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Labour
Office
Geneva

Decent work results
and effectiveness
of ILO technical
cooperation:
A meta-analysis
of project evaluations,
2011-2012

September 2013

EVALUATION
UNIT

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technical cooperation: A meta-analysis of project
evaluations, 2011–2012**

International Labour Office

September 2013

Evaluation Unit

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FOREWORD

The ILO strategy for evaluation, as revised in 2011, called upon the ILO Evaluation Unit (EVAL) to embark upon a process by which the Office's effectiveness in achieving short- and medium-term objectives could be better assessed. To this end, in 2011, EVAL launched an ambitious meta-analysis of independent project evaluations completed in 2009 and 2010 to provide feedback on the effectiveness and operational performance of technical cooperation. The results of the study were considered very instructive, shedding light in an independent and systematic manner on the ILO's technical and operational strengths and weaknesses in the design and implementation of technical cooperation.

Building on experience from this earlier study, and following an adjustment of the methodology, a new study was conducted in 2013. This report presents the results of a comparable assessment of ILO's technical cooperation performance through review of final evaluations completed during 2011 to 2012. The overall performance in terms of relevance and effectiveness was quite favourable. Management and implementation performance were rated in the 'adequate' to 'good' range. However, the use of monitoring and evaluation, reporting against results, and the adequacy of resources for the planned results were flagged as 'weak', confirming the findings of the earlier 2011 EVAL study.

While the study suggests an overall satisfactory operational performance, the weak monitoring and reporting of results identified in the study is unfortunately a missed opportunity for the ILO to properly document its achievements.

An independent consultant, Ralf Mauer, prepared this report with guidance from Carla Henry, Senior Evaluation Officer in EVAL, and research assistance from Mariano Mamertino. Its preparation has again yielded insights into how the methodology of such exercises can be improved in the future.

I am confident this report will shed light on those areas on which the Office can focus its attention to optimize performance.

Guy Thijs, Director, ILO Evaluation Unit

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ABBREVIATIONS

DWCP	Decent Work Country Programme
ILO	International Labour Organization
SPF	ILO Strategic Policy Framework
M&E	Monitoring and evaluation
P&B	ILO programme and budget
UN	United Nations

EXECUTIVE SUMMARY

Technical cooperation is an essential instrument for the ILO to accomplish its mission of promoting decent work for all. Currently, resources for technical cooperation activities comprise some 36 per cent of the ILO's total budget. The evaluation of such interventions is, therefore, extremely important in ensuring greater development effectiveness and the strategic management of ILO's resources.

This study reviews some 40 randomly sampled independent final project evaluations, undertaken during 2011–12, covering the ILO's strategic objectives on employment, social dialogue, social protection and standards. Performance information on relevance, efficiency, effectiveness, sustainability and impact is extracted from the evaluation reports and scored for statistical analysis. The meta-analysis identifies common performance patterns across the ILO's range of interventions. It updates a similar study conducted by the ILO in 2011.¹

Summary of findings

Programmes are reported to have at least partially achieved their immediate objectives. The crop of interventions shows very few outliers with better than average performance or underperformers that are significantly weaker than similar interventions. The ILO's performance was assessed to be 'satisfactory' to 'very satisfactory' for a large majority of projects reviewed, noting, however, that performance information was not evenly available in the evaluation reports.

A. Relevance

Technical cooperation is now systematically matched to both the ILO's Strategic Policy Framework (SPF) outcomes and Decent Work Country Programme (DWCP) outcomes, wherever applicable. Institutional coherence is thus no longer a concern. However, at times, reference to the DWCP appears largely a matter of form, and the synergies and complementarities that should result from being part of a DWCP are neither systematically explored during implementation nor adequately addressed in the evaluation reports.

Technical cooperation design has emerged as one of the major shortcomings identified with evaluations frequently pointing to overambitious objectives, unrealistic time frames and inadequate resources. This involves achievements that are beyond the control of the ILO, start-up times that are systematically underestimated, the challenge of overcoming institutional inertia, and general unwarranted optimism that everything goes according to plan.

¹ Available at ilo.org/eval/Evaluationreports/Strategyandpolicyevaluations/WCMS_166028/lang-en/index.htm (accessed 15 October 2013).

Multiple technical cooperation objectives have a tendency to dilute the thrust of programmatic undertakings. A single technical cooperation objective would, however, force those developing the interventions to carefully match components in a more tightly integrated scheme.

Across the various sectors, many of the ILO's technical cooperation measures focus on the poor (child labour, migrants, trafficking, and women's micro-entrepreneurship). Yet, poverty is not specifically discussed and, consequently, projects occasionally lose track of the ultimate impact that addressing poverty conditions should have.

The gender dimension is now generally acknowledged by technical cooperation. However, there is still some way to go before initiatives address gender as a force for change in development. In a number of interventions, the participation of women is nominal, especially in some of the more male-dominated societies. It will take ingenuity to overcome deep-rooted cultural obstacles. Some regional and interregional programmes are, therefore, specifically conceived to deal with gender concerns.

B. Effectiveness

Very often, technical cooperation has been effective in achieving the objectives in terms of knowledge development, capacity building, normative standards, or policy influence. Whether or not the degree of achievement is commensurate with the needs and ambitions of the project, let alone the resources allocated to the initiative, is a separate matter. Performance gaps are attributable to flaws in either intervention design (relevance) or implementation and management (efficiency).

Technical cooperation is also said to have contributed to impact. Logically, this link can certainly be made in quite a number of instances. However, measuring impact is rarely included as part of an intervention's design and, in any event, differentiating between the impact of technical cooperation and other unrelated changes (attribution problem) would be tricky. There is also evidence of sustainability, but whether technical cooperation achievements are ultimately sustained depends on factors that are often beyond the scope of individual schemes.

