



International
Labour
Organization

Evaluation
Office

► Synthesis reviews and meta-studies (2023)

A photograph of a classroom with several young people sitting at desks. In the foreground, a young man in a red and white plaid shirt is looking towards the camera with a slight smile. Behind him, a young woman is looking forward. Further back, another young woman is writing in a notebook, and a young man is also visible. The background is a plain, light-colored wall.

► Decent work results and effectiveness of ILO operations: An ex-post meta-analysis of development cooperation evaluations, 2022

Copyright © International Labour Organization 2023

First published 2023



This is an open access work distributed under the [Creative Commons Attribution 4.0 International License](https://creativecommons.org/licenses/by/4.0/). Users can reuse, share, adapt and build upon the original work, as detailed in the License. The ILO must be clearly credited as the owner of the original work. The use of the emblem of the ILO is not permitted in connection with users' work.

Attribution – The work must be cited as follows: *Decent work results and effectiveness of ILO operations: An ex-post meta-analysis of development cooperation evaluations, 2022*, Geneva: International Labour Office, 2023

Translations – In case of a translation of this work, the following disclaimer must be added along with the attribution: This translation was not created by the International Labour Organization (ILO) and should not be considered an official ILO translation. The ILO is not responsible for the content or accuracy of this translation.

Adaptations – In case of an adaptation of this work, the following disclaimer must be added along with the attribution: This is an adaptation of an original work by the International Labour Organization (ILO). Responsibility for the views and opinions expressed in the adaptation rests solely with the author or authors of the adaptation and are not endorsed by the ILO.

This CC license does not apply to non-ILO copyright materials included in this publication. If the material is attributed to a third party, the user of such material is solely responsible for clearing the rights with the right holder.

Any dispute arising under this license that cannot be settled amicably shall be referred to arbitration in accordance with the Arbitration Rules of the United Nations Commission on International Trade Law (UNCITRAL). The parties shall be bound by any arbitration award rendered as a result of such arbitration as the final adjudication of such a dispute.

All queries on rights and licensing should be addressed to the ILO Publishing Unit (Rights and Licensing), 1211 Geneva 22, Switzerland, or by email to rights@ilo.org.

ISBN: 9789220399057 (web PDF)

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the ILO concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the ILO of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the ILO, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

Information on ILO publications and digital products can be found at: www.ilo.org/publns.

Printed in Switzerland

- ▶ **Decent work results
and effectiveness of
ILO operations:
An ex-post meta-analysis of
development cooperation
evaluations, 2022**



CONTENTS

Abbreviations and acronyms.....	4
Acknowledgments.....	5
Executive summary.....	6
1. Introduction	11
Background.....	12
Purpose and scope.....	12
Methodology	13
Limitation	15
Structure of the report	15
2. Key findings by evaluation criteria.....	16
Overview of results	17
Strategic relevance and coherence of ILO development cooperation interventions in 2022.....	20
Effectiveness of ILO development cooperation interventions in 2022.....	25
Sustainability and impact of ILO development cooperation interventions in 2022.....	39
Overall efficiency of ILO development cooperation interventions in 2022.....	44
3 Factors contributing to the effectiveness of the most successful projects.....	53
4 Comparison of meta-analysis findings over time.....	57
Strategic relevance and coherence.....	57
Overall effectiveness	58
Sustainability and impact	59
Overall efficiency	60
5 Key highlights from the comparison of effectiveness results by CPO and policy outcomes.....	62
6 Conclusions	67
7 Opportunities and the way forward.....	70
 Annexes.....	 71
Annex 1. Evaluation reports reviewed.....	72
Annex 2. Additional information on the methodology used.....	77

List of figures

Figure 1. Evaluation reports by region, 2022	13
Figure 2. New aggregated performance categories, showing the links between the assessment criteria and new performance categories	14
Figure 3. Distribution of scores by performance criteria and aggregated categories, 2022 evaluation reports	17
Figure 4. Average distribution of scores: strategic relevance and coherence.....	18
Figure 5. Average distribution of scores: effectiveness	18
Figure 6. Average distribution of scores: sustainability and impact.....	19
Figure 7. Average distribution of scores: overall efficiency.....	19
Figure 8. Strategic relevance and coherence: percentage of more successful scores by performance criteria (2022).....	20
Figure 9. Overall effectiveness: percentage of more successful scores by performance criteria (2022).....	26
Figure 10. Sustainability and impact: percentage of more successful scores by performance criteria (2022).....	39
Figure 11. Overall efficiency: percentage of more successful scores by performance criteria (2022)....	44
Figure 12. Percentage of “successful” and “highly successful” scores by performance criteria and by year: strategic relevance and coherence.....	57
Figure 13. Percentage of “successful” and “highly successful” scores by performance criteria and by year: overall effectiveness.....	58
Figure 14. Percentage of “successful” and “highly successful” scores by performance criteria and by year: sustainability and impact.....	59
Figure 15. Percentage of “successful” and “highly successful” scores by performance criteria and by year: overall efficiency.....	60
Figure 16. Average weighted performance for policy outcomes by selected performance categories and subcategories (2022).....	63

Tables

Table 1. Policy outcomes (2021–22).....	62
Table 2. Overall effectiveness performance (2022).....	64



ABBREVIATIONS AND ACRONYMS

ASEAN	Association of Southeast Asian Nations
COVID-19	Coronavirus disease
CPO	Country Programme Outcome
CSO	Civil Society Organization
CSR	Corporate social responsibility
DAC	Development Assistance Committee
DWCP	Decent Work Country Programme
EIIP	Employment-Intensive Investment Programme
EVAL	ILO Evaluation Office
ILO	International Labour Organization
M&E	Monitoring and evaluation
OECD	Organisation for Economic Co-operation and Development
P&B	Programme and budget
PwD	Person with disabilities
RBSA	Regular Budget Supplementary Account
SDGs	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
SMART	Specific, measurable, attainable, realistic (or relevant) and time-bound
SMEs	Small and medium-sized enterprises
STEM	Science, technology, engineering and math
TCP	Technical cooperation programme
UCCD	University Centre for Career Development
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund



ACKNOWLEDGEMENTS

As part of the [ILO results-based evaluation strategy 2023–2025](#), the Evaluation Office (EVAL) regularly assesses development cooperation initiatives to obtain quality and reliable information on the Office's effectiveness and operational performance.

Since 2011, EVAL has undertaken biennial effectiveness assessments based on independent project evaluations. This latest study provides an independent and comprehensive analysis of the ILO's decent work results, and is based on project evaluations completed in 2022. An important advancement in this year's report is the inclusion of linkages between evaluation projects and policy outcomes, specifically through the connection with Country Programme Outcomes (CPOs). By establishing these linkages, the report seeks to provide insights into the performance of the ILO's efforts by policy outcomes, thus enhancing understanding of the Organization's effectiveness as measured against the ultimate results-based framework, namely the programme and budget (P&B).

A team composed of Magali Bonne-Moreau (team leader) and Nuria Moya Guzman carried out the meta-analysis. Patricia Vidal Hurtado, Evaluation Officer in EVAL, was the task manager; Guy Thijs, Director of EVAL, provided oversight, technical inputs and guidance to ensure the independence and quality of the meta-analysis. Any errors and omissions are the responsibility of EVAL.



Executive Summary

► Executive summary

The aim of this meta-analysis is to present performance results related to the delivery of decent work outcomes from ILO development cooperation interventions, based on an assessment of all final independent evaluations conducted in 2022. It focuses on strategic relevance and coherence, effectiveness, sustainability and impact, and efficiency, as well as ILO cross-cutting policy issues. It is part of a series of decent work results assessments undertaken over the last ten years, enabling trend analysis and comparison across topics and regions over time.

METHODOLOGY AND SAMPLING APPROACH

Fifty-six final independent evaluations were conducted in 2022, and form the evidence base for this meta-analysis. Some of these evaluations focus on a project in a single country, while others are thematic or cluster evaluations, covering different regions and development contexts. The regional distribution of evaluations shows that the highest number of evaluations focused on interventions in Asia and the Pacific (15), and Africa (13), followed by interregional projects (11), interventions in the Arab States (9), Latin America and the Caribbean (7), and Europe and Central Asia (1). While topics were varied, there was a strong proportion of interventions focusing on social protection and decent work. Other key areas of focus included gender equality and women's empowerment, coronavirus disease (COVID-19) prevention and response, workers in the informal economy, and labour migration and fair work conditions.

The ILO's technical cooperation performance was assessed through an ex-post performance rating based on findings of the 56 final independent evaluation reports. Performance information was structured around four main categories: strategic relevance and coherence, overall effectiveness, sustainability and impact, and overall efficiency. Each category was composed of different pre-defined criteria and rubrics (aligned with Organisation for Economic Co-operation and Development (OECD)–Development Assistance Committee (DAC)-recommended evaluation parameters) that were used to rate information from the evaluation reports, using a four-point scoring system.¹ Qualitative data was obtained from each evaluation report to present evidence and justification for the score of each performance criterion; the use of ratings allowed for aggregated analysis. As such, all findings are backed by evidence and analysis.

IMPROVEMENTS IN THE META-ANALYSIS APPROACH

This review is innovative in several ways, with improvements made utilizing insights collected from the most recent [i-eval THINK Piece, No. 23](#) (2023):

1. A new approach is used for the first time to aggregate criteria into categories and subcategories (see figure 2), in order to enhance the clarity of performance results, while still ensuring comparability of individual performance results by category, as well as trends.
2. A weighted approach is piloted to better assess the ILO's overall performance. This entails assigning weights to each performance criterion to give more prominence to the overall effectiveness category, and to criteria that are at the core of the ILO's mandate and work. (Annex 2 provides additional details on the weighted performance approach.)
3. As a new feature to potentially contribute better to the ILO's regular outcome-based work planning exercise, a comparative assessment of performance results – based on CPOs, and aggregated by policy outcomes and region – is also included in the report, to provide a comprehensive overview of average performance within these distinct categories.

¹ See Annex 2 for further details regarding the methodology used, including the weighted performance approach.

KEY FINDINGS ON PERFORMANCE OF INTERVENTIONS EVALUATED IN 2022

The meta-analysis of interventions evaluated in 2022 shows that most projects were strategically relevant and coherent, and had good results regarding sustainability and impact. Results were positive, but more variable when looking at overall effectiveness, with the weakest results for overall efficiency.

Overall, good performance was found in most areas related to strategic relevance and coherence. Interventions were aligned with ILO strategic priorities, and had clear links to Decent Work Country Programmes (DWCPs) and CPOs. Performance related to the links to the United Nations Sustainable Development Goals (SDGs) and coordination with other agencies of the United Nations system were positive overall. Results were not as strong regarding the involvement of constituent groups in the project cycle. The main area of weakness in this category was the validity of project design/approach.

Performance was mixed, but positive, regarding overall effectiveness, with variations by subcategories. While a majority of interventions did not fully achieve expected outputs and immediate objectives, there were strong results in terms of key types of ILO support/results and cross-cutting policy issues, especially for knowledge development, capacity-building, the promotion of international labour standards and normative work, and the development of strategic relationships. Most projects integrated a pro-poor perspective, with evidence of positive effects on living standards. Performance related to social dialogue and tripartism, and the integration of gender in design and implementation, was more variable, with evidence of missed opportunities to make progress in these areas. There were important challenges related to disability inclusion and integration of a just transition and environmental sustainability.

Looking at sustainability and impact, overall performance was good regarding policy influence, and many of the results achieved were of strategic importance, with the ILO's expertise widely acknowledged and used. There were successful ratings related to the visibility and accessibility of knowledge and information, as well as sustainability, although some progress was needed in these areas.

There were marked differences between criteria related to efficiency. While ILO support to projects was generally strong, and there was evidence of good internal coordination, over half of the interventions were rated as having inadequate implementation management. There was evidence of cost-efficiency, but human and financial resources were not sufficient, or were not delivered in a timely manner, and resource leveraging was an important area of underperformance. There were deficiencies in the goal orientation of projects and the use of results-based management frameworks, as well as poor monitoring and reporting mechanisms.

Ten project and/or clustered interventions were categorized as “most successful”, based on their average overall effectiveness performance, using weighted ratings. While many factors contributed to these results, areas of highest performance were related to knowledge development, capacity-building, policy influence, the strategic importance of results, the promotion and integration of international labour standards and normative work, social dialogue and tripartism, as well as the development of key relationships and high prospects for sustainability. There was evidence that project success was also associated with good support from the ILO, smooth internal coordination, and cost-efficient implementation.

COMPARATIVE ASSESSMENT OF PERFORMANCE TRENDS OVER TIME

Looking at performance trends over time, **results for 2022 were stronger than for previous years in terms of overall strategic relevance and coherence, the promotion of cross-cutting policy areas, and sustainability and impact.** Pro-poor targeting and inclusion of specific vulnerable groups in project design and implementation was an area of important progress in 2022, as was the elaboration and promotion of normative work and international labour standards. Key strengths over the years were associated with building capacities, developing knowledge and establishing strategic relationships, while challenges were noted regarding disability inclusion and environmental sustainability. Success was more variable in terms of overall efficiency, although similar trends emerged over time, with notable weaknesses related to goal orientation, monitoring and reporting, adequacy of resources and resource leveraging.

INITIAL FINDINGS FROM THE ANALYSIS OF EFFECTIVENESS BASED ON COUNTRY PROGRAMME OUTCOMES

Analysis of effectiveness based on CPOs provides useful insights of performance by region and policy outcome. Strongest overall average performance was noted for interventions linked to policy outcomes 1 and 7, with even stronger performance based on the overall effectiveness category and subcategory of sustainability and impact for CPOs linked to policy outcomes 1, 7 and 8. Overall effectiveness performance by policy outcome varied across regions, and while there was variability in results and caution should be taken when interpreting these, due to the relatively small sample, the initial results of the pilot approach show that the analysis of performance by CPOs and policy outcomes can help identify trends in effectiveness of ILO development cooperation, and should be continued.

OPPORTUNITIES AND THE WAY FORWARD

Drawing on the evidence from evaluation reports from 2022 and the meta-analysis process, the following insights emerged as opportunities to consolidate and improve the ILO's performance in development cooperation interventions.²

Opportunities and areas for further work:

The findings from this meta-analysis reveal the pressing need for the ILO to look at systemic issues of underperformance to understand how to best address challenges and improve effectiveness of its interventions. These are:

- ▶ When planning new interventions, project teams should be guided by a *realistic approach* to ensure that local and global realities are considered, and that the scope of implementation is feasible, given the resources available and possible risks. Planning of new interventions needs to allow for the *inclusion of stakeholders in the design and implementation by providing mechanisms for participation and social dialogue*.
- ▶ Promote Office-wide understanding of why the *development and use of results-based management, monitoring and reporting frameworks*, and allocation of specific resources to support these, is important, while keeping these frameworks flexible and adaptable to different contexts, especially in multicountry initiatives.
- ▶ Continue promoting *coordination within and outside the ILO* to achieve results and synergies, and to ensure ownership and sustainability of results.
- ▶ Continue focusing resources on the different types of ILO support, to *promote strategic results and ensure sustainability of achievements*.
- ▶ Develop updated guidance to explicitly *include all ILO cross-cutting policy drivers in project design and implementation*, including disability inclusion and environmental sustainability.

Considerations for future meta-analyses of the ILO's performance:

Continue the analysis of performance by CPOs and policy outcomes to better identify trends in effectiveness of ILO development cooperation interventions.

² Some of these points reiterate those made in previous years, thus identifying key areas where further work is required.



01

▶ Introduction



Introduction

BACKGROUND

Since 2011, the ILO's Evaluation Office (EVAL) has been conducting regular [meta-analyses of independent project evaluations](#), as part of its efforts to provide regular feedback to the ILO on its effectiveness in advancing decent work. These reports aim to present a synthesis of decent work results and effectiveness of ILO development cooperation interventions over a given time period.

This meta-analysis of development cooperation evaluations for 2022 applies the standard methodology used in past meta-studies to measure effectiveness performance. However, for the first time, it incorporates a new approach to aggregate and present performance results, in response to a recent [THINK Piece focusing on key proxies of performance to assess the effectiveness and results of ILO's work](#).³ It highlights evaluation findings on key themes related to the ILO's work. A comparative approach is taken, drawing on findings from previous meta-analyses to assess recent trends in performance.

PURPOSE AND SCOPE

The current meta-analysis covers all independent final project evaluations produced in 2022. It aims to promote organizational learning regarding development effectiveness in the delivery of decent work results, by focusing on relevance, effectiveness, efficiency, evidence of results supporting achievement of decent work outcomes, and projected sustainability of obtained results. Findings and recommendations aim to guide the ILO's operational approach to development cooperation interventions, and informs [EVAL's 2023 Annual Evaluation Report](#).

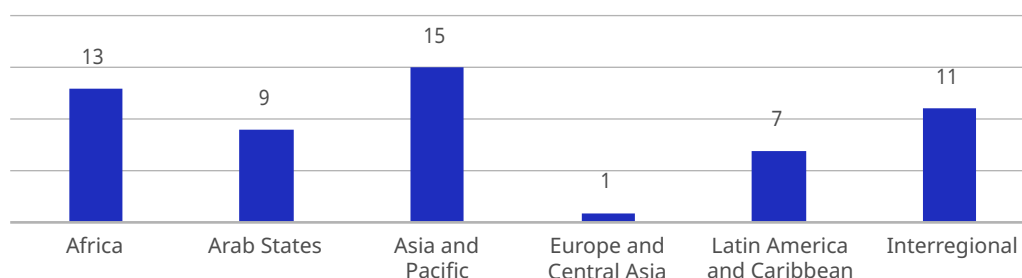
As a new feature to potentially contribute better to the ILO's regular outcome-based work planning exercise, a presentation of performance results based on CPOs, aggregated by policy outcomes and region, is also included in the report. The objective is to begin a process of tracking progress and generating lessons related to the implementation and effectiveness towards the achievement of these objectives.

Fifty-six final independent evaluations were conducted in 2022 and form the evidence base for this metasynthesis.⁴ Some of these evaluations focus on a project in a single country, while others are thematic or cluster evaluations, covering different regions and development contexts. The regional distribution of evaluations is presented in figure 1. The highest number of evaluations focused on interventions in Asia and the Pacific (15), and in Africa (13), followed by interregional projects (11), interventions in the Arab States (9), in Latin America and the Caribbean (7), and in Europe and Central Asia (1).

3 i-eval THINK Piece, No. 23: Assessing the effectiveness and results of ILO's work: key proxies of performance – A methodological review.

4 These include ten evaluation reports previously assessed in Decent work results and effectiveness of ILO operations: An ex-post meta-analysis of development cooperation evaluations, 2021 and 2022 (partial).

FIGURE 1. EVALUATION REPORTS BY REGION, 2022 (N=56)



While topics covered by evaluation reports in 2022 were varied, there was a strong proportion of interventions focusing on social protection and decent work. Other areas of focus included gender equality and women's empowerment, COVID-19 prevention and response, workers in the informal economy, and labour migration and fair work conditions.

METHODOLOGY

The ILO's technical cooperation performance was assessed through an ex-post performance rating based on findings of 56 final independent evaluation reports. Performance information was structured around four main categories: strategic relevance and coherence, overall effectiveness, sustainability and impact, and overall efficiency (see figure 2). Each category was composed of different predefined criteria and rubrics (aligned with OECD–DAC-recommended evaluation parameters), which were used to rate information from the evaluation reports, using a four-point scoring system.⁵ Qualitative data was obtained from each evaluation report to present evidence and justification for the score of each performance criterion; the use of ratings allowed for aggregated analysis.

The following improvements were added to this edition of the meta-analysis, utilizing insights collected from the most recent [i-eval THINK Piece, No. 23](#) (2023):

1. A weighted approach to better assess the ILO's overall performance: This entailed assigning weights to each performance criterion (see figure 2) to give more prominence to the overall effectiveness category, and to criteria that are at the core of the ILO's mandate and work. (Annex 2 provides additional details on the weighted performance approach.)
2. A comparative assessment of average weighted performance ratings of interventions to look at their performance via their respective CPO, region and policy or enabling outcomes: This approach allows the meta-analysis to provide a comprehensive overview of average performance within these distinct categories.
3. A new way of aggregating criteria into categories and subcategories to enhance the clarity of performance results, while still ensuring comparability of individual performance results by category as well as trends (see figure 2).

Overall, data was analysed and presented visually, in the form of key summary tables and graphs, to allow for comparison with the results from the previous Decent Work Effectiveness Reviews. Quantitative data was used to provide information on project performance by criteria, by

⁵ See Annex 2 for further details regarding the methodology used.

highlighting the percentage of projects having adequate-to-very-good levels of performance and results (“more successful scores”), as well as the availability of performance information (“coverage”). Qualitative data was used to provide evidence to support and explain the quantitative findings, and to deepen the thematic synthesis of trends from the meta-analysis. As such, all findings are backed by evidence and analysis.

Annex 2 provides additional information on the methodological and analytical approach used in this edition of the meta-analysis, including on the weighted performance approach.

FIGURE 2. NEW AGGREGATED PERFORMANCE CATEGORIES, SHOWING THE LINKS BETWEEN THE ASSESSMENT CRITERIA AND NEW PERFORMANCE CATEGORIES

Strategic relevance and coherence	1.1 Link between project purpose and/or objectives and P&B outcomes 1.2 Causal link between project objectives and DWCP outcomes/CPOs 1.3 Constituent support 1.4 Validity of design/approach 4.1 Consistency and contribution of the intervention to SDGs
Overall effectiveness	Achievement of outputs and outcomes: 2.1 Quality and completeness of outputs 2.2 Achievement of immediate objectives Promotion of cross-cutting areas: 1.5 Pro-poor focus 1.6 Gender-responsiveness 2.5 Normative work/promotion of international labour standards 2.9 Tripartism and social dialogue 4.2 Disability inclusion 4.3 Integration of just transition to environmental sustainability Other key types of ILO support/results: 2.3 Knowledge development 2.4 Capacity-building 2.8 Strategic relationships
Sustainability and impact	2.6 Policy influence 2.7 Strategic importance of results achieved 2.10 Sustainability of policies, knowledge and capacities 2.11 Acknowledgement and use of ILO expertise and involvement 3.6 Visibility and accessibility to knowledge and information
Overall efficiency	Operational efficiency: 3.1 Results-Based Management approach and goal orientation 3.2 Implementation management 3.3 ILO support to project 3.4 Internal ILO coordination 3.5 Monitoring and reporting Resource efficiency: 2.12 Resource leveraging 3.7 Cost-efficiency 3.8 Adequacy of resources

LIMITATIONS

The main limitation was related to the extent and depth of information provided in the evaluation reports, as this had a direct influence on the ability to rate them; this was also a key limitation in previous meta-analyses. There was sometimes insufficient detail regarding certain criteria to be able to attribute a positive score, even though the reality on the ground may be different. It is thus important to take precautions when comparing criteria with similar performance levels, but with a different extent of coverage.

