAN Triangle, MDG-Fund on Youth, Employment and migration, and the ITC-ILO in Turin.[6] There are also ample examples where regional DWT specialists have complemented country/region specific projects with their time and technical inputs (VIE/12/01/USA; BGD/13/05/NOR; IND/11/02/CAN; INT/06/62/NET; AFG/10/01/USA to note a few). While there are many examples of ILO making efforts to leverage additional funds through donors, examples of constituents doing so were not noted.

Major feedback on use of human resources was inadequate staffing in some cases but evaluators have repeatedly pointed to the fact that such inadequacies are compensated by leveraging staff time from other ongoing projects and from technical experts. Delays in project specific recruitments, especially at the higher (expert/CTA) levels (INT/000/000/RBSA/Moscow for instance) was also noted as a constraint that impacted project timeliness but in most cases projects made over the course of implementation or successfully got extended tenures.

Time delays warranting realignment of project activities or extending project timelines appear frequently in evaluation reports. These delays are attributed to bureaucratic processes in some of the project countries, political situations (elections, change of guard, low levels of commitments from constituents) and on some occasions, ILO's own processes.

Projects, specifically those having capacity building of constituents among primary objectives, have shown considerable flexibility in realigning resources and timelines as per their contexts. Such flexibility has worked in favour of larger objectives of the project. RBSA funded activities[7], having greater flexibility compared to TC resources, were appreciated for '*producing synergies and multiplying effects'* (INT/000/000/RBSA/Moscow). At the same time, flexibility hampered assessing its impact (attribution issues). In projects where RBSA funds played a relatively smaller, undefined role, evaluations have not elaborated in its contribution, which perhaps also indicates a lack of emphasis on covering this aspect in evaluation ToRs.

Sustainability

Factors that worked in favour of sustaining capacity building gains

Clear sustainability plan developed and vetted by constituents and adequate sustainability considerations during execution of capacity building components increased sustainability prospects. For instance, in a freedom of association and collective bargaining (FOACB) project in Viet Nam, constituents were supported to develop technical and institutional capacity to engage in law drafting, minimum wage calculations, union organization, collective bargaining and social dialogue, which they could potentially use in longer run. At the same time, commitments to pursue

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[6] These are some select examples.
[7] There are two evaluations that were solely covering RBSA supported Country Programme outcomes or activities (INT00000000_RBSA_Moscow and INT00000000_RBSA_Africa_employment, RLA-RBSA-dialogue)

some of the agenda set by the project were secured at the highest levels of constituents. Financial sustainability was also secured from a multi-donor support facility. Together these measures created a highly favourable environment for sustaining project results, including the capacity building results(VIE/12/01/USA).

Similarly, formation of working committees and technical groups within trade unions, development of sector specific plan of action, together with high visibility of collective bargaining agenda created through media engagement created a favourable environment for continued work on collective bargaining by TUs in Colombia (COL/13/05/NOR).

Promoting bipartite/tripartite dialogue by first developing demonstration models on good industrial relations (IR) and social dialogue (SD) practices and later institutionalising it through the governments, as done in the case of RBSA supported initiatives in CIS region, helped in creating an improved culture of social dialogue and tripartite relations that had a strong likelihood of continuing. (INT/000/000/RBSA/Moscow)

Global projects that use a combination of strategies such as developing training materials on the basis of sound needs assessment, developing a pool of resource persons at regional/country levels and increasing constituent's ability to access useful resources have greater and longer take-away value (INT/06/62/NET).

Supporting institutions to apply their learning significantly increases the chance of capacity building gains being used in a sustained manner. An example of this was noted in the case of TU run Migration Resource Centres in the GMS region where training on legal provisions, counselling etc were used by the resource centres, making them an indispensable part of countries' migration support system.

Transferability of knowledge as a way to sustain results

It was observed that evaluations tend to be ILO-centric and do not sufficiently elaborate on the responsiveness of the constituents or efforts made by them to sustain/continue the knowledge received through ILO support. However, there are some good examples where constituents have used capacity building opportunities to strengthen their own organisational plan or to transfer the knowledge gained to their members that positively contributes to sustainability of capacity building gains. For instance, under Norway supported global project on strengthening EOs (GLO/14/59), there are good examples of EOs across the project countries making use of ILO inputs to undertake research, orient their own members and successfully advocate policy/legal reforms in favour of business organisations. In case of the project on MMR/13/06/NOR, TUs were able to transfer the knowledge gained through ILO supported project to other union leaders in their network. Similar examples were also noted in Colombia and other Latin American countries. In Vietnam, EOs were able to provide better IR services to their members after participating in ILO project on labour law implementation. In terms of transferring the capacity building gains, WOs were found as the most under-resourced groups and also as lacking the strategy to do so.