Scoring of thematic, cluster or regional evaluations proved to be problematic in cases where results differed from one country/area to the next. While it was possible to highlight variations qualitatively, it was difficult to represent these differences quantitatively, leading to possible misrepresentations of effectiveness in the scores.

There are two challenges linked to the interpretation of performance results based on average weights in the piloted analysis: when using average weighted scores to look at the performance of projects via their associated CPOs, some of the results can be misleading when averaging a small sample with heterogeneous results. Additionally, when certain criteria were not covered, this led to lower overall performance results, despite good results in the covered criteria. Both limitations were considered when interpreting the data.

In the pilot weighted methodology, results related to sustainability and impact are included as a subcategory of the overall effectiveness performance rating. However, in terms of the presentation of results in the report, this subcategory is specifically highlighted and discussed separately, to reflect its importance in effectiveness performance.

STRUCTURE OF THE REPORT

This report is structured as follows:

- ▶ Chapter 1 presents the objectives and scope of the report, followed by a short overview of the methodology used and its limitations.
- ▶ Chapter 2 presents key findings using the new performance categories, and uses weighted results to examine contributions to policy outcomes.
- ▶ Chapter 3 provides insights on factors contributing to the most successful projects, based on average weighted ratings.
- ▶ Chapter 4 uses a comparative approach, drawing from findings from the previous four years (2019–22) to assess trends in performance.
- ▶ Chapter 5 presents findings from the pilot assessment of effectiveness using weighted ratings, based on CPOs and aggregated by policy outcomes and region.
- ▶ Chapter 6 outlines conclusions based on key findings.
- ▶ Chapter 7 presents opportunities and the way forward.



02

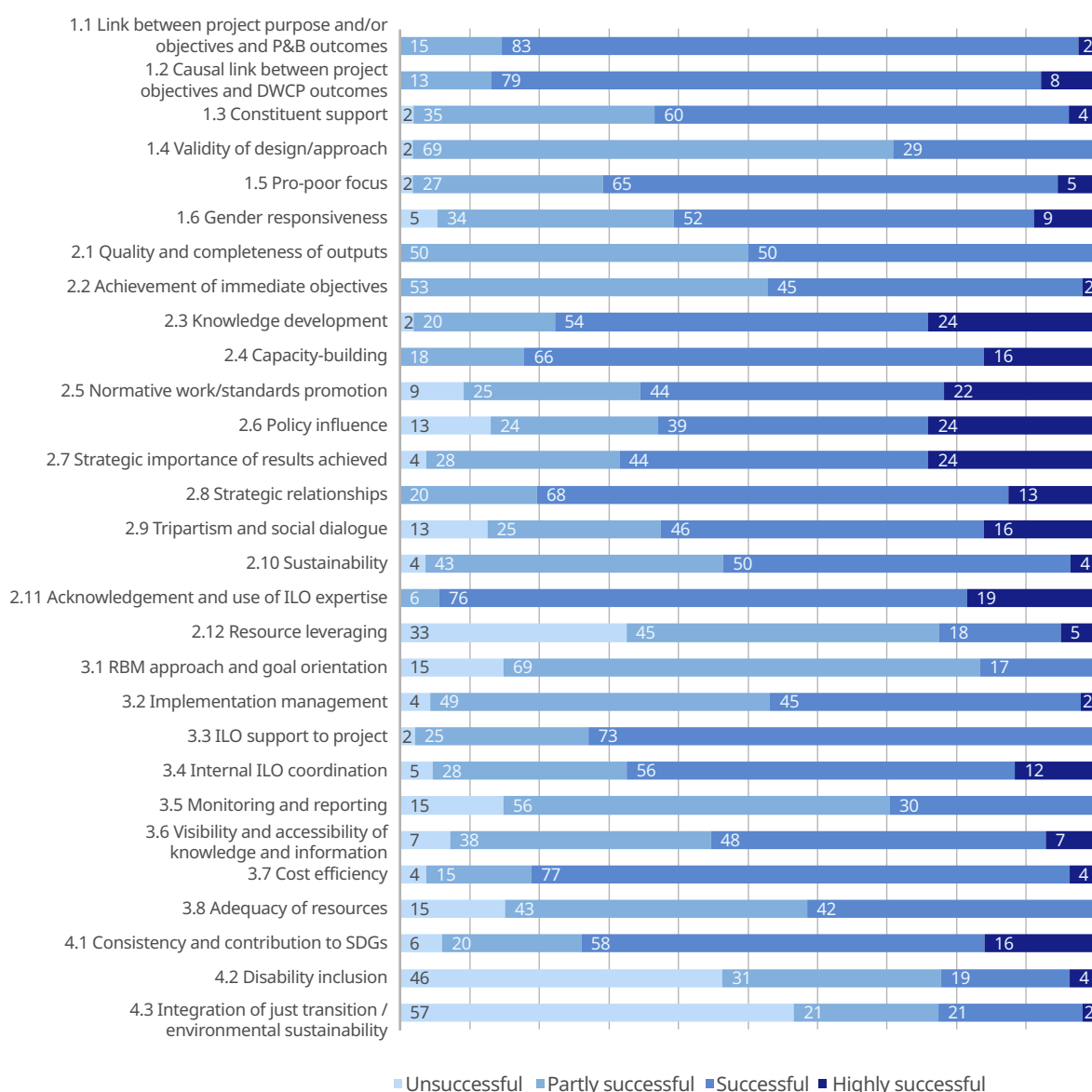
- ▶ Key findings: Effectiveness performance review for 2022

KEY FINDINGS: EFFECTIVENESS PERFORMANCE REVIEW FOR 2022

OVERVIEW OF RESULTS

Overall performance of development cooperation interventions evaluated in 2022 was variable, as shown in figure 3. The lightest shade of blue represents an “unsuccessful” rating, light blue represents a “partly successful” rating, medium blue represents a “successful” rating, and dark blue represents a “highly successful” rating. A more general overview of results by aggregated ratings per performance category is provided below. This is followed by a discussion of performance in section ‘Achievement of immediate objectives’.

FIGURE 3. DISTRIBUTION OF SCORES BY PERFORMANCE CRITERIA AND AGGREGATED CATEGORIES, 2022 EVALUATION REPORTS (N=56)



Aggregation of criteria by new performance categories shows that most interventions evaluated were strategically relevant and coherent, and had good results regarding sustainability and impact. Results were positive, but more variable when considering overall effectiveness, with the weakest results for overall efficiency.

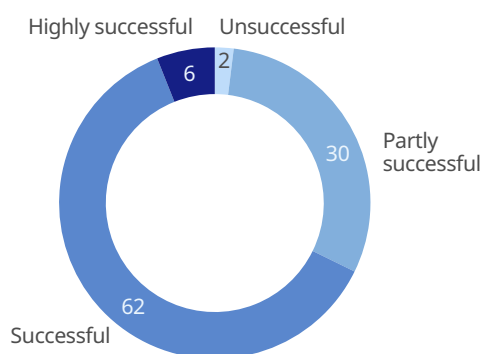
An overview of results by aggregated ratings per performance category is provided below.

Strategic relevance and coherence

Overall good performance was found in most areas related to strategic relevance and coherence.

Interventions were aligned with ILO strategic priorities and had clear links to DWCPs and CPOs, and performance related to the links to SDGs, and coordination with other agencies of the United Nations system was positive overall. Results were not as strong regarding the involvement of constituent groups in the project cycle. The main area of weakness in this category was the validity of project design/approach, with successful performance only noted in less than one third of cases.

FIGURE 4. AVERAGE DISTRIBUTION OF SCORES: STRATEGIC RELEVANCE AND COHERENCE

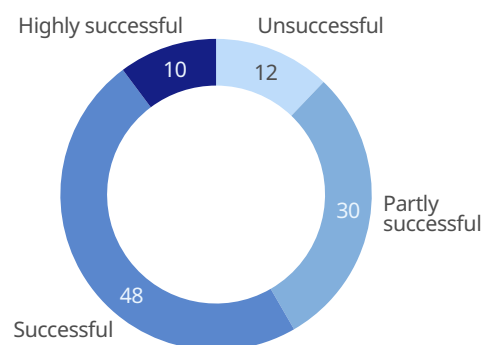


Overall effectiveness

Performance was mixed, but positive, regarding overall effectiveness, with variations by subcategories.

While a majority of interventions did not fully achieve expected outputs and immediate objectives, there were strong results in terms of key types of ILO support/means to achieve results and cross-cutting policy issues, especially for knowledge development, capacity-building, the promotion of international labour standards, and normative work and the development of strategic relationships. Most projects integrated a pro-poor perspective, with evidence of positive effects on living standards. Performance related to social dialogue and tripartism, and the integration of gender in design and implementation, was more variable, with evidence of missed opportunities to make progress in these areas. There were important challenges related to disability inclusion and integration of a just transition/environmental sustainability.

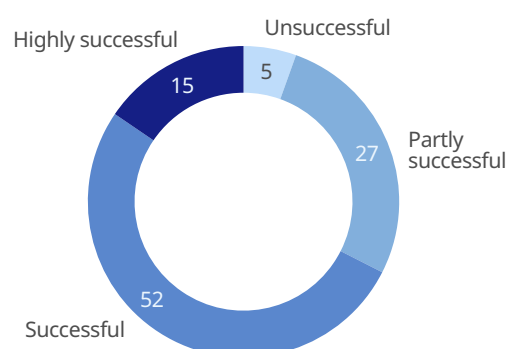
FIGURE 5. AVERAGE DISTRIBUTION OF SCORES: EFFECTIVENESS



Sustainability and impact

Looking at sustainability and impact, **overall performance was good regarding policy influence and many of the results achieved were of strategic importance, with the ILO's expertise widely acknowledged and used.** There were successful ratings related to the visibility and accessibility of knowledge and information, as well as sustainability, although some progress was needed in these areas.

FIGURE 6. AVERAGE DISTRIBUTION OF SCORES: SUSTAINABILITY AND IMPACT

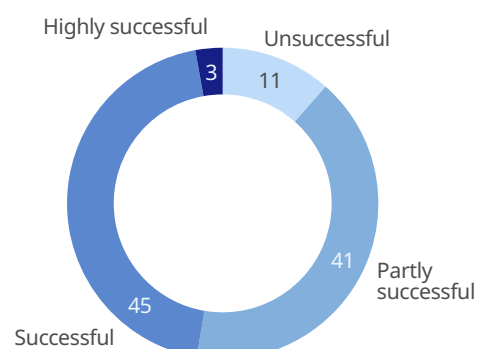


Overall efficiency

The efficiency category, made up of operational efficiency and resource efficiency, showed marked differences between criteria.

While ILO support to projects was generally strong, and there was evidence of good internal coordination, over half of the interventions were rated as having inadequate implementation management. There was evidence of cost-efficiency, but **human and financial resources were not sufficient, or not delivered in a timely manner, and resource leveraging was an important area of underperformance.** There were deficiencies in the goal orientation of projects and the use of results-based management frameworks, as well as poor monitoring and reporting mechanisms.

FIGURE 7. AVERAGE DISTRIBUTION OF SCORES: OVERALL EFFICIENCY

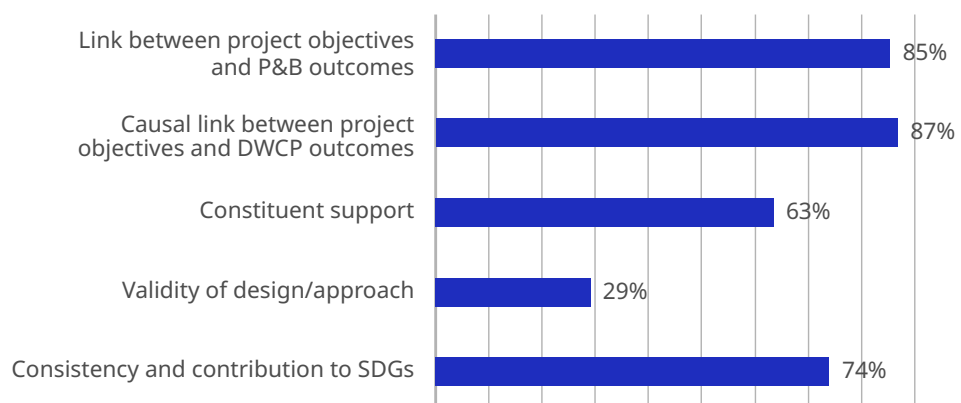


STRATEGIC RELEVANCE AND COHERENCE OF ILO DEVELOPMENT COOPERATION INTERVENTIONS IN 2022

Five performance criteria were used to assess the strategic relevance and coherence of projects under review. These covered (a) the links between intervention objectives and Programme and Budget (P&B) outcomes; (b) links with DWCP outcomes or CPOs; (c) the extent to which projects responded to constituent needs and involved stakeholders in project design and implementation; (d) the validity of the project design and technical approach, and their endorsement by stakeholders; and (e) the extent to which the ILO collaborated with other UN institutions under a common UN system of work, as well as linkages to SDG targets.

Coverage was strong for most criteria in this category, except for alignment between project objectives with P&B outcomes, which could not be rated in one quarter of reports, and relevance of projects to DWCP/CPOs, which was only addressed in just over two thirds of reports. When these were covered, performance was strong, with no report rated as unsuccessful. Performance was more variable regarding the support and involvement of constituents. Validity of design was the weakest area, with successful performance in under one third of cases. Recurring issues included overambitious scopes, weak strategies to achieve project objectives, and limited endorsement by stakeholders, as well as a lack of contextual flexibility and adaptation.

FIGURE 8. STRATEGIC RELEVANCE AND COHERENCE: PERCENTAGE OF MORE SUCCESSFUL SCORES BY PERFORMANCE CRITERIA (2022)



What worked well concerning the overall relevance and coherence of development cooperation in 2022?

Very strong performance was found in relation to the correlation of project objectives and P&B outcomes, and there was a common understanding of project goals by project stakeholders in 85 per cent of cases. Similarly, there was strong evidence that most projects responded to national demands and were linked to national decent work priorities and/or CPOs, with successful performance in 87 per cent of cases.

Successful ratings were noted when interventions were closely aligned with national priorities, of which the promotion of decent work was a key component. Evaluations revealed interlinkages and contributions of projects to DWCPs and CPOs and other ILO programmes (for example, 2022-8 and 2022-48), and provided evidence of alignment with national strategies and national action plans. There were also linkages with other subregional, regional and global commitments, such as the Abidjan Declaration (2022-15), the Association of Southeast Asian Nations (ASEAN) Declaration on Human Resources Development for the Changing World of Work, the ASEAN Declaration on

Promoting Green Jobs for Equity and Inclusive Growth of the ASEAN Community (2022-31), the Global Campaign for Social Protection Floors (2022-11), the ILO's Centenary Declaration for the Future of Work (2022-14), and the ILO Global Flagship Programme on Building Social Protection Floors for All (2016-2020), among others.

 **The Swedish International Development Cooperation Agency (Sida)–ILO Partnership Initiatives for 2020-21 are particularly noteworthy: “The underlying logic of the selection of interventions was to ensure and reinforce the achievement of the P&B, and to reinforce the ILO's capacities to address the actual and future needs of constituents. In certain areas, the criteria included continuing the work developed in the previous phase of the biennium to consolidate results and pilot research studies. A consistent general approach in the various interventions under the outcomes has been to ensure bridges, coherence and a consolidated connection between global products and country-level interventions, while legitimizing, justifying and providing feedback for interventions at both the global and local levels” (2022-14).**

The ILO was generally considered as responsive to national needs, and constituents were actively involved in project formulation, and contributed to project design and implementation, with clear evidence of intended use of project results, and good performance in this area in 63 per cent of cases. There were consultations and participatory dialogues with tripartite constituents and other key stakeholders, including donors, to ensure that the areas of focus were well aligned with current and future national initiatives and priorities, and that the design was realistic and matched available resources and capacities of involved partners.

Different stakeholder groups were involved in different ways – for instance, as members of national working groups or implementing partners. Some interventions organized planning and design workshops, which promoted stakeholder participation and ownership (2022-25), while in other cases, programme teams sent draft proposals of activities to stakeholders, and a consultation process ensued, to discuss the activities, objectives and intended beneficiaries (2022-48). In some cases (such as 2022-22), projects were designed based on the ILO's knowledge of constituents' needs at global and national levels, and this was followed by an extensive selection process based on consultations with target beneficiaries and requests for assistance from national governments. In one instance, a technical cooperation programme (TCP) was designed in a participatory manner to address the issues raised in a complaint lodged under article 26 of the ILO Constitution against the Government of the State of Qatar for non-conformity with the Forced Labour Convention, 1930 (No. 29) and the Labour Inspection Convention, 1947 (No. 81). The evaluation noted that the design of the TCP took into account the needs of beneficiaries and stakeholders, as well as the expectations of global unions, the International Organization of Employers, the ILO and the Government of Qatar in regard to labour reform (2022-33).

 The criticality of social protection in Lebanon has been conditioned in all strategic documents between the Ministry of Labour and the international donor community, thereby creating strong normative context for the joint programme to deliver its results. Involvement of civil society organizations and specifically the organizations for people with disabilities in the national consultations ensured higher relevance of both the process of strategy design and its focus and strategic priorities ... All Lebanese stakeholders – irrespective of their background, professional affiliation, age or gender – emphasized their personal relation with the goal of the joint programme. Such an acknowledgment of the universal value of social protection for everyone in Lebanon became a strong unifying factor for the stakeholders to mobilize their resources and get involved” (2022-50).

Some projects were emergency responses to the COVID-19 pandemic, where ILO country offices were approached by donors and developed project proposals to address immediate challenges, while being aligned with national priorities (for example, 2022-46).

There was ample evidence of ILO interventions being aligned with international development frameworks – such as the 2030 Agenda for Sustainable Development, evidence of projects supporting the UN Common Country Strategic Framework, the United Nations Development Assistance Framework and contributions to SDGs – as well as coordination and complementarities with other UN agencies, revealing an area of strong performance. Coordination with other UN agencies – to ensure synergies and complementarities, and to leverage existing financial resources – was reflected in many evaluations. Partnerships were leveraged, and some projects were found to have laid the foundation for the establishment of the United Nations Cooperation Framework between the UN and the Government (for example, 2022-15). Furthermore, certain interventions were implemented as UN joint programmes (for example, 2022-24, 2022-50 and 2022-52). Joint efforts to address the COVID-19 pandemic were of particular importance.

 In partnership with other UN agencies, ILO supported emergency responses to safeguard the survival of vulnerable groups in both Malawi and Zambia. For instance, in Malawi, the programme partnered up with the UN Country Team to develop COVID-19 social protection responses, which included the COVID-19 Urban Cash Interventions. Furthermore, Zambia was part of a broader UN effort in implementing the Emergency Social Cash Transfer Programme, which addressed vulnerable groups in the informal sector” (2022 48).

 **In the context of the United Nations Sustainable Development Cooperation Framework 2019–22, ILO, the United Nations Development Programme (UNDP) and UN Women contributed to the development of the UN Socio-economic Response Plan to COVID-19 in Ecuador... It also showed a high capacity to generate synergies and complementarities with other interventions promoted by UN system agencies and other international organizations in Ecuador, which contributes to the efficiency, effectiveness and sustainability of the results achieved. The linkage with these initiatives allowed the programme to take advantage of the experience, knowledge and alliances developed by these initiatives ... The contribution of each agency, based on its solid technical knowledge, experience in the territory and previously established links with several of the national counterparts, has made the intervention more efficient” (2022-52).**

There were several factors related to project design that triggered good performance – including when interventions were developed based on consultative needs analyses, diagnostic reviews and reviews of previous ILO interventions – and built on earlier work, including evidence-based assessments and research, analysis of key strategic documents, and lessons from previous evaluations, as well as from larger ongoing interventions. Strong project design was found when projects were anchored in a results-based management approach, with clearly defined objectives and achievable outcomes and outputs, and a well-structured and coherent intervention logic. Further strengthening was noted when the exit and sustainability strategies were included in the design phase (for example, 2022-15).

An element of successful performance was noted when countries were selected based on sound, logical criteria, and when interventions were designed in a way to remain flexible and adapt to the dynamic contexts of specific countries, which also allowed project teams to manage expected and unexpected risks. The possibility of inclusion of new outputs to adapt to emerging needs – due to changing priorities and contexts, such as COVID-19, changing legal frameworks and socio-political changes – was also found to be highly positive, especially when this could be done in a timely manner (2022-7, 2022-9, 2022-11 and 2022-40).

Outcome-based funding programmes, such as the Sida–ILO Partnership (2022-14), contributed to reinforcing the ILO’s work in core areas, as identified in the P&B, and the decentralization of interventions facilitated rapid adaptation to specific country needs and contexts, thereby increasing and strengthening the ILO’s responsiveness. This approach was found to be highly appropriate in crisis situations, as it allowed for adaptation of initiatives carried out within a programme without putting the goals at risk (2022-14). Similarly, a Regular Budget Supplementary Account (RBSA) project supported the implementation of specific P&B outcomes (2022-23).

In other instances, similarly to the project mentioned earlier, project design was based on specific Conventions and Recommendations, such as the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204) (for example, 2022-20 and 2022-23).

 **The project design, based on [Social Security (Minimum Standards) Convention, 1952 (No. 102) and Social Protection Floors Recommendation, 2012 (No. 202)], and framed within the Global Campaign for Social Protection floors, clearly assumed the contextual differences in the various beneficiary countries, and methodologically adopted a flexible stance in the preparation of its annual work plans by country. Flexibility presupposed an active dialogue and consultation with the project beneficiaries in defining the annual results expected in each country ... This option favoured the relevance and suitability of the project, as it allowed, on the one hand, maintaining a common core among all beneficiaries and, on the other, adapting to the specific demands of each beneficiary.**

“The flexibility imbued in the project design was recognized at the international level. In a meta-analysis conducted by the ILO Evaluation Office, the design of ACTION/Portugal was referred to as one of the most successful interventions involving beneficiaries at different stages of development of the social protection system” (2022-11).

What remains to be done to improve the relevance and coherence of development cooperation?

In many cases, **weak performance regarding strategic alignment and coherence was found when projects were not designed based on the needs of ILO constituents and did not include consultations with stakeholders and target beneficiaries**; this meant that the participation of ILO constituents was limited, as they were reticent to engage in project implementation, and this decreased ownership. Not all projects responded to national strategic priorities, and there were also cases where, although evidence showed that projects responded to emerging priorities, they were not linked to DWCPs.

In one instance, a project was conceived by a donor and another UN agency, without the involvement of the ILO or its constituents. Different ILO departments were approached, and by the time one agreed to engage in the project, the project proposal was already formulated and written, thereby limiting the ILO's ability to influence the project design and to consult with its constituents and key stakeholders. As a result, constituent and beneficiary needs and priorities were not reflected, leading to negative consequences on the participation of ILO constituents and project implementation (2022-2).

More than two thirds of evaluations did not find that the objectives and technical approaches of interventions were sound, and had overly complex or unrealistic designs and a lack of logical results frameworks or theories of change, which were not endorsed by most stakeholders; this was a key area of underperformance.

Negative factors also included unrealistic timelines and overambitious targets, and lack of comprehensive risk assessments. There were instances where there was a **lack of clear and explicit theory of change, and activities and outputs were not integrated or linked to each other.** Some interventions were designed based on the experience of using successful strategies that were implemented elsewhere, under the assumption that these approaches could be transferred elsewhere without any adaptations, leading to challenges in implementation.

Certain evaluations noted that, despite clear links between the project purpose and P&B outcomes, there was a lack of common understanding of project objectives between project management and stakeholders, and lack of coordinated efforts to work on shared goals as a result, thus limiting effectiveness (for example, 2022-19 and 2022-37).

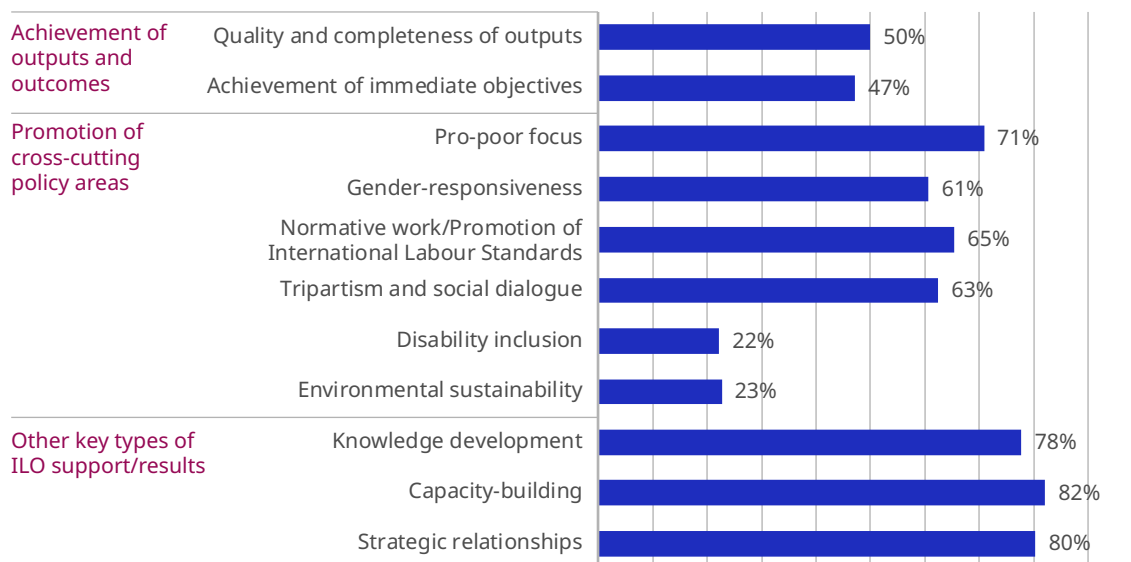
Poor performance was also associated with lack of coordination and engagement with other UN development partners, leading to duplication of efforts and limiting sustainability prospects (2022-17 and 2022-19).

EFFECTIVENESS OF ILO DEVELOPMENT COOPERATION INTERVENTIONS IN 2022

Performance related to the Effectiveness category is addressed through the three subcategories presented in this section, covering the following criteria: (a) achievement of outputs and outcomes (quality and completeness of outputs, achievement of immediate objectives); (b) promotion of ILO cross-cutting policy areas (pro-poor focus, gender responsiveness, normative work and the promotion of international labour standards, social dialogue and tripartism, disability inclusion, and environmental sustainability); and (c) other key types of ILO support/means to achieve results (knowledge development, capacity-building, and strategic relationships).

Performance was mixed in this category for interventions evaluated in 2022, as shown in figure 9, while coverage was good overall. The strongest performance was related to the subcategory of key types of ILO support/results, with successful performance noted for capacity-building and the development and use of strategic relationships, as well as knowledge development. While there was more variability in terms of overall performance, the promotion of normative work and international labour standards and the use of tripartism and social dialogue in design and implementation, were relatively successful, as was the inclusion of a pro-poor and gender-responsive perspective in interventions.

Weaker performance was found related to the achievement of quality outputs and progress towards immediate objectives, with over half of the projects rated as partially successful, although there were no unsuccessful ratings. **Disability inclusion and the integration of environmental sustainability also performed poorly, with less than one quarter of interventions obtaining successful ratings.**

FIGURE 9. OVERALL EFFECTIVENESS: PERCENTAGE OF MORE SUCCESSFUL SCORES BY PERFORMANCE CRITERIA (2022)

Subcategory 1: How did the ILO perform in achieving planned outputs and outcomes in 2022?

This subcategory was an area of mixed performance, with only about half of projects performing well. Interventions with strong performance achieved their expected outputs and outcomes, meeting targets in a timely manner despite challenges and delays brought by the COVID-19 pandemic, with evidence of use and satisfaction by stakeholders and beneficiaries. There was evidence of adaptability and flexibility by project teams and donors, and no-fund extensions allowed projects to achieve their expected results.

The ‘Occupation and Decent Work for Peace and Resilience in Somalia’ project was generally successful, and the objectives were largely met. Most of the beneficiaries embraced the increased role in policy dialogues and constitutional reform process as the actions emboldened workers’ activism ... The project saw an increased role in policy dialogues on key areas of decent work for peace and resilience. This amplification of the voice of workers on social justice emboldened workers’ activism in decrying electoral violence and agitating for peaceful and inclusive elections, which was over and above the initially planned outcomes” (2022-15).

There were certain instances where specific activities were delayed or cancelled, due to COVID-19 restrictions and other external factors, leading to partial achievement of outputs. In other cases, project managers adapted activities to contextual changes, or reallocated funds from cancelled activities to other outputs.

In regard to progress towards outcomes, factors of success included positive enabling environments and good institutional capacities, strong relationships and collaboration with key stakeholders, and alignment of ILO interventions with constituent needs and priorities. Areas of weaknesses were found when there were weak institutional capacities and lack of interest or disagreements from some stakeholder groups to support interventions, as well as poor, unrealistic project designs in relation to the resources available.

Subcategory 2: How was the ILO's performance for the promotion of ILO cross-cutting policy areas (international labour standards, tripartism, pro-poor focus, gender-responsiveness, disability and environmental sustainability) in 2022?

There was an important performance gap between mature cross-cutting policy areas, such as pro-poor focus and gender responsiveness, and the promotion of international labour standards, social dialogue and tripartism, in contrast to the more recent policy areas of disability inclusion and just transition to environmental sustainability. While the former all received successful performance ratings overall, performance results of the latter were key areas of weakness, with less than one quarter of interventions performing adequately.

PERFORMANCE OF THE ILO IN THE PROMOTION OF INTERNATIONAL LABOUR STANDARDS, SOCIAL DIALOGUE AND TRIPARTISM IN 2022

The links between social dialogue, tripartism and the promotion of international labour standards were often highlighted, and good performance was found in regard to normative work and international labour standards, with very strong performance in nearly one quarter of cases.

Successful interventions were aligned with international labour standards, and aimed to promote or extend work to make progress on these, leading to the development and approval of significant legislative changes. These include revised labour codes, social protection laws, and policies aiming to safeguard fundamental human rights at work, and to extend these rights to groups of vulnerable workers, such as (a) migrant domestic workers, (b) informal workers, (c) youth, (d) women, and (d) workers living in contexts of conflict and recurrent natural disasters.

 **Stakeholders generally perceive the ILO's main contribution to be its emphasis on the rights-based approach and the judicious combination of economic and social goals. Unlike initiatives promoted by other development partners that mainly seek to boost the economic performance of their target groups, national stakeholders appreciate that ILO projects seek to marry this goal with the consolidation of fundamental rights at work and the progressive incorporation of international labour standards. In this sense, the tripartite model is regarded as a very valuable proposal to facilitate dialogue and enhance participation of the different stakeholders, and through this ensure their engagement and ownership" (2022-23).**

Good performance was found when international labour standards served as guiding principles for project design, and when international labour standards were mainstreamed in implementation, such as in capacity-building and awareness-raising events, especially through tripartite social dialogue and action. Different activities were pursued to align national labour laws and practices with international labour standards and other normative frameworks, both upstream and downstream of ratification processes. Advocacy materials, such as publications and studies, were conducted to identify gaps in legal and policy frameworks associated with certain Conventions, in view of their future ratification. There were other key products, such as a legal compendium, a good practice guide for inspectors, and thematic reviews.

Awareness-raising campaigns were used to (a) promote the ratification of certain ILO Conventions; (b) inform policy and guide legislative changes; and (c) highlight the importance of labour rights, social protection, freedom of association and decent work, generating public support and engagement. Topics covered included social protection, labour rights, occupational safety and health, and collective bargaining, as well as the transition from the informal to the formal economy. Workshops, tripartite consultations and other events were organized, with high-level participants (ambassadors, ministers, ILO constituents, judges and members of civil society) to discuss specific Conventions, or develop and revise legislation and incorporate international labour standards. ILO interventions enhanced awareness of and knowledge about international regulatory frameworks, such as the Multi-national Enterprises Declaration, international labour standards, and national legal and regulatory frameworks. In some cases, activities were implemented in response to direct requests or comments from the Committee of Experts on the Application of Conventions and Recommendations (for example, 2022-23 and 2022-33). Different activities were pursued to align national labour laws and practices with international labour standards and other normative frameworks, and there were numerous examples of institutional and legal reforms in project countries:

- A. Technical support in Cabo Verde led to ratification of the Social Security (Minimum Standards) Convention, 1952 (No. 102), and awareness-raising campaigns on Convention No. 102 in Sao Tome and Principe also aim to promote the ratification of the Convention by that country.
- B. In Zambia, the activities led to the approval by the Tripartite National Labour Council for Zambia to progress the ratification of the Domestic Workers Convention, 2011 (No. 189).
- C. In the United Republic of Tanzania, thanks to Sida-ILO Partnership Programme resources and in coordination with the Labour Law and Reform Unit (LABOURLAW), a high-level tripartite workshop was held in both mainland United Republic of Tanzania and Zanzibar, resulting in the signing of a road map to bring collective bargaining law and practice in line with international labour standards. The workshop featured the presentation of the IRLex database and of the IRTToolkit, and their relevance in supporting constituents in the implementation of the road map was reflected with a direct mention in the text of the need for technical support from the ILO on both capacity-building (IRToolkit) and legal reform (IRLex).
- D. International labour standards served as guiding principles in the development of National Child Labour Action Plans and occupational safety and health profile and policy, and to establish mechanisms for labour inspection and tripartite consultation in the Syrian Arab Republic.
- E. In Madagascar, Sida interventions focused on non-declared informal economy workers, by promoting Convention No.81.

 It is notable that [the Syrian Arab Republic] is one of two countries in the Arab States region in which labour inspection is permitted to be conducted on a tripartite basis. The tripartite capacity-building workshops emphasized the possibility of social partners participating in labour inspection in [the Syrian Arab Republic] and have been the impetus for potential tripartite labour inspection going forward. In addition, the workshops built the technical capacity of tripartite stakeholders to contribute to realization of international labour standards in [the Syrian Arab Republic], particularly regarding the fundamental Conventions relating to child labour and international labour standards relating to occupational safety and health” (2022-1).

- F. Active participation of trade unions in ten Tripartite Policy Dialogues resulted in the drafting of a revised Labour Code in line with international labour standards and renewal of collective bargaining agreements between the Federation of Somali Trade Unions, unions and employers. The deliberations facilitated payment of salaries for workers affected by COVID-19, advocacy of an expanded social protection floor and ratification and reporting of the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144); the Violence and Harassment Convention, 2019 (No. 190); the Occupational Safety and Health Convention, 1981 (No. 155); the Migration for Employment Convention (Revised), 1949 (No. 97); the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143); and the Private Employment Agencies Convention, 1997 (No. 181).
- G. The ILO strengthened awareness and promotion of the ratification of Convention No. 190 among Mongolian constituents, providing information, training and research on the prohibition of workplace harassment and violence against informal workers. These efforts contributed to the implementation of the National Program of Mongolia on Gender Equality (2017–21) and led tripartite constituents to ratify Convention No. 190.
- H. In Ecuador, an ILO project carried out an important series of actions in the areas of a) normative analysis and ILO conventions; b) identification of social protection gaps; and c) recommendations on the governance of the Ecuadorian Institute for Social Security (IESS).

Key outputs included:

- (a) an analysis of the ratification status of Convention No. 102;
 - (b) several technical notes on social protection gaps in Ecuador, linked to Recommendation No. 202 on national floors of social protection, and identifying possible sources of financing;
 - (c) a study of the fiscal space available in Ecuador; and
 - (d) a document of recommendations, based on the guidelines of the International Social Security Association and international labour standards.
- I. One project contributed to mobilizing interests and enhancing awareness around the cultural and creative industries. This was visible through the demonstrated interest by Fiji, Tonga and Vanuatu to ratify the 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions and the 1980 Recommendation concerning the Status of the Artists.

- J. Another project was designed based on the Minimum Wage Fixing Convention, 1970 (No. 131) and aimed to fix “adequate” minimum wages, and responds to the ILO Centenary Declaration, which calls for “strengthening the institutions of work to ensure an adequate minimum wage, statutory or negotiated”.
- K. In Tunisia, ILO support led to the adoption of a new law on domestic workers by the Parliament in 2021, by providing technical and financial support in the drafting of the law and making it politically possible.
- L. In Egypt, Convention No. 190 was adopted in June 2019 – a process that was supported by an ILO intervention and the ILO Decent Work Team.
- M. In Iraq, the production of labour market indicators was found to be essential to enhance international labour standards.
- N. Certain policies were developed in response to the ratification of ILO Conventions. This was the case in Saudi Arabia, following the international agreement and ratification of the Minimum Age Convention, 1973 (No. 138).

Social dialogue and tripartism were at the core of many ILO interventions, although there was some variability in performance. Strong performance was found when the ILO worked on building and consolidating relationships of trust with and among representatives of tripartite structures, and when capacities were strengthened to use social dialogue in various contexts, as well as when projects had well-established tripartite mechanisms to oversee their implementation.

The support of ILO technical and field specialists was often cited in reports as being key to promoting social dialogue. They supported the establishment of tripartite and tripartite-plus multi-stakeholder dialogue platforms; workshops; campaigns where the opinions of different tripartite groups were collected; and the development of webinars, including members of all constituent groups, to promote discussions and information exchange.

There was evidence that, with ILO support, trade unions were using their knowledge to help informal groups to organize themselves, and provide them secondary platforms for organizing (for example, 2022-21); social dialogue fostered by ILO interventions set the ground for improvement of regulatory frameworks in sectors with a high proportion of informal workers. Social dialogue and tripartism were a key component of the ILO’s development cooperation project in Saudi Arabia, and the project adopted a tripartite approach, engaging employers’ representatives and workers’ committees, as there are no full-fledged trade unions in Saudi Arabia. A social development capacity-building plan was developed, based on institutional and needs assessments engaging constituents at all levels, leading to the establishment of a social dialogue unit within the Ministry of Labour, and a tripartite council (2022-7).



Establishment of regular, focused and strategic dialogue between stakeholders is key to having efficient implementation mechanisms and ensuring the sustainability of the programme. The Corporate Social Responsibility (CSR) Think Tank for the seafood sector in Viet Nam could be a model for converting policy/topical dialogues into real activities. The programme supported the formation of the task force to facilitate dialogues among multi-stakeholders in the sector and take the lead in discussions on CSR and labour issues, and proposed solutions to the relevant ministry for further policy interventions” (2022-8).

Some interventions, such as the ones in the Better Work Programme, included social dialogue at the factory level through performance improvement consultative committees, which promoted and facilitated dialogue between workers and management, and on the national level (with trade unions, employers' representatives and governments), although attention to the latter level was not as strong (2022-53). A project in Ethiopia enabled the coming together of occupational safety and health and labour inspectors, employers' representatives and workers' organizations in the regions to carry out COVID-19-related inspections. This was described as a "unique undertaking", with activities generating increased awareness about COVID-19 prevention (2022-53).

In one instance, discussions with tripartite constituents put forward the possible appointment of National Focal Points for the promotion of the Multi-national Enterprises Declaration, which was found to be an important step towards tripartite institutional development (2022-8). Another achievement was the development of a unified contract on a tripartite basis for Jordanian and nonJordanian workers.

In Ethiopia, the ILO supported the Confederation of Ethiopian Trade Unions, to implement a successful advocacy campaign for the ratification and effective implementation of Conventions Nos 97, 143, 189 and 190. This contributed to the improvement of social dialogue and political participation of social partners, and the enhancement of awareness and knowledge of core principles of fair recruitment and fair labour migration in the context of ILO International Conventions – such as the Employment Service Convention, 1948 (No. 88), and Conventions Nos 181, 97, 143, 189 and 190 – and the ILO supervisory systems (2022-49).

 **ILO's normative and supervisory functions provided increased political leverage to create an opportunity to bring effective change into labour relations and labour protection in a Member State. The implementation of the Technical Cooperation Programme in Qatar provides a clear example of how the ILO can operate at its best when it complements its normative function with technical cooperation to deliver change and address Member States' and constituents' needs. Maximizing the synergy between these two aspects, in the case of Qatar the initial complaint brought all parties to the table and shed a spotlight on areas where technical cooperation could help advance on legislative change, build up institutional capacity on specific issues and make workers knowledgeable of their rights. Reporting to the [Governing Body] helped ensure monitoring of progress and delivery on commitments within a specific time frame. This is an example of how, when an agreement to address a normative issue is reached, technical cooperation can provide the means to do it" (2022-33).**

PRO-POOR FOCUS IN ILO INTERVENTIONS IN 2022

Many ILO interventions specifically aimed to improve the lives of poor, vulnerable groups, contributing to the call of “leaving no one behind”. The global COVID-19 pandemic led to an increased focus on the need for the protection of vulnerable workers, and ILO interventions were developed or adapted to address these challenges. Strong performance was noted when interventions focused on the most vulnerable groups, including (a) children; (b) poor young people; (c) marginalized groups of workers, such as informal workers and underemployed workers, as well as women in the informal economy; (d) women workers in low-income employment; (e) migrant workers (including domestic workers); (f) populations in poor, rural areas; (g) unemployed, educated youth looking for formal employment or wanting to become entrepreneurs; (h) displaced populations; (i) refugees and host communities; (j) victims of armed conflicts; (k) and indigenous populations. One evaluation noted that “[Sida–ILO Partnership Programme] interventions are designed to focus on the most at-risk forms of works, where the ‘invisibility’ and vulnerability of workers is high and where women are predominantly employed (like domestic work and informality)” (2022-14).

Different approaches were taken to promote decent work and address poverty, including (a) capacity-building and activities aiming to increase employability and formalization of employment; (b) skills training; (c) assistance in the job search process; (d) public works rural infrastructure programmes; (e) the Employment-Intensive Investment Programme (EIIP); and (f) the promotion of entrepreneurship and micro-, small and medium-sized enterprise development and policy work, among others. Needs assessments and vulnerability analyses were sometimes used to identify vulnerable groups, their needs and priorities. Projects aiming to increase social protection coverage also directly and indirectly targeted vulnerable populations, through research, studies, workshops and other activities that specifically addressed key factors of vulnerability in access to social protection (for example, 2022-18, 2022-48, 2022-50 and 2022-55).

Several interventions aimed to promote measures towards formalizing employment in line with Recommendation No. 204. For instance, one intervention aimed to organize informal economy workers and underemployed workers, and integrate them in trade unions (2022-15). There were also interventions addressing informality among refugee and host populations, aiming to enhance their access to the formal labour market and decent working conditions (for example, 2022-10 and 2022-54), and efforts to enhance the participation of women in the labour market, to prohibit discrimination of vulnerable groups and promote inclusiveness (for example, 2022-7). One project in Colombia targeting victims of armed conflict granted vouchers to participants, to attract people with socio-economic difficulties with otherwise limited options to combine trainings with their daily subsistence activities; this was found to contribute to their retention (2022-17). Other projects focused on migrant workers and returnees, with a particular focus on women domestic workers and temporary agricultural labourers, with actions at global, regional and national levels, and along migration corridors.

Certain projects were implemented in crisis and post-crisis situations, and ILO support was requested to address the need to create livelihoods and emergency employment and decent work deficits (for example, 2022-12), or to alleviate poverty in communities prone to conflict through improved access to safe and reliable water supply and sanitation services (2022-9); this was often done through EIIP approaches. In two cases, children were core beneficiaries: a project in the Syrian Arab Republic aimed to remove children from the worst forms of child labour through multiple approaches, with the objective of re-enrolling them in schools or having them engage in light work, while supporting their parents and older siblings to fulfil their duties and have improved skills and access to employment generation activities (2022-1); and a joint programme on social protection in Thailand, aimed to promote social protection coverage for children as well as other vulnerable groups (2022-24).