Constraints in sustaining capacity building results

- One-off nature of capacity building events with no particular plan or commitment of continued efforts by ILO or constituents.
- Project advisory committees not able to generate a sense of ownership because they do not provide enough scope of taking any major decision with regard to project implementation.
- Absence of exit or sustainability plan that leaves partners and constituents without any follow up plan (BGD/13/05/NOR; BGD/13/01/BGD; JOR/07/03/SPA;
- Absence of tripartite engagement in enterprise based interventions limits its replication and sustainability potential (project efforts remain as demonstration). (RAS/11/57/JPN)
- Projects focusing on enhancing individuals' capacities rather than institutional capacity are less likely to be sustained as individuals may not be accountable enough to transfer knowledge or skills gained through projects. Over-reliance on NGOs and private firms may also hamper the chances of institutional capacity building of ILO's core constituents as noted in the case of Canada funded project in Pakistan for promoting gender equality for decent employment (PAK/09/03/CAN).

IV.   Recommendations

- **Focus on institutional capacity and internal governance practices of constituents in capacity building programmes:** ILO should invest more on organisational capacity building, targeting specific skills such as research, training, database management, internal governance and women's representation within constituents' organisations. Formation of technical committees within constituents and tripartite bodies can also be considered by ILO country offices with specific capacity building plans for them (VIE/12/01/USA; RLA/08/11/USA; LIR/06/50/NET).

- **Develop a capacity building framework that could be customised to country contexts:** The review points to the need to having a broad framework in place that reflects ILO's/Constituents' capacity building aspirations and components (technical, institutional, gender). Country teams can derive components and indicators from such framework while designing capacity building projects/components within projects and use it to monitor their progress. The same can be used by evaluators as well.

- **Ensure a systematic approach towards institutional strengthening of the tripartite constituents:** ILO and constituents should consider developing broad capacity development plan (possibly as part of decent work programmes) and use the project opportunities to work on such plans. ILO should also consider dedicating funds for M&E of capacity building components.

- **Make capacity assessments integral to capacity building initiatives:** Capacity building initiatives are more effective when based on sound context/needs assessment. Such assessments should refrain from being generic and should enable the project teams to understand the needs of various levels of constituents (national, local, sectoral, technical teams within constituent bodies). Training materials and delivery should thus follow a customised approach. Engaging constituents' representatives in facilitating such assessments may also enhance their ownership.

- **Document and disseminate successful capacity building initiatives:** Technical backstopping units and country offices should make efforts to document the impact of capacity building measures, for instance, by compiling good practices/case studies where capacity building inputs have been successfully applied by constituents for advancing their organisations and agendas. (GLO/14/59/NOR; GLO/73/SID; RAS14/58/NOR)

- **Refrain from being 'too foreign':** Apart from customising training materials, it is also important that participants feel at home during training. Adaptability and familiarity with local context/language should be a key consideration when outsourcing training programmes. Ideally, national partners for delivering training should be identified as part of project strategy.

- **Consider use of modes with greater, cost effective outreach:** Cost effective

modes with greater coverage potential such as online, audio-visual based trainings, cascade models etc should be used with an aim of bringing capacity building initiatives closer to the ground.

➢ **Capacity building initiatives should be decentralised:** ILO and constituents should use more decentralised models of capacity building (as opposed to Turin based or limited to national capitals). Using a cascade model, developing national resource persons, exchanging the list of experts and resource persons with other agencies working on similar subjects (for instance, gender) can be useful in this regard.

➢ Broaden the project design team by including M&E and knowledge management colleagues to sharpen the capacity building plans within projects.

V. Good Practices and Lessons Learned
➤ Good Practices

a. Capacity building, linked with institutional reforms and concrete visible activities by constituents enhanced longer term gains: In a Canada (and subsequently other donors) supported project on reducing vulnerability to bondage in rice mill and brick kiln sectors in India, ILO used a multi-pronged approach involving EOs, WOs and government. The project helped in reviving the construction workers welfare board, oriented and engaged workers' organisations to link workers registration and their access to welfare entitlements and oriented employers for improved working conditions. This helped in enhancing constituents' knowledge about the linkage between working conditions and productivity; existing laws and provisions and also revived the welfare board. (IND/11/02/CAN)

b. Third-party monitoring of large-scale worker education training programme, done in Bangladesh (NGD/13/05/NOR) was a good practice in assessing training impact. The assessment was done by Dhaka University to document the implementation of training programme carried out by trained persons from trade union organizations targeting workers in RMG sector. The monitoring was done in a methodical way covering several parameters: (1) training observation, (2) assessment of trainer and co-trainer, (3) development of database of trainees, (4) pre-post knowledge tests, (5) post-training evaluation of training by trainees (venue, food) and (6) financial monitoring (distribution of training allowances).