One intervention focused on providing inclusive insurance, to reduce vulnerabilities and increase resilience, by targeting vulnerable populations and testing innovative approaches to reduce their vulnerability, focusing on low-income households that do not have access to insurance products, as well as small enterprises at particular risk from environmental disasters and the impacts of climate change (2022-13). In Mongolia, a joint project used systematic targeting to reach the most vulnerable herders to be included in an income-generation project and promote social protection, to reduce their exposure and vulnerability to climate- and non-climate-related shocks and disasters (2022-29).

In contrast, although one project initially aimed to target the most vulnerable populations, such as refugee women, this was not reflected during implementation, as national and social partners of the project did not consider that addressing refugee issues was part of their mandate, as they only served nationals of their respective countries (for example, 2022-4). Weaker performance was noted when there was no explicit mention of pro-poor focus in project design, but some effects were likely based on the nature of the interventions.

GENDER RESPONSIVENESS OF ILO INTERVENTIONS IN 2022

Gender responsiveness was an area of good performance overall, although there was high variability in results. Projects and programmes with strong performance took a multi-faceted, comprehensive approach to gender responsiveness. They aimed to address gender-related issues at multiple levels, including policy and institutional levels, at the workplace, and at the individual level, considering issues of gender equality and non-discrimination concerns in their formulation, design and implementation. Several projects focused primarily on women, while others had a strong component related to gender responsiveness. A few projects had gender equality strategies, and some had specific training for their staff (for example, 2022-53).

There was evidence of mainstreaming the gender perspective and strengthening women's individual and collective capacities. Several interventions emphasized and included gender-sensitive practices into training modules and workplace activities (for example, 2022-5). Topics explored through capacity-building, awareness-raising and advocacy included (a) gender-based violence; (b) workplace sexual and physical harassment of women; (c) "care work" (the redistribution of family responsibilities and caregiving tasks); (d) women's rights; (e) self-esteem and empowerment; (f) interpersonal and family relationships; (g) leadership and cooperation; (h) women in STEM (science, technology, engineering and math); (i) association and unionization; (j) international labour standards and labour legislation; and (k) social dialogue.

 **The joint programme aimed to achieve the following outcome: establishment of a strengthened national social protection system that is inclusive, integrated, rights-based, efficient and effective, with a specific emphasis on gender and [persons with disabilities (PwDs)] ... The [joint programme] was unique and truly inclusive in its gender sensitivity and how PwDs contributed to the design of the social protection system in Lebanon.**

"The gender lenses were applied throughout the [joint programme's] implementation. Particularly, the revision of the social protection in Lebanon from a gender perspective informed the social protection strategy" (2022-50).

Gender-sensitive data collection, and the production and use of gender-disaggregated indicators to track and monitor progress, were key components of successful interventions. Some projects went beyond tracking the number of women participating in activities, and focused on gender-sensitive practices and improvements (such as 2022-5). This led to the formulation of gender-sensitive policies. A few projects recognized the importance of intersectionality and inclusivity, and aimed to address these intersectional challenges, and some recognized the need for further inclusion of the LGBTI+ community (2022-14 and 2022-52).

There was evidence of gender-sensitive project design and focus – such as in the “Mi Futuro es Hoy” project in Ecuador, which integrated gender considerations in its objectives – and many projects had gender equality components to address gender disparities, sometimes in collaboration and partnership with other UN agencies, such as UN Women, as well as governmental bodies, women’s organizations and civil society groups (2022-5 and 2022-16). Involving these different groups led to improved understanding of local contexts and needs, amplified the voices of women, and promoted ownership of results. It also led to improved gender-sensitive policies and regulatory frameworks.

There was evidence of women being empowered through skills development, leadership trainings, participating in unions, and knowing and fighting for their rights. Some projects established women’s committees and councils to provide a gender perspective and voice. Some projects provided access to financial resources for women-owned small and medium-sized enterprises (SMEs), and mentorship and networking opportunities were offered to women entrepreneurs. The Mothers@work programme in Bangladesh, which was part of the Better Work Programme, contributed to better conditions for mothers in the workplace.

Certain projects incorporated strategies to prevent and address gender-based violence in the workplace. For instance, an ILO project supported Somalia in ratifying Convention No. 190 on workplace violence and harassment, making it the only country in the East Africa region to have ratified this Convention. Furthermore, one of the more progressive states put in place a law to abolish female genital mutilation, as well as the enactment of the Sexual Offences Bill to protect women against abuse at the workplace (2022-15). The Better Work Programme also put in place different measures and targeted initiatives in several countries, to address sexual harassment in factories, and provide support for victims (2022-53). As a result of these interventions, women were empowered and encouraged to call out injustices, and there was awareness-raising of victims’ rights.

INTEGRATION OF DISABILITY INCLUSION IN ILO INTERVENTIONS IN 2022

Poor performance was noted for disability inclusion, with less than one quarter of interventions having a disability inclusion perspective or specific components targeting beneficiary groups with disabilities. Overall, the issue of disability inclusion did not receive targeted attention, even when there were opportunities to do so.

Positive elements were noted when project designs considered concerns of PwDs, and when specific policy actions or strategies were directed towards these groups. There were some examples of projects having indicators specific to PwDs. Certain projects addressed the needs of women and men with disabilities through adaptations to their trainings – such as including sign language and voice and text in online training materials, and sessions to increase accessibility, or having specific posters and communication materials in campaigns – while others mainstreamed disability inclusion in training packages. Several social protection projects had specific measures put in place for PwDs, even though this was implemented to different extents. For instance, there was a lack of disability inclusion at the design stage in a project in Bangladesh, yet PwDs were considered during implementation. This resulted in the support of a mandatory death and disability insurance scheme for migrant workers at the policy level, and the inclusion of members of the Bangladesh Business and Disability Network in trainings for reintegration of returnee migrants

(2022-42). In a project addressing the worst forms of child labour in Jordan, an unexpected positive outcome was the focus placed on children with disabilities across project activities (2022-40).

A successful example was a joint social protection project in Lebanon, where an informal national platform was established under the joint programme with involvement of the eight organizations for people with disabilities, which whom multiple consultations were organized to contribute to the design of a disability-inclusive social protection strategy, and the design of a National Disability Allowance facilitated by the ILO and the United Nations Children's Fund (UNICEF). This was the first time that organizations for people with disabilities were involved in any programme development related to their needs (2022-50). Another project with good performance related to this criterion was a project supporting University Centres for Career Development (UCCDs) in Egypt, where the project (a) built the capacity of staff on disability equality training; (b) trained and certified people on the disability equality training facilitation approach; and (c) developed action plans for enhancing disability inclusion of UCCD services, as well as guidelines for physical accessibility assessment of existing facilities, leading to UCCDs having improved access and providing inclusive services for students (2022-41).

In some cases, while projects recognized the need for disability inclusiveness, interventions did not have inclusion strategies, leading to the exclusion of PwDs in project activities. While another project had specific strategic priorities related to disability inclusion, the contextual analysis and collaboration with organizations assisting PwDs were inadequate and financial resources insufficient, despite the allocation of resources for a disability inclusion expert (2022-54).

ENVIRONMENTAL SUSTAINABILITY IN ILO INTERVENTIONS IN 2022

While this was not a key focus or concern of the majority of ILO interventions, as reflected by poor performance ratings, several projects supported a just transition to environmental sustainability. There were employment creation projects with a green jobs component where environmental concerns were incorporated in implementation and management, and capacity-building related to green jobs. The InSIGHT-2 project has several "green" outputs, and ILO contributed to the Green Jobs Act, as well as a Greening TVET (technical and vocational education and training) strategy and implementation plan. Trade union members from Somalia attended an international forum on climate change, which helped them provide input for the Government to draft a National Environment Policy and Climate Law (2022-15). Moreover, one evaluation noted that the resource mobilization strategy within the framework of the ILO's Green Jobs Programme, and especially in Africa, was an effective tool to contribute to the green economy and just transition, and gain support from African constituents (2022-14).



In the Philippines, the project had an impact on profiling the ILO as a leading agency in the greening of the economy, on green jobs and their required green skills' development. It also contributed to the development of the Green Act, which creates a legislative basis for the Philippines' green strategy" (2022-31).

Climate change mitigation measures and compensation benefits to workers who are victims of adverse environmental and climate conditions were included in several projects, including through the inclusion of the topic in curricula, as well as through specific studies and research.

There were several missed opportunities to incorporate environmental concerns in projects, even when stakeholder interest was noted, and evaluations found that there was potential and room for improvement in this area. For example, the Better Work Programme piloted an environmental assessment programme with the International Finance Corporation in Viet Nam, with the idea to replicate the Better Work Programme's assessment of social and environmental issues. The pilot project of the compliance assessment focusing on environmental issues was implemented successfully, had desired results, and was received positively. However, there are no plans to continue this programme, despite demands from other countries (2022-53). The Global Indigenous Navigator Initiative project was also found to have insufficient focus on environmental sustainability, especially since all project countries had high or extreme vulnerability to climate change (2022-51).

Subcategory 3: How did the ILO perform on building capacities, developing knowledge and establishing strategic relationships in 2022?

Very strong performance was found for all criteria in this subcategory, showing the importance of the ILO's technical support in building capacity and knowledge, as well as developing and leveraging strategic partnerships at all levels, to achieve intervention outputs and strategic objectives. The ILO's development cooperation interventions demonstrated a commitment to innovative approaches, collaboration and sustainability in their efforts to promote decent work at all levels.

There was clear evidence that ILO development cooperation projects fostered high-quality research and knowledge development, leading to solid evidence bases, which were used strategically to raise awareness and support key policy decisions at local, national and global levels, as presented in section *Sustainability and impact of ILO development cooperation interventions in 2022*.

Knowledge development activities and outputs in 2022 were varied, and addressed key information needs, and included surveys, stock-taking reports, case studies, legal analyses, organizational and performance assessments, institutional mappings, gap analyses, diagnostic studies, assessments and research studies, actuarial studies, studies and legal support, review of internal processes, flowcharts, and sharing of good practices and knowledge across countries and sectors, in-person and virtual workshops and conferences. For instance, a gap analysis was conducted in Tunisia and Egypt in relation to Convention No. 190 on the elimination of violence and harassment in the world of work in both countries. This included comparisons of the national laws, regulations and policies, to assess/determine to what extent the Convention was reflected in these. This supported the subsequent adoption of Convention No. 190 in Egypt (2022-4).

Projects supported the production of statistical data, development and strengthening of information systems, databases and applications, as well as one-stop-shops. The use of multimedia resources – including Facebook pages, YouTube channels and WhatsApp, among others – facilitated dissemination of activities and interactions with beneficiaries. The development and translation of online and printed documents (articles, handbooks and guides), in local languages and adapted to local contexts, was appreciated by constituents, as they were able to refer to them and share them with others; this contributed to the effectiveness of training and knowledge dissemination. For instance, the evaluation of the ACTION/Portugal project found that “the delivery of courses in Portuguese was perceived by beneficiaries as an essential factor for the dissemination of knowledge and practices in matters of social protection extension” (2022-11). Strong performance was noted when projects had a knowledge generation strategy (for example, 2022-33), to inform project action, and supported stakeholders in implementing evidence-based strategies and activities.

There were also several large awareness-raising campaigns, which used social media, including Facebook, YouTube, Twitter, webinars, websites and WhatsApp, among others. Campaigns by ACTION/Portugal on Convention No. 102 and on support for the formalization of informal sector workers and the relevance of compulsory and voluntary social security were found to be

“pioneering in this area, relevant to generate critical mass to support for the development of strategies and initiatives in the field of social protection” (2022-11); while the communication/information campaign “Elles s’engagent” in Tunisia, to promote and share knowledge about women’s entrepreneurship development in the country, led to a manifesto and position paper (2022-4).

Related to this, capacity-building was another very strong area of performance in 2022, with development cooperation projects building the capacities of individuals and institutions to make progress towards strategic goals, using the evidence generated by studies and research to provide targeted training, thus promoting effectiveness and sustainability. Several successful approaches were used, including training of trainer activities, the incorporation of specific content into university curricula, the use of trainees, the creation of Startup Challenges to promote youth entrepreneurship, and the use of digital campaigns; this was particularly effective in the context of COVID-19.

The ILO developed training packages, including webinar series and online videos, for online training delivery, including on partners’ platforms, such as those of UN Women and the European Union. There was also evidence of significant informal capacity-building by ILO staff (for example, 2022-13). Training materials designed and developed for specific projects were appreciated by stakeholders. Other materials and tools were adapted so they could be used in other contexts, promoting their dissemination, including Start and Improve Your Business, Get Ahead, Start Coop and Think Coop. The Supporting Children’s Rights through Education, the Arts and the Media (SCREAM) methodology was seen as very positive.

 **Key informants noted that demand was so high for participation in the SCREAM activities that the [non governmental organization] partners could not meet such demand, and that the feedback from children who participated in the programme was that they found it fun, that it increased their confidence, and they learned their rights regarding the right not to participate in the worst forms of child labour, in particular to be removed to light work and/or to return to school” (2022-1).**

There were examples of capacity-building and gender-specific trainings of local institutions – such as members of government, labour inspection departments, occupational safety and health inspectors, training centres, trade unions and employers’ organizations – as well as civil society organizations (CSOs). Projects also provided training for improved business development services, targeting entrepreneurs and potential business owners. In some instances, training focused not only on technical skills, but also on soft skills – such as coaching, leadership and communication – or the alignment of business practices with decent work principles. Several interventions aimed to enhance the knowledge and skills of stakeholders to better understand, design, coordinate and monitor social protection schemes. This involved training key stakeholders at provincial, district and national levels to implement and oversee social protection programmes and policies.

Curriculum development was another important activity found in several interventions: educational institutions were supported in incorporating specific topics in their curricula, including modules on CSR and responsible business practices, financial services, non-financial support services, working conditions, international labour standards, entrepreneurship and leadership. The ILO also supported the establishment of social academies, such as the Academy for Women Business Leaders, and the Human Resources Academy in Tunisia, with the aim to develop strategies for better gender policies (2022-4).

In the context of EIIP approaches, capacity-building efforts targeted technical staff, technicians and other relevant professionals in different areas, including infrastructure projects, road construction, horticulture and environmental protection measures (for example, 2022-48). Beneficiaries, including women and youth, received technical training, as well as training on topics such as entrepreneurship, enterprise development and skills enhancement.

Training activities included training courses, seminars, round tables and symposia, online and in-person workshops and conferences, South-South exchanges, as well as the creation of online platforms, portals and tools, which facilitated beneficiaries' access to information, resources and opportunities. This was the case in Bangladesh, where a project focusing on safe migration and decent work for migrant workers worked at the policy and institutional levels. At the policy level, the project conducted extensive research to build an evidence base, conducting multi-stakeholder discussions and providing technical assistance to support the Government of Bangladesh to draft policies, rules, bilateral agreements and memoranda of understanding with destination countries. At the institutional level, the project built the capacities of its tripartite partners, especially government organizations, through training material development and training programmes for their staff, and building four information systems, including the Migrant Workers' Information and Management System, and the Recruitment Agencies Information and Management System (2022-42).

COVID-19 restrictions often negatively impacted training and capacity-building activities, leading to delays and cancellations, especially in countries with poor internet connections. Disparities in capacities of trainees and trainers, as well as quality of training, were also noted several times, as was the lack of needs assessments, leading to contents that did not correspond to local needs. Training of trainers was a successful approach in most cases, although there were instances where the level of expertise of trainers varied, and had a negative impact on delivery of training; this was the case for the Sustaining Competitive and Responsible Enterprises (SCORE) Programme, despite a standardized training and quality assurance process for trainers (2022-5).

In several projects, while individual capacities were built, little was achieved in terms of improving institutional capacities, while in others, there were variable results, depending on target groups and topics covered, leading to partly successful performance. There were also indications that the contents of certain training courses did not match beneficiary needs; participants came due to the financial incentives offered; and a job-matching project provided skills better catered to self-employment, where job-matching was irrelevant. Some training courses were rushed due to the short time frames allocated to implementing partners; this was exacerbated with COVID19 lockdowns and movement restrictions.

Strong, positive relationships with constituent groups, stakeholders and partners at all levels were found for nearly all ILO interventions; the ILO's tripartite, multi-stakeholder approach was an important factor of success, as mentioned throughout this analysis. The establishment or consolidation of partnerships with other initiatives and development cooperation actors supported ILO projects to complement their interventions; leverage expertise, resources and networks; and create coherence between various actions. There were numerous examples of joint projects and collaborations with other UN agencies. In one instance, due to a project's key role in the country, and good cooperation with non-State agencies, several UN agencies – such as the United Nations Industrial Development Organization, UNICEF, International Organization for Migration and UN Women – offered support, which enhanced outreach and impact of the project. In other instances, previous alliances and joint work with other agencies, the private sector and CSOs made it possible for the ILO to increase the scope, coverage and sustainability of its actions. Several projects also collaborated with global brands to promote decent working conditions in garment factories. There were also examples of the ILO fostering South-South cooperation, as well as exchanges between actors from different countries for knowledge-sharing and capacity-building (for example, 2022-28).

Collaborations provided inputs to project design and implementation; allowed for better contextual awareness; and led to joint research, capacity-building, advocacy, awareness-raising and contributions to policy formulation, as well as the sharing or leveraging of resources, leading to strong synergies and complementarities. Strong local partnerships and the promotion of face-to-face events with stakeholders and social partners added value for increased collaborations, helped to promote buy-in and ownership of project outputs, and contributed to overcoming difficulties in implementation.

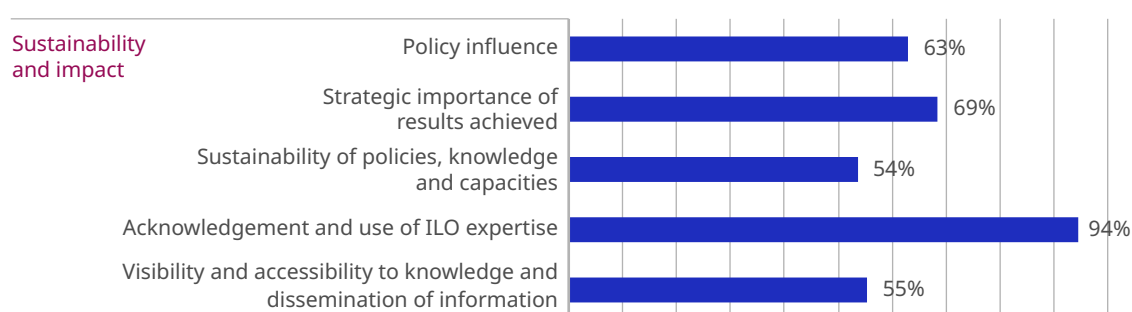
Several social protection projects had very strong performance in terms of partnerships. For instance, the implementation of a joint programme in Thailand in partnership with other UN organizations was found to be a good practice: “the [joint programme] could piggyback on long-standing partnerships between [Partner United Nations Organizations] and Government and other National Stakeholders and because the combined legitimacy and credibility of these [Partner United Nations Organizations] convinced the national stakeholders to be involved actively in social protection” (2022-24).

Partly successful performance was noted when not all key constituent groups were actively involved in interventions, and when there was limited communication with certain partners, leading to challenges in coordination, duplication of efforts and inefficiencies; this was sometimes exacerbated by the COVID-19 pandemic and associated lockdowns. One challenging situation was when the ILO was a sub-grantee to a project, with no direct communication or working relationship with the donor, and no joint planning and poor communication with the grantee, leading to challenges in implementation (2022-41).

SUSTAINABILITY AND IMPACT OF ILO DEVELOPMENT COOPERATION INTERVENTIONS IN 2022

The aggregated category of sustainability and impact included five criteria: (a) policy influence; (b) strategic importance of achieved results; (c) sustainability of policies, knowledge and capacities; (d) acknowledgement and use of ILO expertise; and (e) visibility and accessibility of knowledge and information. **Overall, performance on the sustainability and impact of interventions was good**, with no criteria obtaining a rating under 50 per cent, as shown in figure 10. The strongest performance was related to the appreciation and use of the ILO’s expertise, which was rated successful in nearly all reports, followed by the strategic importance of results achieved, with over two thirds of projects performing well. The ability to influence policy had positive but mixed performance, as did sustainability. There was evidence of positive yet variable efforts in place to document and disseminate knowledge from interventions to internal and external stakeholders.

FIGURE 10. SUSTAINABILITY AND IMPACT: PERCENTAGE OF MORE SUCCESSFUL SCORES BY PERFORMANCE CRITERIA (2022)



There was ample evidence of policy influence at local, national and international levels though ILO support, with very strong performance for this criterion in nearly one quarter of cases, although performance was somewhat heterogeneous. A similar trend was found related to the strategic use of intervention results by stakeholders.

ILO development cooperation interventions allowed for improvements and/or adaptations in national policies and strategies, through focused work with stakeholders and beneficiaries. In some cases, interventions aimed to strengthen individual capacities, as well as institutional capacities, to participate in policy influencing activities.

For instance, ILO projects:

- A. supported the formulation and approval of national employment policies and associated action plans and monitoring plans in different countries, including in Mozambique and Cape Verde (2022-3, 2022-9);
- B. contributed to the Cape Verde National Strategy for the Promotion of Decent Work and supported legislative changes towards the revision of the Distance Education legal framework (2022-9);
- C. contributed to new laws on domestic workers and amendments to decrees to remove discriminatory conditions for women at work in Tunisia (2022-4);
- D. contributed to a decree establishing a Gender Equality and Non-Discrimination Unit within the Egyptian Minister of Manpower (2022-4);
- E. supported the development a child labour policy and a related Action Plan that was adopted by the Government of Saudi Arabia, as well as a National Policy on Equality in Employment and Occupation, in line with international labour standards (2022-7).

 **The TCP results were ‘major, unheard of before’ changes introduced into Qatari labour law and relations. Many of these changes challenged in a decisive way the previously existing imbalance of power existing between employers and workers, and the prevalent culture with regard to labour relations. The fact that they were introduced into Qatari law and promoted actively by the Government speaks both to the will of Qatari leadership to modernize the country, the intention to impact everyone in the country and their vocation to become and remain eventually sustainable” (2022-33).**

There were also many examples of the ILO assisting countries to develop or restructure their national strategies for social protection, as well as related work, including the elaboration of financing plans for universal healthcare coverage, the development of social protection framework laws, restructuring of solidarity funds, and implementation plans. There was also the institutionalization of shock-responsive social protection measures for children (for example, 2022-11, 2022-20, 2022-29 and 2022-48), national green jobs strategies and the implementation of national employment policies (2022-14), as well as revised labour laws and international labour standards action plans in line with Recommendation No. 204 (2022-23). ILO interventions also supported policy work towards the adoption of specific Conventions and related laws, including Conventions Nos 190, 105 (Abolition of Forced Labour Convention, 1957 (No. 105), and 189.

The ILO contributed to institutional and policy changes enabling the promotion of safe and fair recruitment and rights protection of migrant workers in several countries, and to the development of global-level instruments such as the ILO [General principles and operational guidelines for fair recruitment and definition of recruitment fees and related costs](#). These instruments have been successfully disseminated through key training and advocacy tools, including training courses at the International Training Centre of the ILO, online training modules for journalists, and self-guided modules and videos (2022-32). Certain interventions related to migrant workers built on previous phases, which had focused on policy formulation, with a new focus on policy implementation, with evidence of policy work being fully mainstreamed in ministries and organizations, and a good analysis of risk, reflecting a sustainable outcome (2022-42).

There was evidence that cooperation among stakeholders was strengthened through ILO action in Thailand. This led the Ministry of Labour and the Ministry of Justice to participate in the development of the National Action Plan on Business and Human Rights (2022-8). In the Plurinational State of Bolivia, the ILO contributed to increasing the capacity of self-employed women's organizations to influence public policies and programmes to have better working conditions (2022-16). There were various examples of tripartite working groups being formed and meeting to develop national action plans. This was the case in different interventions focusing on occupational safety and health and COVID-19 prevention at the workplace, using national guidelines, international good practices and COVID-19 social protection response plans (for example, 2022-46 and 2022-48). In Lebanon, an informal national platform was established with the involvement of different organizations for people with disabilities, and consultations were organized to contribute to the design of the social protection strategy, which was to be adopted in 2022 (2022-50). One project focusing on indigenous peoples supported partners in various countries to influence public policy relating to indigenous peoples, "including the inclusion of ethnicity in national census in Nepal and the Philippines, securing citizenship for forest-dwelling indigenous people communities in Cameroon, increasing indigenous peoples' organizations participation in SGD forums in most countries, as well as the adoption of elements of the Indigenous Navigator framework in other processes related, for example, to gender and minorities' development" (2022-51).

This was done through the provision of various types of technical support to strengthen institutions – drafting laws, providing legal and political advice, and developing White Papers and road maps. Targeted capacity-building and the generation of data and studies to address knowledge gaps and support evidence-based decision-making, as well as sharing global knowledge products among constituents at the local level, were various ways this was accomplished. ILO teams also (a) promoted stakeholder participation in external events; (b) organized workshops and policy dialogues; (c) exchanged good practices; (d) lobbied governments; (e) supported constituents in raising awareness of the public through targeted campaigns; and (f) developed or adapted policy advocacy materials to country- and sector-specific contexts, leading to conducive policy environments. There were technical focus group meetings with technical teams, tripartite constituents, the media, academics and experts, to define and discuss policy options and how to implement them. Certain interventions also provided relevant tools to ILO field specialist teams to better implement policy advice and technical assistance at the field level. The ILO's technical expertise and ability to support background and diagnostic studies, leading to a strong evidence base for decision-making, was highly valued in the context of potential policy reforms.

Although performance was mixed for sustainability, certain recurring elements of success were highlighted in evaluations. The drafting and adoption of national policies and actions plans developed with support from ILO, especially through participatory approaches, led to increased ownership and constituent buy-in, and were important factors of success. Some interventions were designed to have sustainability or exit strategies, or developed these subsequently in a participatory manner during implementation, to ensure that responsibilities and resources would be adequately divided among partners (for example, 2022-9). There was evidence of the institutionalization of systems and structures, including the development of specific units within

ministries; institutionalization of tripartite social dialogue; processes continuing as part of institutional routines with evidence of renewed political will by key decision-makers (for example, 2022-7); or being continued by other UN agencies and international cooperation partners. The TRANSFORM training capacitated CSOs in different countries to actively participate in building social protection programmes, as well as monitoring their implementation, and improved the capacities of different organizations, such as government institutions and the Viet Nam Women's Union, to monitor and evaluate social protection data (2022-48).

Dynamics initiated by certain projects were found to have self-replicating potential, especially when they were related to capacity-building, awareness-raising and social dialogue. Intervention outputs – such as studies, databases, information systems and web portals – also increased prospects for sustainability. In some cases, specific budgets were allocated to ensure sustainability of results, while in others, second phases or follow-up projects were planned, thus ensuring continuity of efforts and results. This was the case in Tunisia, where an ILO project focusing on women's participation in the labour market provided support to the Ministry of Women, Family and Seniors to set up its second Action Plan; this generated financial support of about US\$17 million from the government budget for a period of five years.

In contrast, certain evaluations noted that project results would not be sustained due to various factors, including the absence of external technical and financial support, lack of clear sustainability or exit strategies and low ownership by stakeholders, as well as unfavourable national contexts. For instance, in Jordan, there was little national ownership of project results related to formalizing access to the legal labour market for refugees and host communities, and a significant share of project resources was used to finance unsustainable activities – such as human capital, and recurring operating expenses of institutions that were unable and unwilling to sustain operations with their own budgets – even though this was the second phase of the project (2022-10). The evaluation of the fourth phase of the Better Work Programme found that, while Better Work has been active in some countries for decades, discussions on sustainability and exit strategies were only initiated in recent years, and the focus was disproportionately on aspects such as assessment and advisory services, rather than capacity-building of constituents. This led national stakeholders to depend on Better Work to implement all factory services, as they did not possess the capacity, ownership, resources and willingness to take over factory services themselves, or to embed activities into national systems. In Lesotho, a country where Better Work stopped operating, there was clear evidence that the positive results created by Better Work were not maintained, and there was a regression of working conditions after its exit (2022-53).

The ILO's expertise was widely acknowledged and its experience of working in a tripartite context and focus on decent work, combined with strong technical expertise and ability to form partnerships at all levels, was appreciated by stakeholders and partners.

 A number of UN System actors recognized the contribution of the three ILO projects. For example, the [Office of the United Nations High Commissioner for Refugees (UNHCR)] was pleased to partner with ILO in the area of child labour, given its child protection mandate, which complements ILO's child labour mandate ... In this way, the projects have been integrated into the UN humanitarian response and the humanitarian cluster approach in [the Syrian Arab Republic]. By working together, both UNHCR and ILO were better able to fulfill their respective mandates ... These initial ILO projects in [the Syrian Arab Republic] have paved the way for potential subsequent cooperation with UNDP. ILO is discussing with a few countries in protracted crises regarding jobs for peace initiatives, and has signed a broader Framework for Action to work together with UNDP in the Humanitarian-Development-Peace Nexus. UNDP is a natural partner for ILO, given its livelihoods mandate ... ILO's projects in occupational safety and health and child labour in [the Syrian Arab Republic] have helped to position ILO in relation to the UN humanitarian response as, in the words of the UN Secretary-General, 'bringing the humanitarian and development spheres closer together from the beginning of a crisis to support affected communities, address structural and economic impacts and help prevent a new spiral of fragility and instability' " (2022-1).

Projects with successful performance regarding visibility and accessibility to knowledge and dissemination of information had comprehensive visibility and communication strategies, which supported the dissemination and promotion of key products, some with specific budgets allocated to related activities. This resulted in the development of relevant knowledge management tools, which facilitated replication and appropriation of project results (for example, 2022-3).

The use of media, including social media and training for journalists, played a role in raising awareness and promoting the visibility of ILO initiatives and results. Communication actions included: press releases, radio programmes, presence in social media (Facebook and YouTube), webpages, multimedia outputs, videos, publication of materials (posters, handbills and banners) for different type of events, and training and support to ministerial units (among others). Several interventions invited journalists on field visits to promote awareness-raising, and national television channels presented results achieved and progress made. The development of awareness-raising materials in multiple languages, and the use of interpreters, were other factors of success.

Weak performance in this category was due to various factors. In some cases, evaluations found that there were areas where policy development and implementation should have been better pursued, or where changes in political leadership, high staff turnover and low capacities and

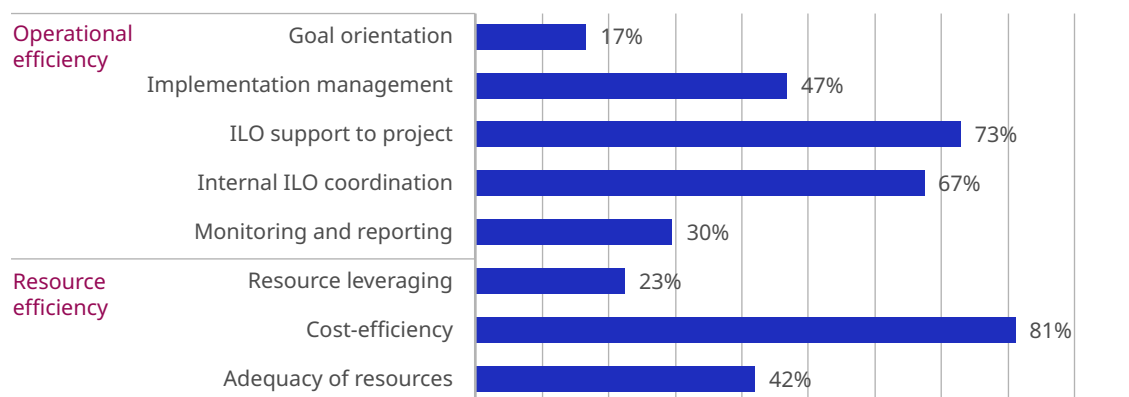
resources hindered progress. In other cases, there was no evidence of policy-related activities and results, as interventions focused on local-level implementation: for instance, a project in Iraq that aimed to improve business development support services and entrepreneurship education for SMEs and youth (2022-34), a project in Madagascar that used an EIIP approach in rural regions and aimed to build local capacities to promote decent work (2022-37), or a project supporting university centres for career development in Egypt (2022-41). The evaluation of a multicountry project focusing on protecting garment sector workers in response to the COVID-19 pandemic found that the result of policy-level work was rather weak, and attributed this to the fact that all project country frameworks either had low-level policy outputs or none at all; moreover, this was an emergency-oriented project, and contributing to policy changes was not realistic (2022-39). There were also unintended consequences, due to lack of proper risk and contextual assessment. For instance, a project in Jordan aimed to enhance Jordanian and refugee beneficiaries' access to the formal labour market, yet it unintentionally financed and facilitated the establishment of informal businesses, notably under the women's component of the project (2022-10).

In regard to sustainability, certain evaluations noted that project results would not be sustained due to various factors, such as the absence of external technical and financial support, and a lack of exit strategies or low ownership by stakeholders, or an over-reliance on the ILO. For instance, the evaluation of the fourth phase of the Better Work Programme found that, while the programme had been active in some countries for decades, discussions on sustainability and exit strategies were only initiated in recent years, and the focus was disproportionately on aspects such as assessment and advisory services, rather than on capacity-building of constituents. This led national stakeholders to depend on Better Work to implement all factory services, as they did not possess the capacity, ownership, resources and willingness to take over factory services themselves, or to embed activities into national systems. In Lesotho, a country where the Better Work Programme stopped operating, there was clear evidence that the positive results created by Better Work were not maintained, and there was a regression of working conditions after the exit of the Programme (2022-53).

OVERALL EFFICIENCY OF ILO DEVELOPMENT COOPERATION INTERVENTIONS IN 2022

Overall efficiency was addressed through two subcategories and eight criteria: (a) operational efficiency (results-based management approach and goal orientation, implementation management, ILO support to project, internal ILO coordination, and monitoring and reporting); and (b) resource efficiency (cost-efficiency, adequacy of resources, and resource leveraging). This performance category had the most heterogeneous performance, as shown in figure 11, with good coverage overall, aside from resource leveraging, where only 71 per cent of reports could be assessed.

FIGURE 11. OVERALL EFFICIENCY: PERCENTAGE OF MORE SUCCESSFUL SCORES BY PERFORMANCE CRITERIA (2022)



OPERATIONAL EFFICIENCY

Good performance was found related to the quality and extent of ILO support to interventions, as well as coordination within the ILO. Interventions that were closely related to, and integrated into, the core work of specific units fared well, as they obtained adequate political, technical and administrative support from the ILO, especially as other ILO activities supported project activities (for example, 2022-22). There were many examples of interventions building on previous work or lessons from other countries or phases, as well as links across countries and departments, to promote synergies and maximize effectiveness and efficiencies.

 **The Project has collaborated with the Foreign, Commonwealth and Development Office's Freedom in Work Project; it collaborated with ILO Malaysia's BRIDGE Project Team for technical analysis of the [memorandum of understanding] between the two countries on wages and working conditions of migrant workers who go to Malaysia. Further, it was agreed that under the ILO TRIANGLE Project, some Bangladesh Government Officers would participate in a 'Fair and Ethical Recruitment Training' initially scheduled for the end of July 2021. The Project also coordinated and received technical guidance from ILO Sri Lanka, Nepal and Philippines during developing legal and policy frameworks on Reintegration of Migrant Workers. The Project has also collaborated with the Swiss Agency for Development and Cooperation-funded Fairway project" (2022-42).**

The presence of ILO staff in countries supported effectiveness, and it was noted in several instances that progress and stakeholder commitment were lower in countries where there was no ILO office or physical presence of a technical expert or focal point allocated to interventions, compared to countries where there was an ILO staff present.

Mixed performance was noted related to implementation management, which was successful for just under half of interventions evaluated. Successful projects had good coordination, with clear guidelines and systems to ensure effective flow of information and decision-making – including through regular communication via email, Skype and conference calls – as well as meetings within project teams, and with partners and stakeholders. Ensuring a common understanding and consensus around project objectives played an important role in fostering positive coordination dynamics. The roles and responsibilities of team members were clearly identified, based on their areas of expertise.

The capacities, experience and networks of project managers and teams were highlighted as factors of success, especially when staff had worked together on previous projects and had established good working relationships with project stakeholders. There were numerous examples of projects making use of the knowledge and technical expertise of specialists from technical departments, as well as support from Decent Work Country Teams. The International Training Centre of the ILO-Turin provided technical support through on-site training and elaboration of training materials and courses. Certain project teams were supported administratively by assistants that were co-shared with other projects.

 The evaluation found that institutional and management arrangements of the project were effective. The shared technical oversight across two technical branches ([Fundamental Principles and Rights at Work Branch] (FUNDAMENTALS) and [Labour Migration Branch] (MIGRANT)) and demonstrated ownership of the project by the two departments that facilitated the running of two large scopes of work, which has resulted in the achievement of two major results achieved at the global level ... The successful implementation of the project was basically due to the joint implementation with other ILO programmes and to the cooperation and partnership of country teams with stakeholders.

“The project has leveraged financial resources and established technical collaboration with many ILO projects in all countries and globally to maximize impact to a great extent: Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME), the FAIRWAY programme, Better Work, Work in Freedom, Appui à la migration équitable pour le Maghreb (AMEM), Towards a Holistic Approach to Labour Migration Governance and Labour Mobility in North Africa (THAMM), and others” (2022-32).

Several approaches proved to be successful for project implementation, such as in the Philippines, where the project’s management team was locally recruited, which facilitated access to key stakeholders and communities (2022-6), and in Saudi Arabia, where the presence of an international expert on employment within the Ministry enhanced communication between the project and the Government, and helped ensure smooth project implementation (2022-7). In one project, the absence of a formal project governance structure was seen as positive, as it minimized bureaucratic demands and optimized the time and resources of all parties involved (2022-30). Certain projects involved ILO staff and social partners from other countries, such as in a project promoting decent work for refugees and host communities in Turkey, where a webinar with ILO Colombia was organized (2022-28). Moreover, there were examples of projects building on lessons from previous work, and being implemented in synergy with other ongoing projects, ensuring that they were interconnected (for example, 2022-31, 2022-42 and 2022-46). Such synergies and collaborations provided opportunities to enhance project impact and sustainability.

Poor performance was noted when reporting lines were not clear and there was no shared vision of project objectives, as well as when there were difficulties in recruiting and retaining staff, or when there was staff turnover, limiting information flows. In several cases, decentralization of technical supervision and financial management, compounded by the lack of administrative support on the ground, led to inefficiencies (for example, 2022-11). There were also delays due to COVID-19, with staff absent for health reasons or lockdowns (2022-23), while in others, while clear roles were initially defined, the COVID-19 outbreak led to changes in management, and local partners took over implementation from the ILO, due to limited staff movements. This led to challenges, especially due to the Organization’s failure to provide administrative and financial support to oversee compliance with its financial rules (for example, 2022-15).

 **The ILO Country Office in Jakarta created a cluster of skills development projects ... The joint work of the Indonesian projects on skills is an example of an emerging good practice in its approach to the stakeholders. This skills cluster of ILO projects presents overall ILO assistance in skills areas to the tripartite constituents in a systematic and unified way ... Through this, the ILO was seen as ‘one’ instead of a number of projects that pointed in different directions. The constituents really welcomed this, and the evaluation finds that this approach also improved the chances of the ILO’s gaining a political footprint on policy development” (2022-31).**

Challenges were found when the division of work tasks within project teams did not facilitate good results or efficient delivery. In some cases, project staff at national, regional or global levels were expected to backstop different countries and projects, and had disproportionate amounts of work. This was exacerbated by the unavailability of administrative support on the ground, and slow ILO bureaucratic processes, leading to delays in implementation (for example, 2022-1).

In one instance, the management structure of a project was found to be inadequate, and the unit responsible for project implementation had difficulties finding administrative, technical and political support from the ILO, mainly because the intervention had been conceptualized without ILO involvement (2022-2). In another case, poor management had a strong negative impact on the effectiveness of one intervention, both when there was a dedicated project manager, and when the project was managed by the ILO Bangkok Office, resulting in slow decision-making and poor time management, leading to delays in operations and limited time to deliver outputs. Furthermore, the project did not receive adequate technical backstopping, which meant that certain thematic areas were not well integrated into project activities (2022-19). There were also instances where ineffective channels of communication between project teams and technical departments led to poor project design and low quality of terms of reference for implementing partners (for example, 2022-10).

A core area of weakness was related to the results-based management approach and goal orientation of interventions, which had the lowest rating of all the criteria, with only 17 per cent of projects performing well.

Good performance was noted when interventions had results frameworks with clear, SMART (specific, measurable, attainable, realistic (or relevant) and time-bound) outcome and output indicators, and realistic targets and means of verification, as well as assumptions (for example, 2022-24 and 2022-27). Indicators were formulated to measure changes at the individual, institutional and structural levels. Clear frameworks could be used to guide stakeholder groups, thus facilitating interactions with project management (for example, 2022-33). In certain cases, improvements were made to the results-based approach, based on contextual changes, or due to recommendations from mid-term evaluations.

Overall, however, results frameworks were poor, or were not useful: outcomes were formulated as outputs, and outputs as activities, and did not always link to each other, while some indicators only focused on outputs (2022-29, 2022-31 and 2022-25). One evaluation that highlighted these challenges also found that a project made extensive annual changes to indicators and targets, making it difficult to track progress (2022-35). Indicators, baselines and targets, when present,

were not consistently SMART, which made it difficult to measure changes, and sometimes did not measure what they intended to. In some cases, there were no theories of change summarizing key expected outcomes and causal linkage, and despite recommendations to develop these in evaluability assessments or mid-term evaluations, this was not done. Further challenges were found in multicountry interventions, when different frameworks were found for each country, with different outcomes and outputs (for example, 2022-39). In another instance, while a coherent framework existed and was revised, its use in project planning and implementation was minimal, and the revisions neglected to include indicators or targets for several outputs (2022-19).

These challenges were also related to **poor performance in monitoring and reporting**, with under one third of interventions evaluated having good systems in place.

Good performance was found when interventions had monitoring systems based on results-based principles and performance tracking tools that allowed the assessment of progress related to the achievement of activities and goals, and provided financial information. This provided relevant information for implementation purposes and for the preparation of quarterly, biannual and annual reports – including information on achievements, risks and mitigation measures, and financial execution – and the use of regular technical progress reports from implementing partners. Successful interventions also considered and implemented suggestions from mid-term evaluations. Some interventions, such as the Better Work Programme, took various steps to improve their monitoring and evaluation (M&E) systems during new phases, and efforts were made to align programme indicators with those of the ILO's P&B (2022-53). A jointly implemented social protection project in Mexico had a clear M&E plan, with each agency having specific elements to follow up and report on; this led to increased transparency of implementation, and allowed for efficient cooperation (2022-20). Several social protection projects used an innovative tool (Smartsheet) that allowed them to collect and record data related to activities, products, objectives and countries, promoting transparency.

 **The project has a robust and innovative monitoring system in several aspects, which allows constant monitoring of the progress of implementation for both projects and in both countries, through interactive and easily accessible tools. Of particular note are the virtual dashboard initiatives with monitoring information and, above all, the event log for the project in Peru, which highlights both progress in meeting objectives and opportunities for improvement ... The monthly update of the information on the project and the periodic coordination meetings carried out have allowed to take corrective actions in the cases where mismatches were detected" (2022-27).**

There was evidence of interventions measuring improved knowledge and capacities by applying pre- and post-test evaluations and using success stories and case studies (for example, 2022-49), while others systematically disaggregated data by gender and type of participant. One good practice was noted when project monitoring was mainstreamed in the mechanisms of government, ensuring ownership and promoting sustainability (2022-42). There were also examples of monitoring through formal processes, such as tripartite project steering committees or project coordination committees, allowing for discussions during the project cycle. Successful elements included having dedicated M&E staff members or external assistance to coordinate M&E activities with project staff (2022-28 and 2022-53).