c. Formation of technical units within TUs for social security and health at workplace was a good practice. TUs were able to work through these teams to train and sensitize other members of their organizations and also to participate actively in the bipartite and tripartite social dialogue where legislative reforms, methods and systems were discussed to improve the coverage and quality of social security in the region, although with varying levels of progress depending on country contexts (INT/000/000/SSOS).

d. The promotion of the training of a new generation of business leaders with new perspectives on the country was a good practice on the part of business organizations in Central America-Nicaragua, Costa Rica and Honduras (RLA/RBSA/Dialogue).

e. Sound and systematic needs assessment, customised training materials and complementing it with access to reference materials made the capacity building programme (implemented by ACTRAV/ACTEMP/ITC-Turin) relevant and effective for a number of countries. Maintaining the focus on 'utilisation' was a good practice as it enhanced the probability of longer term retention and usage. It also enhanced the capacity of ITC Turin and the technical backstopping teams (INT/60/62/NET).

f. Defining the learning levels and using a 3-level delivery structure linked to the knowledge and skills required for each component done in Myanmar

(MMR/13/06/NOR) was a good practice. It helped the project implementers as well as constituents about their capacity building goals. Translating training and reference materials in Burmese also helped in handing over the initiative to national stakeholders.

g. The ILO's approach to building capacity through combining theory and practice in the training room, followed by further technical inputs and support in the workplace is a good practice. The approach within the context of the Greener Business Asia (RAS/11/57/JPN) was notable.

> **Lessons Learned**

a. Using a diverse set of strategies for CB -engaging experts, following a cascade model and building local pool of trainers enhances effectiveness and sustainability. Use of expert trainers/resource persons who can deliver the content in local languages served multiple purposes- making trainings effective, enhancing outreach in a cost-effective manner and creating a pool of local trainers. (RLA/09/50/SPA; MMR/13/06/NOR; VIE/12/01/USA)

b. Clubbing too many issues in a single training, especially when the projects do not offer the opportunity to use the training inputs, reduces retention and sends a sense of dissatisfaction among participants. Linked to this is the issue of (not) taking appropriate measures for continuity of learning, which turns the training into a one-off event.

c. Capacity building initiatives are more effective when technical assistance and training are linked to concrete processes such as social dialogue and policy discussions that help reinforce the learning. Social dialogue processes, however, depend on a number of external factors, not within ILO's control (RLA/08/11/USA; RLA/09/50/SPA)

d. Introducing innovative or new methods to constituents builds their capacity to communicate and reach out to larger constituencies. For instance, Trade Unions in Bangladesh (BGD/13/01/BGD) were able to use social networks, mobile based messaging services and electronic discussion forums to reach out to youth as potential members.

e. Unification of WOs and EOs as a strategy for capacity building has a cascading effect for wide reach of technical assistance to constituents and also strengthens social dialogue processes.

f. Selection of resource persons should be done in a manner that adds value to the curriculum. For instance, using lawyers for training on labour laws/arbitration trainings. Similarly, projects should use some standard criteria for selecting master trainers as well as participants.

g. Having consultations with social partners and stakeholders for designing the capacity building initiative encourages ownership and sustainability (BGD/13/05/NOR; PAK/09/03/CAN; INT/06/62/NET).

Annexure 1. Methodology Note

Step 1 (Retrieval and Shortlisting by EVAL): Altogether 203 evaluation reports were identified on the basis of key term 'capacity building'; timeframe; and languages (English, French and Spanish). The list was reduced to 190 after removing duplications and checking the time frame (2010-17). The list included final as well as interim, independent and internal evaluations of DC and RBSA funded projects.

Further, on the basis of frequency of occurrence of the term 'Capacity Building', the reports were coded as High (more than 40 references); Medium (20-40 references); and Low (less than 20 references). This brought the list to 184 reports.