 The reporting process between the stakeholders and the donor was largely affected, since there was no clear understanding in terms of reporting requirements and expectations of the donor. This resulted in delays in feedback from the donor, whenever the stakeholders shared out financial reports and subsequently affecting the scheduled activities. For instance, in 2021, US\$500,000 was committed to fund the activities that had been delayed since 2020, yet the [ILO Integrated Resource Information System (IRIS)] system blocked the funds, rendering further delays in implementation ... The donor made efforts to come to compromise in reporting or alternative supplementary reporting away from the agreed templates, but this was disagreed by the partner that it was not part of the original agreement. The evaluator established that a reporting template was settled on between ILO and Sida at Stockholm level, and not Sida Somalia-ILO Country Office. This constrained ILO Somali's ability to report" (2022 43).

For a majority of cases, however, performance related to monitoring and reporting was partially successful, with various aspects needing improvements. In several projects, there were no detailed overall M&E frameworks and/or reporting systems, although some mitigation measures were sometimes put in place by project staff (2022-38 and 2022-39), and even though Project Documents (PRODOCs) had included monitoring and reporting requirements (for example, 2022-10 and 2022-19). In other cases, while monitoring mechanisms were put in place, these were based on workplans and focused on activities rather than on outputs and outcomes, or indicators were not clearly defined.

One recurring challenge was that the type of measure (quantitative or qualitative) was not always adapted to the situation – in some cases, an overreliance on quantitative measures, rather than qualitative assessments, meant that M&E frameworks could not adequately capture changes and progress related to behaviours, capacities, practices and policies; meanwhile, in others, the qualitative nature of the information in reports did not provide a clear account of the magnitude of activities and beneficiaries reached. Moreover, human and financial resources were not always sufficient for data collection, and when data was gathered, it was not always done in a systematic manner, thus limiting its use.

There were also instances where recommendations from mid-term evaluations were only partially or not at all addressed, and projects where scheduled mid-term evaluations did not take place due to COVID-19 restrictions. The evaluation of RBSA-funded projects showed that there was lack of quantitative information and data on the results of pilot schemes, limiting the potential for learning, replication and scaling up (2022-45). Finally, evaluations provided examples of projects relying on reporting from implementing partners, which meant that the quality of monitoring and reporting to the donor depended on the partners' M&E practices and frameworks. In one case, challenges in reporting and lack of capacity to effectively report affected scheduled activities (2022-43).

FINANCIAL EFFICIENCY

The strongest performance in this performance category was related to cost-efficiency, with over 80 per cent of interventions performing successfully, with strategic allocations and efficient use of financial resources and other inputs to achieve project objectives, although the level of details in reports varied, and despite challenges related to COVID-19. Certain interventions were able to adapt to the conditions of COVID-19 and to reduce expenditures related to travel and logistics, reallocating these funds to enhanced training, workshop or staff costs (for example, 2022-22). There were also examples of resource leveraging with other projects or partner resources to maximize impact (for example, 2022-8 and 2022-11). Inefficiencies were found when project expenditures were disproportionate to achieved target outputs, and there was evidence that funds were not well managed and were allowed to exceed allocated amounts, leading to high overspending, with limited results (2022-19). One evaluation found that the cost-effectiveness of the project was questionable due to cost per beneficiary and low return on investment in terms of improvements in incomes and livelihoods, as it only benefited a few beneficiaries (2022-26).

Many interventions had partly successful ratings with regard to adequacy of resources, with insufficient human and/or financial resources to achieve their expected results in a timely manner. This was due to small budgets and lack of staff to deliver project results with ambitious objectives and unrealistic scopes, as well as delays in staff recruitment and high turnover. There was evidence that certain staff positions and activities had not been budgeted for properly, which negatively affected project effectiveness. Delays in implementation due to COVID-19 restrictions and difficulties in finding staff or implementing partners were frequent challenges. This sometimes led to projects contracting implementing partners without launching competitive bidding processes, which adversely impacted project delivery (for example, 2022-10). Bureaucratic bottlenecks due to ILO procedures were also a challenge in several cases, as this led to slow disbursement of available financial resources. Year-by-year allocation of funds also had negative impacts, due to increased administrative loads and challenges in staff retention, as well as increased time pressure on project staff (for example, 2022-28 and 2022-31).

 **[The Better Work Programme's] ability to raise funds, combine streams of funding, and use funds at country level positively contributed to the achievement of its objectives ... [Better Work] efficiently utilized its available resources, especially through its cost recovery system. [Better Work] has been able to use financial and human resources effectively and ensure that the time made available is sufficient to create lasting change and societal impact. The pandemic accelerated the use of digital tools, that could not only make [Better Work's] activities more efficient, but also support sustainability and capacity-building efforts (for example, virtual assessments, to oversee the visit by the labour inspection)" (2022-53).**

Factors of success included planning for and ensuring that sufficient financial and human resources were available to deliver expected outputs and outcomes, through strategic spending, savings due to repurposing funds, and having contingency plans in place to avoid delays. Good collaboration with implementing partners and efficiency of country and regional offices, the presence of staff with expertise and the recruitment of consultants were also positive elements.

Finally, **resource leveraging was another key area of underperformance**, with less than one quarter of interventions performing successfully, with very limited or no resources leveraged to promote project results. There were some notable exceptions, such as the ACTION/Portugal project, which explored synergies with other projects to attract new sources of funding for different countries, including a joint ILO/UNICEF initiative in Cabo Verde that mobilized over €200,000. In this context, the evaluation found that the presence of ILO experts at country level “leverages the establishment of synergies and mobilization of funds, creating a multiplier effect” (2022-11).

 **The increased need for social protection in the face of the pandemic situation, combined with the economic fragility of some beneficiary countries, resulted in a strong commitment from the project to increase sources of funding to support beneficiary countries in expanding social protection ... The implementation of the project benefited from the establishment of various partnerships with other social protection initiatives and development cooperation actors in order to complement their intervention, catalyse new financing and create coherence between the various actions carried out in the beneficiary countries, avoiding duplication of activities and resources” 2022-11.**

In other instances, projects leveraged resources from other sources within the ILO (Regular Budget, RBSA and Regular Budget Technical Cooperation) with other projects globally and at country level to enhance impact and efficiency (for example, 2022-22 and 2022-40). One project on inclusive insurance provided small grants to partners wanting to design and launch new products; these partners had to contribute to the project, both financially and non-financially, leading to joint ownership of the process and results (2022-13).



03

- Factors contributing to the effectiveness of the most successful projects

▶ FACTORS CONTRIBUTING TO THE EFFECTIVENESS OF THE MOST SUCCESSFUL PROJECTS

▶▶ Ten projects evaluated in 2022 were identified as the “most successful projects” based on their average weighted performance. They all obtained performance ratings of 75 per cent and above for overall effectiveness.

In line with the methods being piloted in 2022 to better report on effectiveness, the selection of the “most successful projects” for 2022 is based on the new weighted approach to assess performance of ILO development cooperation projects. Taking projects with overall effectiveness performance of 75 per cent and above resulted in the selection of ten projects.⁶

These high-performing projects were associated with various policy outcomes and CPOs associated with Africa, the Arab States, Asia and the Pacific, and interregional/global interventions. They covered topics related to social protection, migration, decent work, formalization, youth employment and entrepreneurship, and responsible supply chains. The evaluation reports were examined to see if there were any distinctive contributing factors in achieving development outcomes effectively. Specific factors that consistently contributed to the success of the selected projects were identified, although all projects had one or two areas of weakness, and coverage of some performance criteria was uneven.

RELEVANCE AND COHERENCE

- A. Although coverage was inconsistent, when this criterion was covered, high ratings were obtained regarding the link between **project objectives and ILO P&B outcomes**, as well as **links to DWCP outcomes and/or CPOs**, revealing that these projects were aligned with ILO strategic priorities as well as national development frameworks and priorities.
- B. All projects reflected national decent work needs as expressed by constituents, with evidence of stakeholder involvement in project formulation and implementation, as well as evidence of intended use of project results by constituents.
- C. Most projects had a valid design and had involved different constituent groups in the planning stages of the intervention.
- D. A large majority of interventions had good scores related to coordination and collaboration under a common UN system of work and linkages to SDG targets.

⁶ GLO/19/50/PRT, SOM/18/02/ITA, MNG/18/01/RBS, TUN/18/03/LUX, QAT/17/01/QAT, RAF/17/05/FIN, BGD/18/03/CHE, GLO/16/33/IRL (Umbrella: GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL and VNM/16/54/IRL), SAU/18/01/SAU and RAS/16/13/EUR.

EFFECTIVENESS

- A. All but one of the most successful projects **achieved their main outputs**, which were of good quality for the most part, and delivered in a timely manner, with indication of use by stakeholders, and had made good **progress towards achieving their immediate objectives**.
- B. There was usually strong performance related to the ILO's cross-cutting policy area, with the strongest results for the elaboration and promotion of **international labour standards and normative work**, where nine out of ten interventions obtained "highly successful" ratings, and evidence of alignment with – and effective contribution to – international labour standards.
- C. Half of the most successful interventions obtained the highest ratings related to the integration and **promotion of social dialogue and tripartism**, with most other interventions obtaining good results, and evidence of capacity-building of constituents, leading to strengthened social dialogue mechanisms and tripartite processes. A majority of projects took a **pro-poor perspective**, aiming to improve the living standards of the most vulnerable populations, focusing on specific target groups, and aiming to promote decent living standards and promoting the inclusion of disadvantaged groups, including migrant workers, workers in the informal sector, youth and women, including in post-conflict contexts.
- D. There was strong evidence of interventions generating **high-quality research and knowledge development** that raised awareness and supported policy dialogue and key decisions at different levels.
- E. **Capacity-building** was an area of very strong performance, with eight out of ten of the highest-performing interventions obtaining "very successful" ratings, based on evidence of strong, high-impact building of individual and institutional capacities, thus promoting sustainability.
- F. All projects also obtained strong performance ratings for **strategic relationship-building**, with leveraging or building key relationships with constituent groups, donors, international organizations, universities and other civil society groups, leading to synergies and promoting sustainability of results achieved.

SUSTAINABILITY AND IMPACT

- A. Results achieved were considered to be of **high to very high strategic importance** to achieving national development outcomes and evidence of progress towards national development plans of action. “Very successful” ratings were obtained in half of these cases, and results included the development of policies and the adoption of a National Action Plan and drafting and ratification of laws and decrees at different levels.
- B. **Policy influence was also an area of strong performance**, with eight out of ten of interventions resulting in effective policymaking at local, national and global levels by stakeholders, and the rest showing strong progress and initial policy-influencing results.
- C. There were possibilities of maintaining or scaling up results achieved in all of the most successful projects, with visible commitment and ownership from stakeholders, and progress in terms of enabling environments and capacities, promoting **sustainability**.
- D. **The ILO’s expertise** was widely acknowledged and appreciated, and there was strong evidence of engagement with prominent organizations.

EFFICIENCY

- A. Most projects obtained quality technical **support from the ILO**, as well as good programmatic, administrative and financial assistance, from headquarters and from regional and/or country offices.
- B. **Projects were cost-efficient and there was evidence of good value for money** – through collaboration with the ILO and other projects, to optimize costs and share resources to conduct project activities. In some cases, funds were repurposed due to COVID-19 limitations.



04

- ▶ Comparison of meta-analysis findings over time

► COMPARISON OF META-ANALYSIS FINDINGS OVER TIME

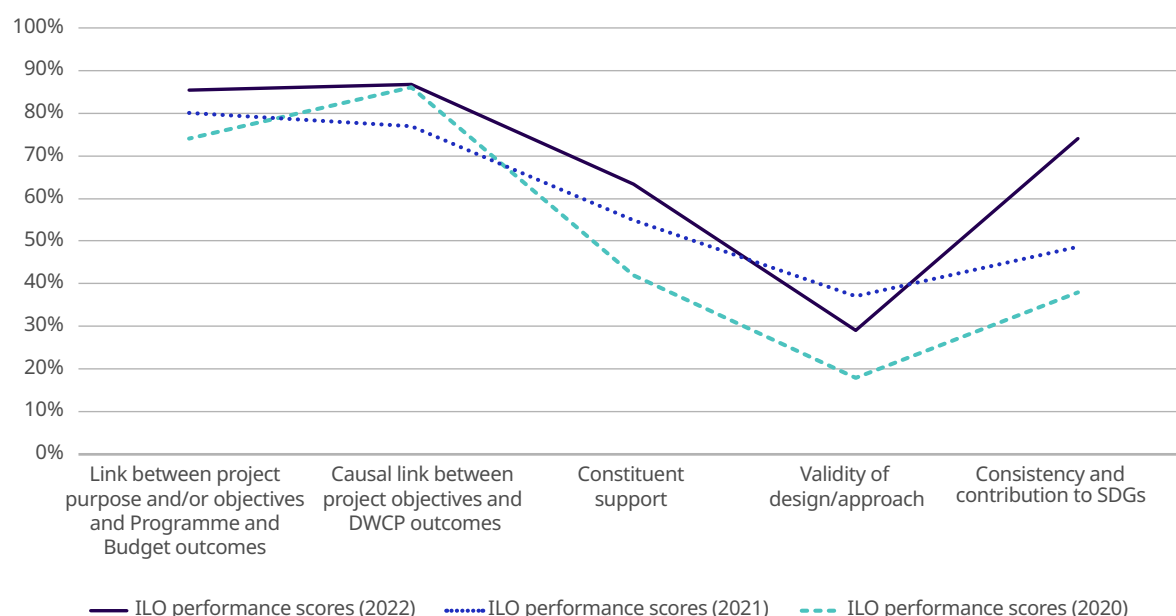
This section compares ratings related to the ILO's development cooperation performance over the last three years, using the revised performance categories to show "successful" and "highly successful" scores, based on relevant criteria.

STRATEGIC RELEVANCE AND COHERENCE

Results related to relevance and coherence showed similar trends over time, with the strongest performance in 2022 overall, as shown in figure 12. A consistent area of high performance was the presence of links between project objectives with P&B outcomes, and the alignment of project objectives with DWCP outcomes and CPOs. Ratings from 2022 also showed good performance related to consistency and contributions to SDGs, especially compared to the two previous years, where ratings were positive for less than half of the evaluated interventions.

One key area of weakness in all years was the validity of design and approach, with poor performance related to unrealistic expectations and timelines, which were exacerbated by the global COVID-19 pandemic.

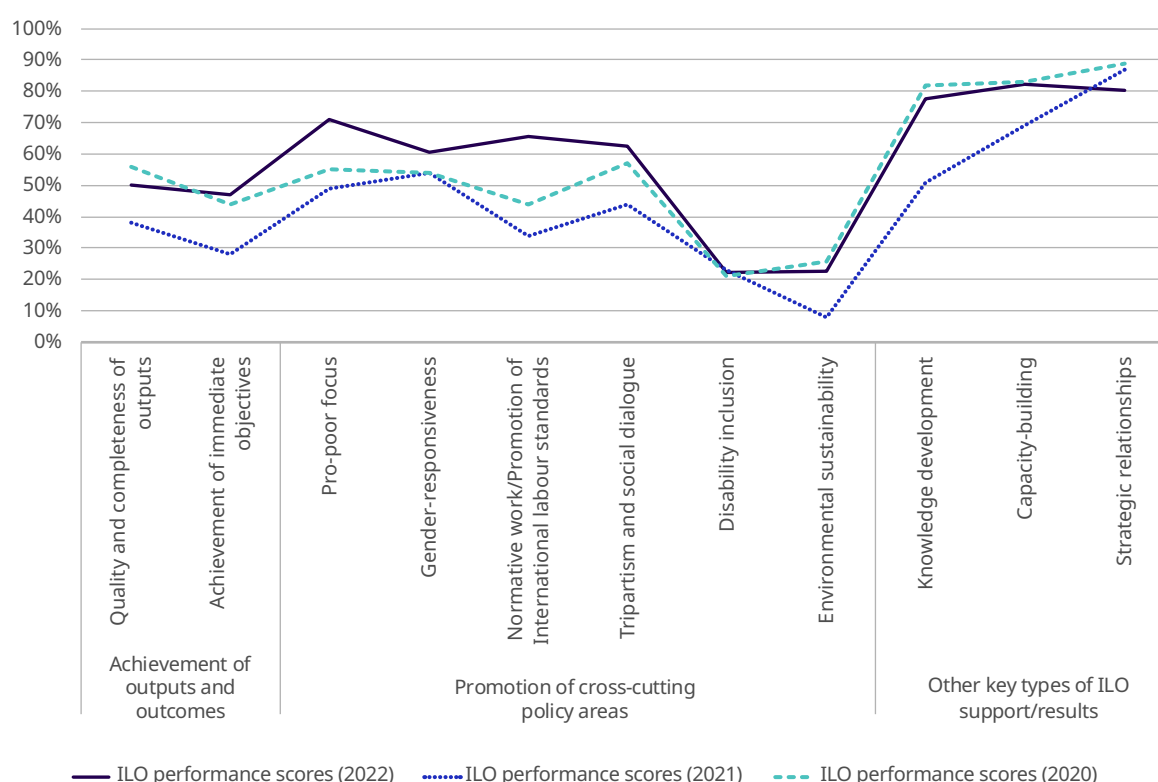
FIGURE 12. PERCENTAGE OF "SUCCESSFUL" AND "HIGHLY SUCCESSFUL" SCORES BY PERFORMANCE CRITERIA AND BY YEAR: STRATEGIC RELEVANCE AND COHERENCE



OVERALL EFFECTIVENESS

Overall effectiveness is divided into three subcategories: achievement of outputs and outcomes, promotion of cross-cutting policy areas, and other key types of ILO support/means to achieve results. Results were heterogeneous, with similar trends throughout all years, as shown in figure 13.

FIGURE 13. PERCENTAGE OF “SUCCESSFUL” AND “HIGHLY SUCCESSFUL” SCORES BY PERFORMANCE CRITERIA AND BY YEAR: OVERALL EFFECTIVENESS



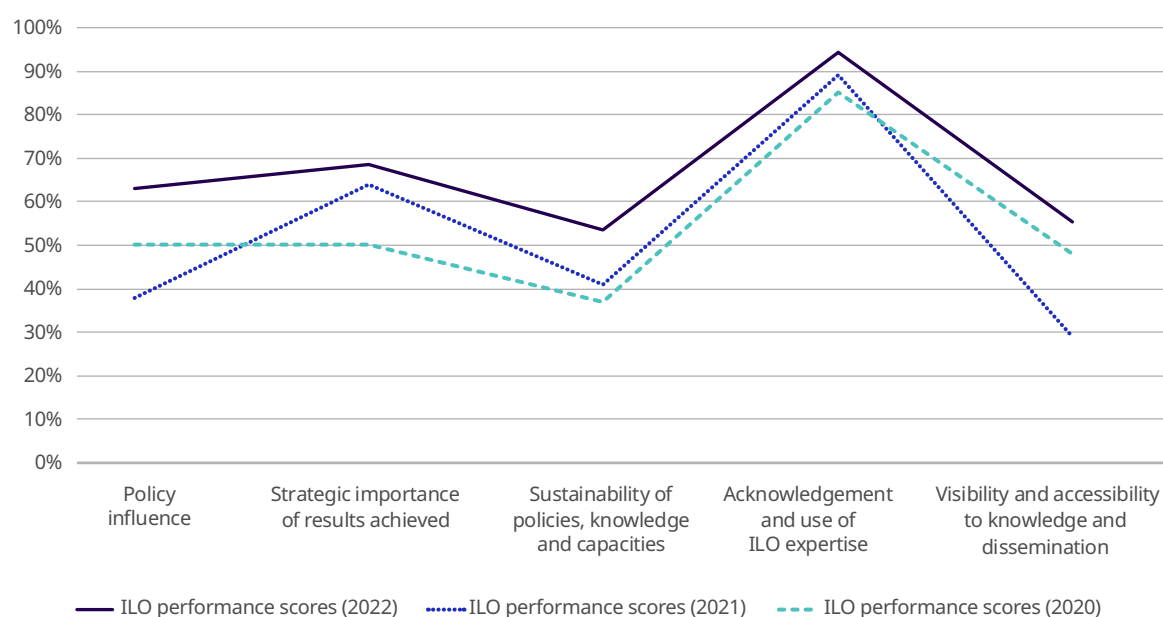
Poor-to-medium performance was noted across all years regarding the achievement of outputs and outcomes, often due to delays in implementation due to COVID-19 and other socio-political reasons, as well as overambitious designs, with the lowest ratings in 2021.

Despite this, performance related to the promotion of the ILO's cross-cutting policy areas was stronger overall in 2022 compared to the two previous years, notably in relation to improving the living standards of the most vulnerable groups, the inclusion of gender consideration in design and implementation, the promotion and application of international labour standards, and the use and promotion of tripartism and social dialogue. Weaker performance was found for disability inclusion and environmental sustainability, with less than one quarter of projects performing well across all years. Very strong performance was also noted for the other key types of ILO support/means to achieve results across all years, particularly in 2020 and 2022 for knowledge development and capacity-building, while highest ratings were obtained for the development and use of strategic relationships in 2021.

SUSTAINABILITY AND IMPACT

Results related to sustainability and impact were variable, yet a clear pattern can be observed over time, as shown in figure 14.