The reports were then matched with the list of reports that have been appraised for quality[8] by EVAL. EVAL also randomly selected 10 reports from 'low occurrence' category so that any important findings/lessons from these reports are not missed out. Altogether 85 were shortlisted by EVAL with the following distribution[9]:

Occurrence	Quality Satisfactory	Quality Not Found[10]	Total
High	19	15	34
Medium	20	21	41
Total available for further shortlisting			**75**
Low	10 (already sampled by EVAL)		10
Total			**85**

As such, 30 reports (excluding the 10 reports from low occurrence category already sampled by EVAL) are to be selected from the available list of 75. In order to accommodate any rejection at the collation stage, some additional reports were selected as a secondary (back up list). The final selection was based on careful shortlisting based on an agreed set of exclusion and inclusion criteria as shown below:

Step 2: Final selection of reports:
The following inclusion and exclusion criteria will be applied:

Positive but not decisive	Definite inclusion if the evaluation reports indicate one or more of the following	Exclusion
• Project is directly linked to ILO global outcomes on 'capacity development of constituents' • Project is directly linked to country specific Decent Work programme outcome on 'capacity development of constituents • Project not implemented in partnership with constituents	• Capacity development of constituents is a stated objective • Capacity development of constituents is not a stated objective but is explicitly described in the project strategy. • Project implemented in direct partnership with one or more constituents • Project provided capacity development opportunity to/ worked with one or more constituents	• Capacity development of constituents was not at all dealt with in the project • The report doesn't provide relevant/ sufficient

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[8] EVAL undertakes quality appraisal of a sample of completed decentralized evaluations on a biennial basis and grades them on 'satisfactory' to 'non-Satisfactory scale'. Not all evaluations are appraised so there were several reports from the list of 184 that were not quality checked. Such reports were terms as 'quality not found' for the purposes of shortlisting.

[9] The detailed technical note on shortlisting is available with EVAL.

[10] Since there is a considerable amount of reports for which no data was available on their quality, the inclusion and exclusion criteria are also to be applied to these reports

but had constituents in advisory capacity • 'Capacity development' was treated as a cross-cutting theme by the project.	• 'Capacity development' of one or more constituents is mentioned as one of the direct or indirect achievements • The report provides relevant and adequate information on capacity development aspects. • Conclusions, recommendations, good practices and lessons learnt note/include capacity development aspects.	information on capacity development aspects.

The final selection was purposive to the extent that it represents projects all regions (and relevant global projects); thematic areas and projects that were funded through different funding modalities (RBSA/OBF/DC). The shortlisting process also collated information on budget size but it was not used as a criterion of selection because the shortlisted projects were of different nature and magnitude and the reports did not provide any comparable data on expenditure done on 'capacity building'.

Joint UN programmes were excluded as the reports covered several partners and did not provide sufficient insight on the extent of constituents' engagement, particularly if ILO is not a lead agency.

Step 3: Collation and synthesis of findings: The synthesis used the broad questions provided in the terms of reference (refer table above) to guide the analysis. The approach was to discuss and present the methods and strategies being used by ILO to build capacities of constituents; the factors that enhance or limit the effectiveness of ILO's efforts towards capacity building; notable results and emerging lessons. In order to do this, the collation stage considered the following questions so that the elements of capacity development embedded in project objectives, strategies and actions find place in the synthesis:

ToR questions and subsidiary questions

Relevance and Coherence

➢ *To what extent has the ILO's strategy been coherent and complementary (in its design and implementation) with regard to the approach on capacity development internally and vis à vis its partners?*

➢ *To what extend has the ILOs strategy and interventions been relevant to the needs of member States?*

• How well the project strategy and actions considered the capacity building needs in its concept and objective setting in a given project?

• Whether the strategies and actions were coherent to existing efforts and /or to the expressed needs of the constituents?

• Whether partnerships with constituents considered 'complementarity' and value add?

Validity of design

➢ *What are overall findings on monitoring and evaluation of capacity development projects/programmes, was there adequate M&E systems in place?*

• Whether the project design showed logical connect between the aims, objectives, strategies and actions?

• Whether the design had the scope of being flexible to accommodate the evolving needs OR was it too flexible to have a coherent pathway?

• Whether the project's M&E framework provided sufficient scope for monitoring progress using the information for improving design/implementation strategy?

Effectiveness

➢ *How effective have ILO interventions on capacity development been in working towards the overall goal of reinforcing capacities of constituents.*

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

• Whether the capacity building measures within the project were effectively implemented?

• Whether partnerships with constituents was effectively used to achieved project objectives/results and in the course of implementation, it built capacities of the partnering constituents?

• Whether the project used the internal resources (technical expertise at the country, regional and global levels, including ACTEMP and ACTRAV) effectively to deliver on its capacity development objectives?

• If applicable, whether the project effectively used its external partnerships (technical and resource partners, including UN Partners and UNDAF) to strengthen the capacity building efforts?

Efficiency

- ➤ *To what extent have resources been used efficiently and were projects appropriately and adequately resourced?*
- ➤ *To what extent the nature/source of funding (flexible vs rigid) made a difference?*
- Are there clear evidences of using project resources efficiently for capacity development?
- Whether the project used other existing projects/opportunities to enhance the outreach/scope of its capacity development objectives?
- Whether the project timelines allowed for undertaking the capacity development initiatives as intended by the project?
- Whether the project timelines were managed in a way that allowed the application of capacity building inputs/learning?

Results/Impact

- ➤ *To what extent have ILO actions had impact in the form of increased capacity, necessary tools and policy improvements needed to work towards decent work?*
- Are there clear evidences of enhanced knowledge/capacity of constituents as a result of project interventions?
  This could be on the thematic area the project dealt with or in terms of improved capacities of negotiation, social dialogue, advocacy, outreach (membership), tripartism, gender equality, policy review etc.
- Did ILO efforts in a given project opened new opportunities (such as establishing new tripartite forums, training institutions, courses etc) for constituents?
- Are there evidences of constituents using the knowledge/capacity built through the project that contributed to project results or positively contribute to long-term impact?

Sustainability

- ➤ *To what extent have ILO interventions been designed and implemented in ways that have maximized ownership and sustainability at country level?*
- What are the indications that the capacity building efforts sustain/will sustain the project results?
- Are there indications that the capacity building element of the project enhanced constituents' ownership of project outcomes/results?
- Are there evidences that the project action built capacities in a manner that have lasting impact on constituents' ability to work on a given theme/issue?

Others

- What recommendations are emerging for improving the capacity development efforts? Recommendations that deal with enhancing and strengthening the outreach and/or quality of capacity building efforts; application and impact of capacity building efforts; partnerships for capacity building; sustained mechanisms for capacity building/development of constituents should be particularly noted.
- Lessons learnt and good/innovative practices with regard to capacity building approaches and strategies

In addition, the synthesis also attempted to find answers to the following generic questions that might be useful and interesting for the HLE team:

- What are the main types of interventions in the capacity development domain?
- To what extent source of funding (flexible versus rigid—e.g. RBSA) made a difference? Are there links between capacity development interventions and other ILO areas of intervention?
- What makes capacity development efforts relevant?
- What factors help in effectively implementing capacity development projects or such components therein?
- What methods/tools appear to be most effective and sustainable and what are the circumstantial factors that demand special measures (post conflict situations for instance)?
- How responsive are the constituents to ILO's efforts towards capacity development? Are they taking the onus of transferring the gains down the cadre/membership?
- Is ILO able to maintain the right balance (across constituents) in its investments (financial/human) on capacity development?
- What new has been tried (innovative measures, non-conventional ways of developing capacity)?
- Have ILO interventions on capacity development brought any fundamental changes in the way constituents deal with their constituencies and with one another? What is the context of the observed changes (short-term outcomes?)
- Has ILO's capacity development efforts influenced constituents' capacity to deal with gender equality concerns-within their own organisations and in the world of work?
- Is ILO able to sufficiently use its comparative advantage to position constituents' capacity development as priority agenda nationally/globally?
- What are the major shortcomings/hindrances in ILO approaches to capacity development that come in the way of impact?
- Which interventions can be considered good practices?
- Which key success factors can be identified? What inhibiting factors can be identified?