FIGURE 14. PERCENTAGE OF “SUCCESSFUL” AND “HIGHLY SUCCESSFUL” SCORES BY PERFORMANCE CRITERIA AND BY YEAR: SUSTAINABILITY AND IMPACT

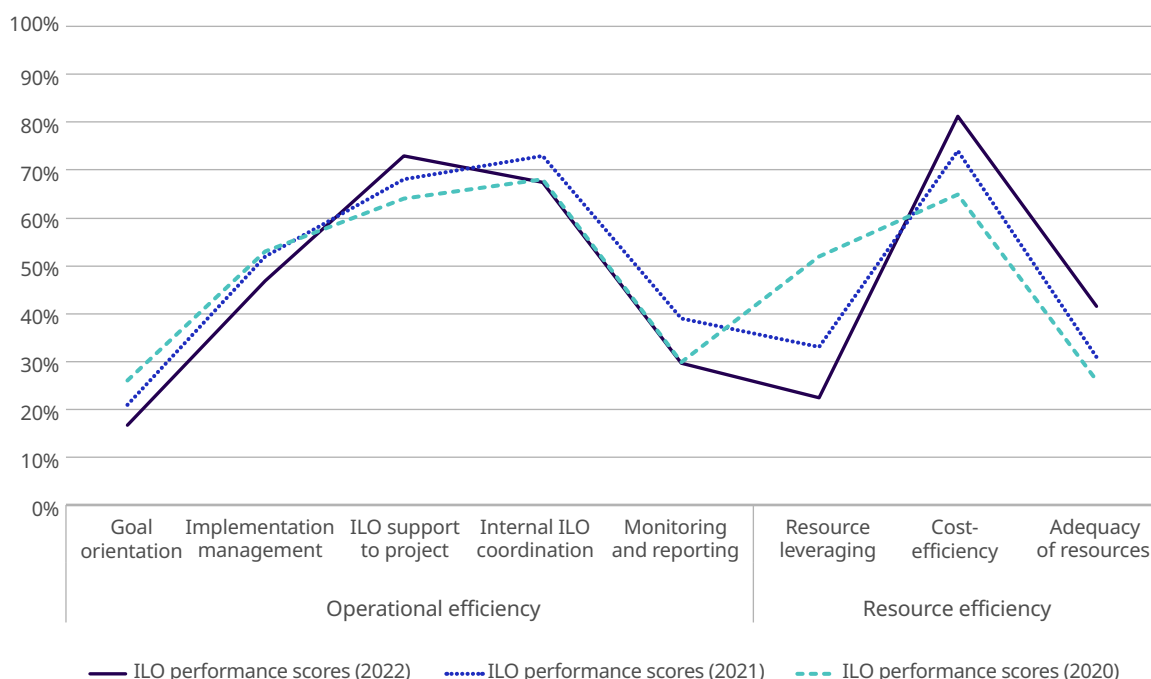


Performance related to sustainability and impact was stronger in 2022 compared to other years: most projects led to policy discussions, there was evidence of support to policymaking, and results achieved had strategic importance. There was evidence of ownership and commitment from stakeholders, with sufficient capacity and resources to maintain or scale up advancements achieved by interventions. Knowledge generated was well disseminated, and the ILO's expertise was acknowledged in a large majority of projects. Results from 2020 and 2021 were not as strong and were more heterogeneous.

OVERALL EFFICIENCY

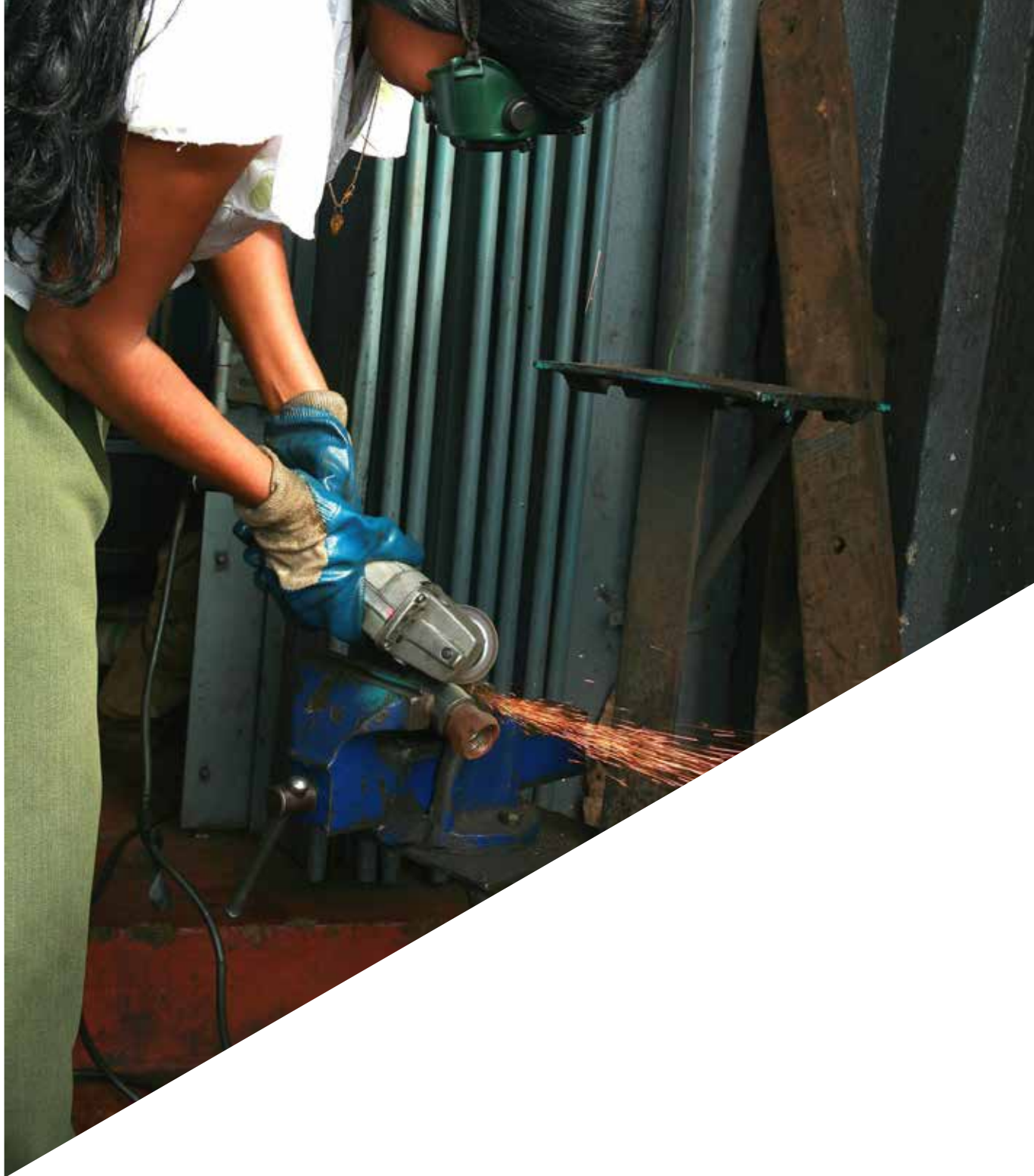
Success was mixed for operational and resource efficiency, with similar trends over the years, as shown in figure 15.

FIGURE 15. PERCENTAGE OF “SUCCESSFUL” AND “HIGHLY SUCCESSFUL” SCORES BY PERFORMANCE CRITERIA AND BY YEAR: OVERALL EFFICIENCY



The areas of strongest performance in 2022 were the quality of the ILO’s technical, programmatic, administrative and financial support to projects, and internal coordination within ILO programmes and units; there was also good performance for these criteria in 2021 and 2020. Cost-efficiency was the best rated criteria in this category in 2022, and an area of overall success over time. This contrasted with other results in this subcategory: in 2022, resource leveraging, and adequacy of human and financial resources, were areas of poor performance, with similar trends noted in 2021, although resource leveraging was stronger in 2020, with about half of evaluations noting positive results.

Implementation management showed variable performance, with just over half of reports obtaining successful ratings over the years. The weakest results were related to goal orientation, with lowest ratings overall in 2022, and evidence of limited results frameworks, unrealistic targets and poor indicators, leading to challenges in monitoring. Linked to this was inadequate performance in monitoring frameworks and reporting in many projects, showing areas where further work is still needed.



05

- ▶ Key highlights from the comparison of effectiveness results by CPO and policy outcomes

► KEY HIGHLIGHTS FROM THE COMPARISON OF EFFECTIVENESS RESULTS BY CPO AND POLICY OUTCOMES

This section presents the results of a comparative assessment of average weighted performance ratings of interventions evaluated in 2022, based on their CPOs, aggregated by policy outcome⁷ and region. Results are presented for overall performance, overall effectiveness, and sustainability and impact, and are disaggregated by region in the second part. For ease of comparison, when evaluation reports were associated with several CPOs and corresponding policy outcomes, their performance rating was included in each policy outcome. Due to the heterogeneous distribution of reports across the different outcomes, and limited sample size, results need to be interpreted with caution. [Section 1.3](#) and [Annex 2](#) provide additional details on the methodology used for this assessment.

TABLE 1. POLICY OUTCOMES (2021–22)

Policy outcome 1	Strong tripartite constituents and influential and inclusive social dialogue
Policy outcome 2	International labour standards and authoritative and effective supervision
Policy outcome 3	Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all
Policy outcome 4	Sustainable enterprises as generators of employment and promoters of innovation and decent work
Policy outcome 5	Skills and lifelong learning to facilitate access to and transitions in the labour market
Policy outcome 6	Gender equality and equal opportunities and treatment in the world of work
Policy outcome 7	Adequate and effective protection at work for all
Policy outcome 8	Comprehensive and sustainable social protection for all
Enabling outcome A	Improved knowledge and influence for promoting decent work

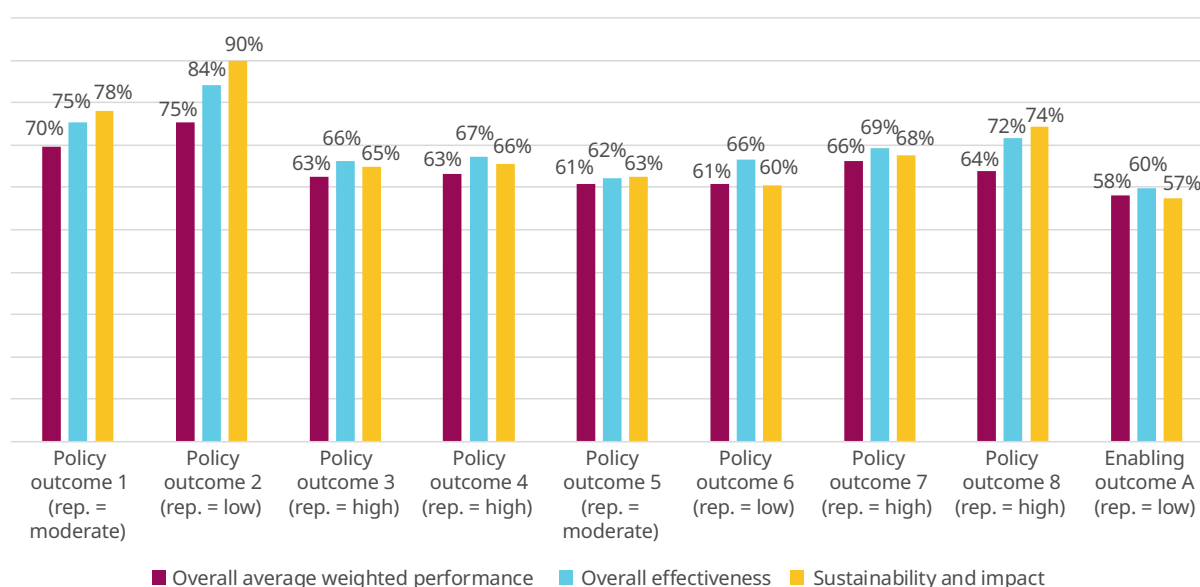
All CPOs linked to ILO policy and enabling outcomes had positive overall average weighted performance, as seen in figure 16. With the limitation of representativeness of the sample in mind, **development cooperation interventions linked to policy outcomes 1 and 7 had the strongest overall average weighted performance. Performance was even higher when looking specifically at the category of overall effectiveness and the subcategory of sustainability and impact.**

This reflects findings related to the successful performance in the inclusion and promotion of social dialogue and international labour standards in many ILO development cooperation interventions. It also reflects the good progress made to (a) provide labour protection; (b) enhance occupational safety and health and COVID-19 protection and responses; and (c) promote formalization, fair and inclusive recruitment processes, and decent work conditions, for all categories of workers, including migrant workers, refugees and host communities, children, youth, women, garment sector workers and workers in the informal economy.

⁷ See table 1 for a list of P&B outcomes.

Policy outcome 8 also performed strongly in terms of overall effectiveness, sustainability and impact, with average weighted scores higher than for policy outcome 7. Enhanced social protection was a goal of many ILO interventions evaluated in 2022, and was an area of high performance, with all but one evaluation showing important achievements in developing inclusive national social protection systems, as well as enhancing social protection and the ability to respond to shocks for specific groups of workers, such as herders in Mongolia, female tea garden workers and their families in Bangladesh, “invisible” workers in Asia, as well as garment sector workers, and young men and women in the informal economy. This was due to high-quality, targeted and impactful generation of evidence, capacity-building, and strong working relationships with a range of partners, leading to new policies and action plans with high likelihood of sustainability.

FIGURE 16. AVERAGE WEIGHTED PERFORMANCE FOR POLICY OUTCOMES BY SELECTED PERFORMANCE CATEGORIES AND SUBCATEGORIES (2022)



Note: The figure contains the level of representativeness (“rep”) of the sample to indicate the extent to which reported performance results can be extrapolated universally. Counts from 1 to 5 were classified as having low representativeness, from 6 to 11 as “moderate” representativeness, and 12 and above as “high” representativeness. Source: ILO Programme and budget for the biennium 2022–23.

Focusing on the overall effectiveness of ILO development interventions evaluated in 2022, performance based on their associated CPOs, and aggregated by policy/enabling outcome and region, is presented in table 2.⁸

⁸ When there are four or more projects, the number is in bold.

TABLE 2. OVERALL EFFECTIVENESS PERFORMANCE (2022)

Policy outcome	Africa	Arab States	Asia and Pacific	Europe and Central Asia	Latin America and Caribbean	Interregional
Policy outcome 1	82%	64%	65%		71%	81%
Policy outcome 2		84%				
Policy outcome 3	66%	68%	66%		71%	64%
Policy outcome 4	73%	46%	71%		66%	51%
Policy outcome 5	55%		64%		60%	74%
Policy outcome 6					71%	67%
Policy outcome 7	68%	56%	76%	71%	68%	66%
Policy outcome 8	61%	72%	71%		72%	76%
Enabling outcome A		57%	63%			

Keeping in mind the number of projects associated with each policy outcome and region, the strongest average weighted performance for overall effectiveness (76 per cent, four projects) was found in Asia and the Pacific, in particular in relation to CPOs associated with policy outcome 7. Strong average weighted performance was also found for sustainability and impact (78 per cent). Three of these projects⁹ were included in the list of most successful projects, and had the strongest performance for this selection: their overall effectiveness was 80 per cent or higher, with evidence of excellent capacity-building efforts and the development of a strong evidence base, leading to improved institutional capacities and important achievements regarding normative work and international labour standards, improved policy environments, and new laws and policies, through multi-stakeholder policy dialogues.

Strong performance for overall effectiveness, and sustainability and impact, was also noted for projects in Asia and the Pacific, contributing to CPOs linked to policy outcomes 4 and 8, with some projects contributing to both.¹⁰ Work done with ILO and social partners in the Pacific led to the inclusion of informal economy organizations in social dialogue, and the formalization of two of these organizations; policy priorities for regarding COVID-19 responses were defined and presented for consideration and inclusion in the drafting of national employment policies. One project focused on home-based “invisible” workers, as well as micro and home-based enterprises, aiming to promote their rights and needs in supply chains and the importance of inclusive social protection for these workers; and there was evidence that tripartite constituents were committed to these issues, which is significant in the overall context of formalization of the informal economy. Other achievements included improved policy dialogue and CSR/responsible business conduct practices at policy and enterprise levels in supply chains in Asia, and improved capacities and awareness of governments and social partners related to the social protection issues of tea garden workers and their families. There was also evidence of substantial awareness-raising and exchange of information on social protection in Thailand among many stakeholders, the extension of the evidence base, and the formulation of proposals for solutions of problems and gaps in the social protection system. In Mongolia, new approaches were tested to extend social protection for men and women herders, contributing to expanding the herders’ understanding about the benefits of the social and health insurance, and its existing legal and regulatory frameworks, and the “Revised Labour Law” includes a full section on labour relations between employers and assistant herders.

⁹ MNG/18/01/RBS, BGD/18/03/CH and RAS/16/13/EUR.

¹⁰ Overall effectiveness: 71 per cent; sustainability and impact: 76 per cent.

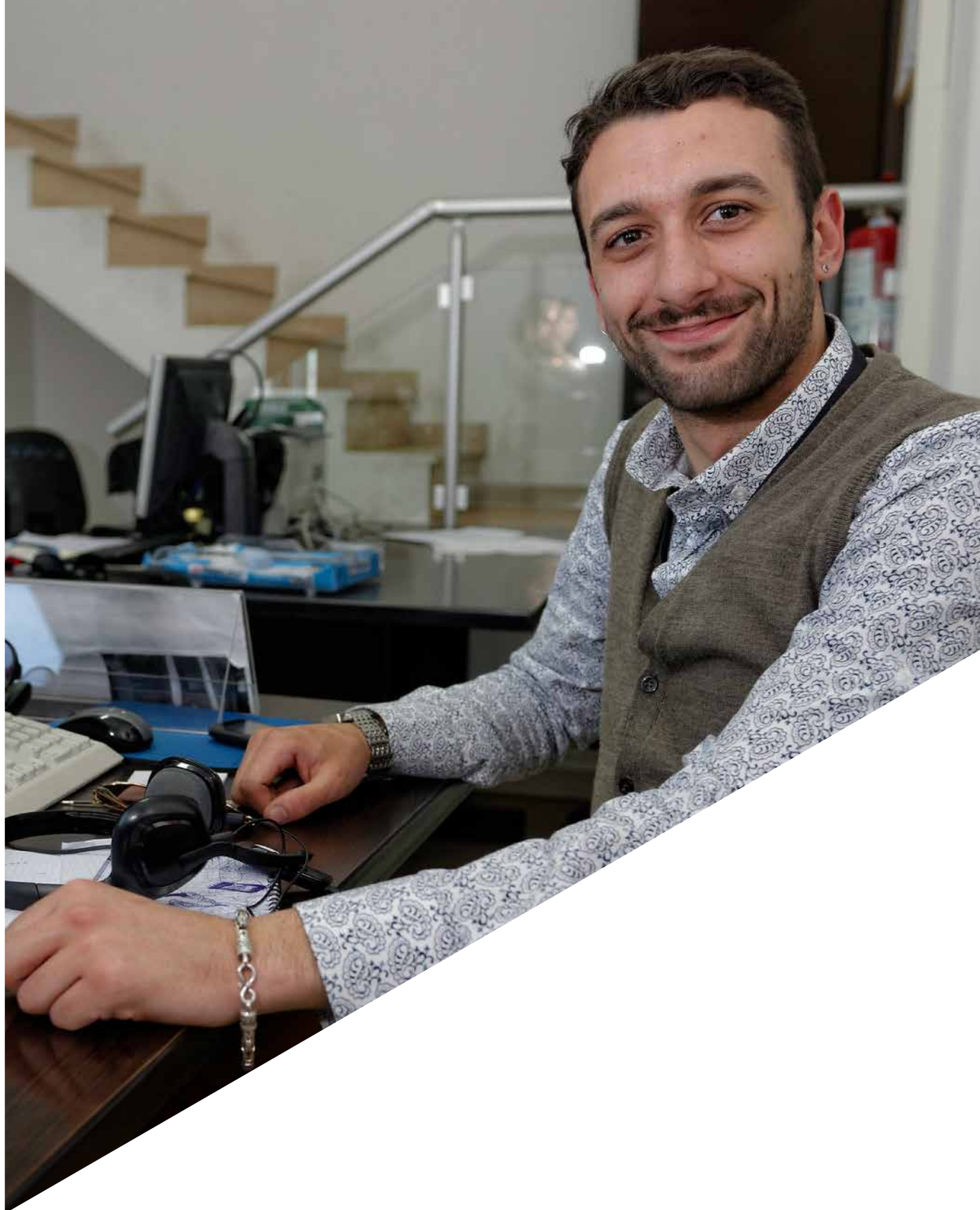
Strong overall effectiveness was found for CPOs in Africa in relation to policy outcomes 1 and 4. This reflected the successful work done to strengthen the capacity of Somali trade unions to promote decent employment conditions, and to enhance national policies and strengthen institutional environment related to decent employment and occupational safety and health in Mozambique. The ILO provided technical support to the promotion of decent work in the context of improved regional governance around the Social and Solidarity Economy, and the promotion of access to the labour market for unemployed youth and not in education, employment or training (NEET) as well as informal economy workers, including women, through specific policies and action plans.

Global/interregional CPOs linked to policy outcomes 1, 5 and 8 also showed good overall performance, and performed well in terms of overall effectiveness and sustainability and impact. Successful results were found for partnership programmes between ILO and Sida, ILO and Irish Aid, and ILO and Portugal, which covered different policy outcomes, including outcomes 1, 5 and 8. These led to (a) a culture of social protection in different project countries; (b) capacity-building of national institutions and social partners; (c) the adoption of policies, strategies and frameworks for the extension of social protection; and (d) support to governments' social protection responses to COVID-19. Achievements related to policy outcome 1 included improved knowledge, frameworks and practices for collective bargaining, industrial relations and social dialogue. Regarding policy outcome 5, the Sida–ILO Partnership's contribution was found to be crucial in supporting the work of the Skills and Employability Branch (SKILLS) to develop and strengthen national and sectoral capacity on identifying skills mismatches and anticipating future skills needs.

For the different CPOs mentioned above, there were consistently strong results for performance related to the other key types of ILO support/means to achieve results, which comprises the ILO's efforts for capacity-building, knowledge development and strategic partnerships, with average weighted performance ranging from 75 to 85 per cent. Performance related to sustainability and impact was also good, ranging from 71 to 78 per cent.

In Latin America, overall effectiveness was strong (71 per cent) for CPOs linked to policy outcome 8, as was performance related to sustainability and impact (76 per cent). ILO technical assistance led to better understanding of the situation of independent workers in Ecuador, and a proposal for extending their social security coverage; meanwhile, in Mexico, the programme took a gender focus to social protection, and posed the challenge of putting care considerations at the centre of the social protection system, advancing policies and regulations that should lead to improved access to social protection and care services for women, domestic workers and agricultural day labourers.