Annexure 2. List of Shortlisted Reports

S.N.	Project Title	TC Symbol	Year of Evaluation	Country (ies) covered
1.	Independent evaluation of Norway & Sweden funded programmes for Outcome 9: Employers have strong, independent & representative organisations	GLO/14/59/NOR; (plus GLO/73/SID; RAS14/58/NOR)	Feb 2016	Botswana, Cambodia, Honduras, Indonesia, Lao PDR, Malawi, Philippines, Swaziland, Vanuatu, Vietnam, Zambia
2.	Promoting Freedom of Association and Social Dialogue in Myanmar	MMR/13/06/NOR	Jan 2016	Myanmar
3.	Strengthening of unions in the face of the new challenges of integration in Latin America	RLA/06/03/SPA	Sept 2010	Argentina, Brazil, Colombia, Costa Rica, Guatemala, Nicaragua, Paraguay, Peru, Uruguay, Venezuela
4.	Promoting DW through Good Governance, Protection and Empowerment of Migrant Workers: Ensuring the effective implementation of the SL National Labour Migration Policy	SRL/10/08/SDC	Mar 2013	Sri Lanka
5.	Viet Nam labour law implementation project	VIE/12/01/USA	Sept 2016	Viet Nam
6.	Capacity Development to Promote Union Affiliation and Coverage of Collective Bargaining	COL/13/50/NOR	Sept 2016	Colombia
7.	Promoting Social Dialogue and Strengthening Tripartite Institutions in Central America and the Dominican Republic	RLA/08/11/USA	July 2010	Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Dominic
8.	Regional Program for the Promotion of the Dialogue and Social Cohesion in Latin America	RLA/09/50/SPA	Sept 2011	Argentina, Chile, Ecuador, Peru, Guatemala, Panama
9.	Combating Forced Labour and Trafficking of Indonesian Migrant Workers, Phase II	INS/08/02/NAD	May 2012	Indonesia
10.	Strengthening tripartite Social Dialogue: Assessment of RBSA funded outcomes 2014-2015	INT/000/000/RBSA/Moscow	Dec 2015	Armenia, Azerbaijan, Georgia, Kazakhstan
11.	ILO IRISH Aid partnership programme-INCLUDE and PEPDEL Disability Programmes	INT/08/69/IRL	Jul 2011	Viet Nam, China, Laos and Thailand in Asia; Ethiopia, Tanzania, Zambia, Kenya and Uganda in Africa
12.	Poverty Reduction through Decent Employment Creation	LIR/06/50/NET	Apr 2010	Liberia
13.	Promotion of Employment (RBSA supported CPOs) during the 2012 - 2013 Biennium	INT/000/000/RBSA/Africa/Emp	Jun 2015	Burundi, DRC, Libya, Somalia, South Sudan, Tunisia, Ethiopia, Ghana, Liberia, Nigeria, Sierra Leone, South Sudan
14.	Strengthening LL Governance in Afghanistan	AFG/10/01/USA	Jan 2015	Afghanistan
15.	Fundamental Principles and Rights at Work in Bangladesh	BGD/11/50/USA	Jun 2015	Bangladesh
16.	Improving LL compliance and building sound labour practices in the export oriented shrimp sector in Bangladesh project	BGD/13/01/BGD	Jun 2016	Bangladesh
17.	Promoting FPRW and Labour Relations in Export Oriented Industries	BGD/13/50/NOR	Mar 2016	Bangladesh
18.	Promoting Fundamental Principles and Rights at Work in Jordan	JOR/07/03/SPA	Nov 2010	Jordan
19.	Greener Business Asia	RAS/11/57/JPN	Jan 2013	Thailand and Philippines

S.N.	Project Title	TC Symbol	Year of Evaluation	Country (ies) covered
20.	Effective governance of labour migration and its skills dimension	RER/09/04/EEC	Nov 2013	Moldova, Ukraine
21.	Reducing Vulnerabilities to Bondage in India through promotion of Decent Work	IND/11/02/CAN	Jun 2012	India
22.	DWCP Evaluation of Kyrgyzstan	NA (DWCP evaluation)	2010	Kyrgyzstan
23.	Decent Work and Local Development Through Dialogue and Partnership Building Project	GHA/08/50/DAN	Jun 2010	Ghana
24.	Social Security for Trade Unions - SSOS	INT/000/000/SSOS	Sept 2011	Dominican Republic, Honduras, Peru, Colombia, Argentina, Paraguay and Uruguay
25.	Promoting Gender Equality for Decent Employment (GE4DE)	PAK/09/03/CAN	Oct 2016	Pakistan
26.	RBSA supported projects for Workers and Employers' organisations	RLA/RBSA/Dialogue	May 2010	Latin America and the Caribbean (various CPOs from countries in the region)
27.	Institutional strengthening for managing migration flows to contribute to the development of countries in the Andean region	RLA/07/03/SPA	Apr 2012	Bolivia, Colombia, Ecuador, Peru
28.	Internal Evaluation of ILO-UNDAP Components	URT/11/15/OUF	Aug 2015	Tanzania
29.	Tackling Child Labour through Education	INT/05/24/EEC	Apr 2011	Kenya, Zambia, Sudan, Madagascar, Mali, Angola, Jamaica, Papua New Guinea, Fiji, Guyana and Sierra Leone
30.	Growth Oriented Women Entrepreneurs	KEN/06/01/IFC	Jul 2010	Kenya
31.	Assistance to strengthen the employment and training system of the National Employment Service	ALB/03/50/ITA	Nov 2011	Albania
32.	Enhancing Labour Inspection Effectiveness	GLO/09/50/NOR	Aug 2010	Armenia, Kazakhstan, former Yugoslav Republic of Macedonia, Moldova, Montenegro, Albania, Lebanon, Oman, Syria, Yemen
33.	Human Resources Development in Albania project	ALB/11/01/EEC	Jan 2015	Albania
34.	Strengthening the capacity of Employers' and Workers' organisations to be effective partners in Social Dialogue	INT/06/62/NET	May 2010	Global (covering several countries across regions)
35.	Promoting Decent Work Across Borders: A pilot Project for Migrant Health Professionals and Skilled Workers	INT/09/11/EEC	Nov 2014	Philippines, India, Viet Nam
36.	Palestinian Women's Economic Empowerment Project	LEB/10/03/SDC	May 2013	Lebanon
37.	Effective Implementation of National OSH Programme for Improving Safety and Health at the Workplace in Viet Nam	RAS/10/56/JPN	Aug 2011	Viet Nam
38.	Better Work Viet Nam Phase II	VIE/12/06/MUL	Sep 2015	Viet Nam
39.	Scaling up HIV and AIDS Responses for the Private Sector in Zimbabwe	ZIM/07/01/SID	2009-10	Zimbabwe
40.	Tripartite Action to Protect Migrants Workers from Labour Exploitation (the GMS TRIANGLE) project	RAS/10/01/AUS	Jul 2015	Cambodia, Lao PDR, Malaysia, Myanmar, Thailand, Viet Nam

Annexure 3. Mapping of Countries by means of CB Delivery (Illustrative)

Means of CB delivery	Govt	WOs	EOs	Countries	TC Symbol
Formal/structured					
Theme based CB programmes including training, institutional strengthening and strengthening national training institutes	✔			Viet Nam, Myanmar, Jordan, Pakistan, Albania, ASEAN countries, Afghanistan	VIE/12/01USA (2017) RAS/10/56/JPN (2011) MMR/13/06/NOR (2016) PAK/09/03/CAN (2017) ALB/11/01/EEC (2015) AFG/10/01USA (2015)
Structured trainings based on needs assessment and customized training materials		✔	✔	Myanmar, Bangladesh, Viet Nam, Honduras, Vanuatu, Zambia	MMR/13/06/NOR (2016); VIE/12/01/USA (2017); GLO/14/59/NOR (2016); BGD/11/50/USA (2015); INT/06/62/NET (2010)
Institutional strengthening for EOs and WOs/developing representational capacity	✔	✔	✔	Colombia, Viet Nam, Myanmar, several Latin American countries (most of these were in 2010-2012 period)	COL/13/05/NOR
Developing master trainers at the national level		✔		Myanmar, Bangladesh	MMR/13/06/NOR (2016); BGD/13/05/NOR
Support for expanding membership (generally and in particular sectors)		✔	✔	Bangladesh, Viet Nam, Colombia, India	BGD/11/50/USA (2015); COL/13/05/NOR; LIR/06/50/NET; IND/11/02/CAN (2011-mid-term)
Unification/federation/coordination among different groups		✔		Liberia, Myanmar, Kyrgyzstan, Azerbaijan	LIR/06/50/NET (2010); MMR/13/06/NOR (2016); CP/Kyrgyzstan/2010 (DWCP evaluation)
Adding new portfolios to existing work of constituents through trainings and tools/toolkits	✔	✔	✔	• Albania, ASEAN countries (Thailand, Cambodia, Malaysia, Viet Nam, Lao PDR) on recruitment processes/migration; • Pakistan-WO federation started skill development training for women; • Cambodia, Honduras and Zambia-Green business and gender incorporated in EOs agenda;	ALB/03/50/ITA (2011); PAK/09/03/CAN (2017); GLO/14/59/NOR (2017) *(Plus those mentioned in the row below)*