In the Arab States, the highest performance was associated with a technical cooperation project contributing to policy outcome 2. The TCP's objective was to ensure compliance with ratified international labour Conventions and achieve fundamental principles and rights at work for all workers in Qatar, addressing the issues raised in the 2014 complaint against Qatar before the international labour Conventions, thus allowing the Governing Body to close the complaint in 2017. The TCP was very effective in contributing to major labour reforms in Qatar, including the dismantling of the kafala system, and in delivering its expected results, although the implementation of the new laws remains to be fully operationalized and adopted. Good performance was also found for some projects linked to policy outcome 3, including the development and approval of a National Equality Policy, and the adoption of a Child Labour Policy by the Government of Saudi Arabia; meanwhile, in Jordan, social dialogue fostered through ILO support set the ground for improvement of the regulatory framework in the agriculture sector, which represented a large share of the informal economy. The unified contract for Jordanian and non-Jordanian workers, training on occupational safety and health for workers and the employers, training of labour inspections in the agriculture sectors, and the expansion of employment opportunities for women and PwDs are the major results contributing to decent work in the floriculture sector.



06

► Conclusions

► CONCLUSIONS

A new approach has been piloted to present performance results, which may allow for further insights into the performance of development cooperation interventions during a given period.

While good performance was noted for strategic relevance and coherence, including for the link with SDGs and other UN agencies, weaknesses were found in the validity of project design and approaches, often due to overambitious scopes and lack of flexibility to adapt to contexts or changing situations, and limited stakeholder engagement.

There were mixed results regarding the achievement of expected outputs and outcomes, but strong performance for knowledge development, capacity-building, the promotion of international labour standards and normative work, policy influence, and the development of strategic relationships. Many projects achieved results of strategic importance, and the ILO's expertise was widely acknowledged and used. Performance was more variable in terms of the promotion and use of social dialogue and tripartism, and sustainability. Disability inclusion and environmental sustainability were two areas of underperformance, revealing that they were not yet perceived as priority areas in the design and implementation of ILO interventions.

Variable performance was also noted regarding operational and financial efficiency, with strengths found in the way the ILO supported interventions and coordinated internally to achieve synergies and results, but weaknesses in terms of implementation management, inadequate goal orientation and results-based management frameworks, as well as poor monitoring and reporting mechanisms. While many interventions were found to be cost-efficient, weaknesses were noted in terms of the adequacy of human and financial resource use and delivery, as well as the ILO's ability to leverage resources.

Ten projects and/or clustered interventions were categorized as "most successful", based on their overall average weighted performance ratings. While many factors contributed to these results, areas of highest performance were related to knowledge development, capacity-building, policy influence, the strategic importance of results, the promotion and integration of international labour standards and normative work, and social dialogue and tripartism, as well as the development of key relationships and high prospects for sustainability. There was evidence that project success was also associated with good support from the ILO, smooth internal coordination and cost-efficient implementation.

Looking at performance trends over time, results for 2022 were stronger than for previous years in terms of overall strategic relevance and coherence, the promotion of cross-cutting policy areas, and sustainability and impact. Pro-poor targeting and inclusion of specific vulnerable groups in project design and implementation was an area of significant progress in 2022, as was the elaboration and promotion of normative work and international labour standards. Key strengths over the years were associated with building capacities, developing knowledge and establishing strategic relationships, while challenges were noted regarding disability inclusion and environmental sustainability. Success was more variable in terms of overall efficiency, although similar trends emerged over time, with notable weaknesses related to goal orientation, monitoring and reporting, adequacy of resources and leveraging of resources.

Analysis of effectiveness based on CPOs provides useful insights of performance by region and policy outcome. The strongest overall average performance was noted for interventions linked to policy outcomes 1 and 7; performance related to these policy outcomes, as well as policy outcome 8, was even stronger when looking at the overall effectiveness category and subcategory of sustainability and impact. Overall effectiveness by policy outcome varied across regions, with higher performance for CPOs related to policy outcome 7 in Asia and the Pacific; and CPOs linked to policy outcome 4 in Africa. While there was variability in results, and caution should be taken when interpreting these, due to the relatively small sample, the initial results of the pilot approach show that the analysis of performance by CPOs and policy outcomes can help identify trends in effectiveness of ILO development cooperation, and should be continued.



07

- Opportunities and the way forward

▶ OPPORTUNITIES AND THE WAY FORWARD

Drawing on the evidence from evaluation reports from 2022 and the meta-analysis process, the following insights emerged as opportunities to consolidate and improve the ILO's performance in development cooperation interventions.¹¹

Opportunities and areas for further work:

The findings from this meta-analysis reveal the pressing need for the ILO to look at systemic issues of underperformance to understand how to best address challenges and improve effectiveness. These are:

- ▶ When planning new interventions, project teams should be guided by a realistic approach to ensure that local and global realities are considered, and that the scope of implementation is feasible, given the resources available and possible risks. Planning of new interventions needs to allow for the inclusion of stakeholders in the design and implementation by providing mechanisms for participation and social dialogue.
- ▶ Promote Office-wide understanding of why the development and use of results-based management, monitoring and reporting frameworks, and allocation of specific resources to support these, are important, while keeping these frameworks flexible and adaptable to different contexts, especially in multicountry initiatives.
- ▶ Continue promoting coordination within and outside the ILO to achieve results and synergies, and to ensure ownership and sustainability of results.
- ▶ Continue focusing resources on the different types of ILO support, to promote strategic results and ensure sustainability of achievements.
- ▶ Develop updated guidance to explicitly include all ILO cross-cutting policy drivers in project design and implementation, including disability inclusion and environmental sustainability.

Considerations for future meta-analyses of the ILO's performance:

Continue the analysis of performance by CPOs and policy outcomes to better identify trends in effectiveness of ILO development cooperation interventions.

¹¹ Some of these points reiterate those made in previous years, thus identifying key areas where further work is required.



Annexes

ANNEX 1: EVALUATION REPORTS REVIEWED

	Evaluation Title	TC/DC Symbol	Region	Policy Outcome
2022-1	Enhanced capacity of government and social partners to reduce child labour and improve occupational safety and health in Syria	SYR/16/01/RBS, SYR/20/01/CEF, SYR/20/01/RBS	Arab States	1
2022-2	Independent Final Evaluation of the Project "Promoting Economic Empowerment of women at Work through Responsible Business Conduct – G7 countries, WE-EMPOWER-G7"	GLO/17/37/EUR	Inter-regional	3
2022-3	Final evaluation of the project "Decent Work for a Sustainable and Inclusive transformation in Mozambique (Moztrabalha)"	MOZ/16/01/SWE	Africa	Multiple : 1, 3
2022-4	Independent final evaluation of "The way forward after the revolution: decent work for women in Egypt and Tunisia" project (Phase II)	RAF/17/05/FIN	Africa	3
2022-5	SCORE (Sustaining Competitive and Responsible Enterprises) Programme Phase III	GLO/17/54/MUL	Inter-regional	4
2022-6	Improvement of Water Supply Equipment Management Capacity for the Establishment of Peace in Mindanao (Water Project)	PHL/18/04/JPN	Asia and Pacific	5
2022-7	Independent Final Evaluation of "Supporting Ministry of Labour and Social Development in Analysis, Policy and Capacity Development"	SAU/18/01/SAU	Arab States	3
2022-8	Responsible Supply Chains in Asia (RSCA)	RAS/16/13/EUR	Asia and Pacific	Multiple : 3, 4, 7
2022-9	Programme d'appui à l'emploi, l'employabilité et à l'insertion	CPV/16/01/OUF	Africa	4
2022-10	Formalizing Access to the Legal Labor Market for Refugees and Host Communities in Jordan, Phase II	JOR/19/05/USA	Arab States	3
2022-11	ACTION/Portugal (Phase 2): Strengthening of the Social Protection Systems of the PALOP and Timor-Leste - Final evaluation	GLO/19/50/PRT	Inter-regional	8
2022-12	Employment Policies Formulated in Iraq Using Strengthened LMI Systems and LM Statistics	IRQ/18/01/RBS	Arab States	A

	Evaluation Title	TC/DC Symbol	Region	Policy Outcome
2022-13	Develop inclusive insurance market and stimulate innovation in Asia and Latin America	GLO/17/36/PRU	Inter-regional	3
2022-14	Final independent clustered evaluation of outcome-based funding support to ILO projects in the field of employment and skills, social dialogue and labour relations, protection for all at work, gender equality and equal opportunities, and just transition to the green economy for the period 2020–21	GLO/20/04/SWE; GLO/20/05/SWE; GLO/20/06/SWE; GLO/20/07/SWE; GLO/20/08/SWE	Inter-regional	Multiple : 1, 3, 5, 6, 7
2022-15	Strengthening Capacity of Somali Trade Unions to promote decent employment, peace and resilience in Somalia - Final evaluation	SOM/18/02/ITA	Africa	1
2022-16	Mitigando el impacto socioeconómico del COVID-19 sobre el empleo y los ingresos de mujeres trabajadoras por cuenta propia de la economía informal en Bolivia	BOL/20/50/UND	Latin America and the Caribbean	4
2022-17	Evaluación Final Independiente Agrupada del Programa de Formación Profesional de la OIT Colombia / ILO Colombia's Vocational Training Programme - Final Independent Cluster Evaluation	COL/21/01/COL (Formándonos para el futuro); COL/21/03/COL (Tus habilidades son oportunidades); COL/21/04/COL (El futuro es de los jóvenes)	Latin America and the Caribbean	5
2022-18	PATSS- Programa de Asistencia Técnica para la Seguridad Social	ECU/18/02/ECU	Latin America and the Caribbean	8
2022-19	Independent Final Evaluation of National Rural Employment Strategy in Lao PDR towards increasing opportunities for decent and productive employment in rural areas	LAO/16/01/CHE	Asia and Pacific	3
				3
2022-20	Cerrando brechas: protección social para las mujeres en México	MEX/19/50/UND	Latin America and the Caribbean	8
2022-21	Inclusive Economic Recovery through Sustainable Enterprises in the Informal Economies of Fiji, Palau, Tonga, and Vanuatu	RAS/20/53/UND	Asia and Pacific	Multiple : 3, 4, 5
2022-22	Evaluation of Indicators and methodologies for wage setting project	GLO/18/23/NLD	Inter-regional	7

	Evaluation Title	TC/DC Symbol	Region	Policy Outcome
2022-23	Mongolia – MNG 176: Formal Employment is promoted for inclusive and diversified economic growth	MNG/18/01/RBS	Asia and Pacific	7
2022-24	Accelerating Progress towards an Integrated and Modernized Social Protection System for All in Thailand (United Nations Joint Programme on Social Protection for All in Thailand)	THA/19/50/UND	Asia and Pacific	8
2022-25	Projet d'appui à la Jeunesse Tunisienne à travers l'Entrepreneuriat Social et Solidaire (PAJESS)	TUN/18/03/LUX	Africa	4
2022-26	Empowerment for Women and Youth Project (E4WAY) in Zimbabwe	ZWE/16/01/BAD	Africa	4
2022-27	Final Independent Grouped Evaluation of Labor Migration in Peru and Ecuador	RLA/19/03/USA & PER/20/03/ESP	Latin America and the Caribbean	Multiple : 4, 7
2022-28	Evaluation of "Decent Work Opportunities for Refugees and Host Communities in Turkey" Project	TUR/19/02/USA	Europe and Central Asia	7
2022-29	Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia (United Nations Joint Programme on Social Protection for Herders, Mongolia)	MNG/19/50/UND	Asia and Pacific	8
2022-30	Final independent evaluation of the project "Strengthening the capacities of employers' and workers' organizations for greater participation in public and labor policies in São Tomé and Príncipe" (RBSA)	STP/18/01/RBS	Africa	4
2022-31	Industry Skill for Inclusive Growth -Phase 2 (InSIGHT-2)	RAS/19/01/JPN	Asia and Pacific	Multiple : 1, 5
2022-32	Integrated Programme on Fair Recruitment (FAIR), Phase II	GLO/18/08/CHE	Inter-regional	7
2022-33	Final Independent Evaluation of the Technical Cooperation Programme in Qatar (2018 – 2021)	QAT/17/01/QAT	Arab States	2
2022-34	"Improved Business Development Support Services and Entrepreneurship Education Targeting MSMEs and Youth for the Creation of Decent Work Opportunities in Iraq"	IRQ/19/03/DEU	Arab States	4

	Evaluation Title	TC/DC Symbol	Region	Policy Outcome
2022-35	Women in STEM Workforce Readiness ' Women in STEM' Program	RAS/17/04/JPN	Asia and Pacific	5
2022-36	Independent final evaluation of Project "Enhancing Rural Access Agro-Forestry - Improving access to agro-forestry areas (ERA-AF)"	TLS/16/04/EUR; TLS/16/02/EUR	Asia and Pacific	3
2022-37	Training in the Structured HIMO Approach for Small and Medium-Sized Enterprises (SMEs) and Design Offices, carrying out school sites.	MDG/19/04/IFA	Africa	3
2022-38	AMEM: Support for fair migration for the Maghreb	RAF/16/10/ITA	Africa	7
2022-39	Protecting garment sector workers: occupational safety and health and income support in response to the COVID-19 pandemic	GLO/20/20/MUL	Inter-regional	Multiple : 7, 8
2022-40	Towards fair and sustainable global supply chains: Promoting formalization and decent work for invisible workers in South Asia	RAS/17/06/JPN	Asia and Pacific	Multiple : 4, 8
2022-41	Support to university centers for career development (UCCD) in Egyptian public universities	EGY/17/02/AUE	Africa	5
2022-42	The Application of Migration Policy for Decent Work of Migrant Workers Phase II	BGD/18/03/CHE	Asia and Pacific	7
2022-43	Public Private Development Partnership for Renewable Energy Skills Training and Women Economic Empowerment in Somalia	SOM/17/02/SWE	Africa	5
2022-44	Addressing the Worst Forms of Child Labour in Jordan	JOR/20/52/NOR	Arab States	7
2022-45	Independent grouped evaluation of RBSA recovery and economic reactivation projects in the face of the pandemic	BRA107 HND102 JAM104 MEX104 PER157 SLV105	Latin America and the Caribbean	Multiple : 1, 3, 4, 6, 7
2022-46	Enhancing COVID-19 Prevention at and through Workplaces	IDN/21/01/JPN	Asia and Pacific	7
2022-47	Enhancing Social Protection for Female Tea Garden Workers and Their Families in Sylhet Division, Bangladesh	BGD/19/51/UND	Asia and Pacific	Multiple : 4, 8

	Evaluation Title	TC/DC Symbol	Region	Policy Outcome
2022-48	ILO-Irish-Aid Partnership Programme 2016-2022 Inclusive Growth, Social Protection and Jobs	GLO/16/33/IRL (Umbrella), GLO/16/63/IRL, RAF/16/54/IRL, TZA/16/51/IRL, VNM/16/54/IRL	Inter-regional	Multiple : 1, 3, 8
2022-49	BETTER REGIONAL MIGRATION MANAGEMENT (BRMM)	RAF/21/10/GBR	Africa	7
2022-50	Transforming national dialogue for the development of an inclusive national SP system for Lebanon	LBN/19/51/UND	Arab States	8
2022-51	Global Indigenous Navigator Initiative (GINI)	GLO/16/24/EUR	Inter-regional	6
2022-52	Expanding the social protection system for young men and women in the informal economy - Final evaluation	ECU/19/50/UND	Latin America and the Caribbean	8
2022-53	Develop inclusive insurance market and stimulate innovation in Asia and Latin America	GLO/17/36/PRU	Inter-regional	7
2022-54	Decent Work in Jordan's Floriculture Sector - Final evaluation	JOR/19/02/AUS	Arab States	3
2022-55	An integrated and universal social protection linked to Social Protection in South Africa developmental social welfare services in South Africa - final joint evaluation	ZAF/19/51/UND	Africa	8
2022-56	Enhancing Occupational Safety and Health Standards in the Construction Sector in Cambodia	KHM/17/01/JPN	Asia and Pacific	Multiple: 7, A

ANNEX 2: ADDITIONAL INFORMATION ON THE METHODOLOGY USED

Performance categories used for this meta-analysis were composed of different pre-defined criteria (aligned with OECD-DAC recommended evaluation parameters), that were used to rate information from the evaluation reports, using a four-point scoring system, as presented in Figure 1, with a rating of 4 representing the most successful performance. A matrix containing detailed descriptions of each level of scoring for each criterion was used for this meta-analysis. Based on limitations identified by the review team in a previous exercise, some of the rubrics associated with certain performance criteria were slightly modified in 2022, to make them more understandable for assessors, keeping in mind that comparability with previous years would be essential

FIGURE 1. FOUR-POINT SCORING SYSTEM

UNSUCCESSFUL	PARTLY SUCCESSFUL	SUCCESSFUL	HIGHLY SUCCESSFUL
▶ Rating of 1 ▶ Highly deficient performance	▶ Rating of 2 ▶ Basic level of performance but stated need for improvement	▶ Rating of 3 ▶ Adequate level of performance and results	▶ Rating of 4 ▶ Very good level of performance and results

Criteria with insufficient evidence received a score of '0' and were excluded in the quantitative analysis of performance. To achieve the top score (4), evidence needed to justify all aspects of the criterion description.

Qualitative information was obtained from each evaluation report to present evidence and justification for the score of each performance criterion and to allow for more in-depth analysis. Both quantitative and qualitative results were entered in a master table in the form of an Excel spreadsheet, with information on project performance and the availability of performance information "coverage" for each criterion. This allowed for the information to be centralised and facilitated subsequent analysis.

ANALYSIS

The data generated was analysed and presented visually, in the form of key summary tables and graphs, to allow for comparison with the results from the previous Decent Work Effectiveness Reviews. Quantitative data was used to provide information on project performance by criteria, by highlighting the percentage of projects having adequate to very good levels of performance and results ("more successful scores").

Qualitative data was used to provide evidence to support and explain the quantitative findings, and to deepen the thematic synthesis of trends, lessons learned and good practices from the meta-analysis. As such, all findings are backed by evidence and analysis. In-depth analysis was conducted based on key themes.

While this meta-analysis piloted a new way of aggregating criteria into categories and sub-categories, the criteria were not modified.

For methodological robustness and quality assurance purposes, the evaluation team piloted the Performance Criteria Matrix using the same report to determine shared understanding of the concepts defined in the rubrics, and to ensure inter-observer consistency. The reviewers then worked independently, scoring the reports, making comments in a column when relevant, and comparing and discussing scores afterwards. Extreme cases went through double-appraisal and questions were discussed with an EVAL Evaluator, as deemed appropriate.

COMPARATIVE ASSESSMENT OF AVERAGE WEIGHTED PERFORMANCE RATINGS OF INTERVENTIONS EVALUATED IN 2022

Each ILO intervention is linked to one or several Country Programme Outcomes (CPO), which contribute to Policy or Enabling Outcomes (PO). They are also linked to a region. Based on metadata provided by EVAL, CPOs were aggregated based on their associated PO, and region.

The quantitative analysis used weighted performance ratings of interventions linked to the same PO and region to provide an overview of average performance, based on key performance categories and sub-categories, such as overall performance, overall effectiveness, and sustainability and impact. Findings were supplemented by qualitative analysis, which drew from the individual assessments of the evaluated interventions.

PILOT APPROACH: WEIGHTED PERFORMANCE

The use of weights to better assess performance was piloted by assigning weights to each criterion, based on values suggested in the 2022 THINK Piece, and based on extensive experience reviewing these criteria in previous meta-analyses. The idea was to give more weight to the overall effectiveness category, and to “mature” criteria that were at the core of ILO’s work, such as normative work and the promotion of ILS, the use and promotion of tripartism and social dialogue, and the other key types of ILO support /means to achieve results, as well as the achievement of immediate objectives, sustainability of policies, knowledge and capacities.

The strategic importance of results achieved, cost efficiency, and adequacy of resources, as well as the link between project objectives and DWCP/CPOs, constituent support, and validity of design and policy influence were also important criteria in the weighted approach. While the other criteria are also important for evaluative assessments, they are not systematically addressed in evaluation reports, and some were only recently introduced as part of the meta-analysis criteria, therefore their maturity levels are lower.

Strategic relevance and coherence	15
1.1 Link between project purpose and/or objectives and P&B outcomes	1.5
1.2 Causal link between project objectives and DWCP outcomes/CPOs	4
1.3 Constituent support	4
1.4 Validity of design/approach	4
4.1 Consistency and contribution of the intervention to SDGs	1.5

Overall effectiveness	63
Achievement of outputs and outcomes	9
2.1 Quality and completeness of outputs	3
2.2 Achievement of immediate objectives	6
Cross-cutting policy areas	19
1.5 Pro-poor focus	2
1.6 Gender-responsiveness	3
2.5 Normative work / promotion of international labour standards	6
2.9 Tripartism and social dialogue	6
4.2 Disability inclusion	1
4.3 Integration of just transition to environmental sustainability	1
Other key types of ILO support / means to achieve results	18
2.3 Knowledge development	6
2.4 Capacity-building	6
2.8 Strategic relationships	6
Sustainability and impact	17
2.6 Policy influence	4
2.7 Strategic importance of results achieved	5
2.10 Sustainability of policies, knowledge & capacities	6
2.11 Acknowledgement and Use of ILO expertise and involvement	1
3.6 Visibility and accessibility to knowledge and information	1
Overall efficiency	22
Operational efficiency	11
3.1 Results-Based Management approach and goal orientation	2
3.2 Implementation management	2
3.3 ILO support to project	2
3.4 Internal ILO coordination	3
3.5 Monitoring and reporting,	2
Resource efficiency	11
2.12 Resource leveraging	1
3.7 Cost-efficiency	5
3.8 Adequacy of resources	5
TOTAL	117

When calculating weighted performance scores, ratings for individual criteria were multiplied by the weight factor and divided by 4 (highest possible rating).

Weighted performance for Category "N" = $\frac{\{(rating\ for\ criteria\ 1 \times weight\ factor\ for\ criteria\ 1) \div 4\} + \{(rating\ for\ criteria\ 2 \times weight\ factor\ for\ criteria\ 2) \div 4\} + \{(rating\ for\ criteria\ 3 \times weight\ factor\ for\ criteria\ 3) \div 4\}}{(total\ number\ of\ criteria\ for\ Category\ "N")}$