			• Argentina, Mexico, Costa Rica, Guatemala, Panama, El Salvador- WOs supported to work on migrant labour and social security	
Mentorship support for increasing organizational capacity			✔	Latin America (Argentina, Brazil, Colombia, Costa Rica, Guatemala, Nicaragua, Paraguay, Peru, Uruguay and Venezuela), Myanmar, Bangladesh	RLA/06/03/SPA (2010) RLA/RBSA/DIALOGUE (2012) INT/0000/0000/SSOS (2011)
Informal/unstructured					
Creating opportunities for bipartite/tripartite consultations	✔	✔	✔	Afghanistan, Jordan, ASEAN countries, CIS countries (RBSA support), Bangladesh, Vietnam Latin America (several countries)	AFG/10/01/USA (2015) JOR/07/03/SPA (2010) INT/0000/0000/RBSA/Moscow (2015) BGD/11/50/USA (2015) VIE/12/01/USA (2017) RLA/08/11/USA (2010- Mid term)
Facilitating participation in policy discussions	✔	✔	✔	Honduras, Vanuatu, Vietnam and Zambia (using EESE); Jordan Latin America (several countries)	VIE/12/01/USA (2017) GLO/14/59/NOR (2016) INT/06/62NET (2010) RLA/06/03/SPA (2010) RLA/09/50/SPA (2011-Mid term)
Strengthening tripartite institutions by facilitating dialogue, discussions and advocacy	✔	✔	✔	Azerbaijan, Armenia (on OSH), Kazakhstan, Georgia	INT/000/000/000/RBSA/Moscow (2015)

Annexure 4. Region and Country wise Examples of CB activities (Illustrative)

Region	Countries/ Type of CB interventions	TC Symbol
Asia	**Myanmar-**Constituents capacity building to promote Freedom of Association and Social Dialogue-a recent project implemented as a follow up project to USDOL supported 'promoting rights at work project' **Bangladesh**-All three constituents supported to promote rights and safety (including OSH and Labour Inspection), representation, awareness of labour laws etc through trainings and consultations (a number of related projects on ground recently) **Viet Nam**-Union restructuring through development of action plan to promote dialogue and democratic regulation at the workplace; promote collective bargaining at workplace, wage negotiation practices established. (A recent project and also participant of a number of other ASEAN region projects-migration, OSH, LI etc) **Cambodia-** EO (CAMFEBA) established a Women's Committee after participating in ILO global project using ESSE toolkit and 'Gaining Momentum' –a research and advocacy initiative for promoting women's participation in businesses. **ASEAN countries** (Thailand-Cambodia, Malaysia, Vietnam) developed in-country MoUs among WOs on the issue of support to migrant workers	MMR/13/06/NOR (2016) BGD/13/01/BGD (2016) BGD/13/05/NOR (2016) VIE/12/01USA (2017) GLO/14/59/NOR (2016) RAS/10/01/AUS (2015)
Africa	**Zimbabwe-**EOs develop and implement HIV AIDS prevention and care measures at workplace **Liberia**-National tripartite council established by the government **Zambia**- ZFE (EO) and the Zambian Association of Building & Civil Engineering Contractors actively work on green business agenda.	ZIM/07/01/SID (2011) LIR/06/50/NET (2010)
Americas	**Colombia**-WOs supported through formal execution agreements, to develop their membership base, increase organizational skills for coordination, communication and database management and collective bargaining **LA/Andean and Caribbean countries** (Mexico, Costa Rica, Trinidad-Tobago, Peru, Brazil, Argentina): WOs supported through trainings/workshop for more effective work on child labour, migrant workers, people with disabilities, women workers; OSH; use of data for advocacy; consensus building, developing declarations and decent work agendas; In Paraguay: WOs able to successfully advocate for forming the Ministry of Labour formed. In these countries, EOs were also supported for creating synergies among private sector associations; inclusion of child labour and PWD in their organizational agenda. **Bolivia, Colombia, Ecuador, Peru:** Jointly implemented a project on managing regional migration which provided the governments (ministry of labour/labour migration directorates) and other	COL/13/05/NOR (2016-mid term) RLA/RBSA/DIALOGUE (2012)

	constituents to understand their roles in managing migration flows including return and reintegration. The capacity built includes collection and use of data on migration, establishing a mechanism for facilitation voluntary return of willing migrants and developing relevant policies. Inter-TU dialogue forums on migration and Decent Work were formed (Project ended in 2012)	RLA/07/03/SPA (2012)
Arab Region	**Lebanon**-women entrepreneurs (Palestinian refugee women) supported for collectively work to address decent work deficits	LEB/10/03/SDC (2013)
Europe and Central Asia	**Albania** for constituents' engagement work on youth, migration and inclusion of disadvantaged groups in employment policies and programmes. **Azerbaijan, Armenia** (on OSH), **Kazakhstan, Georgia** for RBSA supported CPOs on strengthening Tripartism and social dialogue and enhancing inter TU coordination.	ALB/03/50/ITA (2011) GLO/14/59/NOR (2016) INT/000/000/000/RBSA/Moscow (2015)