C. Efficiency

The management of technical cooperation activities is generally a challenge. Good logical frameworks helped managers steer through the complexities of the operational environment. In turn, good management was able to overcome weaknesses in the design. Indicators are not yet systematically part of the achievements framework, but several projects had worked them in as part of their activities. Too few programmes establish baselines to measure progress. In general, monitoring is not yet sufficiently integrated into programme implementation. However, accountability frameworks, usually in the form of project steering committees, are becoming more commonplace. Nevertheless, little is said in evaluation reports about how they are functioning.

Management across country borders involving backstopping by ILO headquarters has worked satisfactorily, but bureaucratic inertia and remoteness of decision-making have

repeatedly been obstacles to programme implementation. Decentralized management structures tended to be more responsive to country needs, especially when supported by local management and clearly established support lines.

Cost efficiency does not seem to have been an issue, but the adequacy of programme resources was frequently a problem. In some cases, the lack of funding and staff was seen as having contributed to cost efficiency. In others, it led to inefficiency and poor performance. In a few cases, resource endowments were quite comfortable.

Lessons learned

Technical cooperation programmes have difficulties drawing broader lessons that go beyond the programme and help to promote organizational performance. In general, lessons are drafted for the immediate management needs of the programme.

Recommendations

Recommendation 1: Ensure that technical cooperation programmes' objectives are achievable with available resources and within the planned time frame. Designers should be made to reflect experience with similar operations in a more systematic manner, notably by paying attention to slippages in terms of achievements, time frame and budgets. In turn, programmes should have built-in reserves to enable management to deal with unplanned contingencies. Incentives would have to be introduced to protect such reserves from being used as regular programme resources.

Recommendation 2: Invite designers of technical cooperation interventions to frame integrated programme objectives favouring more coherent design with greater attention to dependencies and prioritization. Ideally, interventions should have a single objective. Hence, capacity-building objectives would be framed around target components for a functional national, regional or global system. A similar logic applies to research, advocacy and direct support interventions. This would benefit a logical structure and, more generally, the management of programmes.

Recommendation 3: The ILO's technical cooperation activities need to take gender issues beyond simply ensuring women's participation. Gender sensitivity has to become a major vector of development effectiveness. In addition to special programmes dealing with gender issues, special gender inputs should be required for the majority of interventions and they need to be carefully adapted to the operational environment.

Recommendation 4: With outcome/impact measurement clearly beyond the scope of individual interventions, there is a need to link ILO programmes to overarching government policy impact and outcome evaluations. At the project level, this requires, inter alia, paying closer attention to their particular contribution to national/regional/global outcomes and impact relative to other ILO initiatives and other development actors. Complementarity and coordination with inter-related activities has to be an ongoing concern.

Recommendation 5: Individual technical cooperation interventions should be more attentive to the risks and opportunities within the relevant institutional environment, including weaknesses in national institutional capacities, for greater sustainability.

Recommendation 6: ILO sectors should maintain and, as necessary, reinforce focus on the quality of logical framework design. The design process should associate operations management so as to ensure the active integration of logical frameworks into the ongoing management of the intervention. Similarly, logical frameworks deserve closer focus by programme accountability structures.

Recommendation 7: Boost the use of performance monitoring in technical cooperation operations through measures stimulating the systematic collection of baseline data and greater integration of indicators into operational management at project start-up (measuring progress and guiding management action) rather than just as a reporting tool. A monitoring plan should become standard practice.

Recommendation 8: ILO management should take measures to reduce bureaucratic inertia of technical cooperation support structures through faster procedures, greater flexibility, and more decentralized management that are compatible with oversight and governance requirements. A shift to greater ex-post accountability should be considered.

1. INTRODUCTION

1.1 Background

Technical cooperation evaluations provide the ILO with valuable information on its performance and effectiveness in advancing its Decent Work Agenda (DWA). Exploiting this information at the organizational level is not straightforward as the thrust and scope of projects, as reflected by their evaluations, vary significantly. Evaluation findings and conclusions cannot be easily aggregated to yield meaningful guidance on its operational performance in the area of technical cooperation. This study was designed to overcome this difficulty by submitting technical cooperation evaluations to meta-analysis, a statistical methodology to identify common patterns, discrepancies, or other interesting relationships between studies, and by developing a strategic management narrative around evaluation criteria results.

This is the second in a series of meta-analyses of independent final technical cooperation evaluations managed by the ILO's Evaluation Unit (EVAL).² This report covers independent final project evaluations completed in 2011 and 2012.

1.2 Purpose

The study is designed to assist ILO in making full use of performance information from project evaluations in order to gauge its organizational performance and guide its organizational approach to technical cooperation activities (see Annex V. Terms of reference). In particular, it:

- summarizes the findings of independent evaluations within the context of the Decent Work Agenda, and the SPF outcomes within the context of pre-specified performance indicators;
- identifies aspects and trends in ILO operational performance linked to the implementation of technical cooperation (main means of action, partnerships, etc.);
- synthesizes key issues and insights from the analysis and makes recommendations to guide future operations based on identified challenges.

² A growing number of ILO evaluations concern programmes jointly implemented with other UN agencies; they are not included in the current meta-analysis as their integration will require some methodological re-thinking inasmuch as their performance focus shifts towards broader socioeconomic and inter-agency coordination and collaboration issues.

1.3 Approach and methodology

The present meta-analysis builds on a previous study completed in 2011. Its approach has been refined to address some of the shortcomings of the previous exercise. These relate to statistical sample size, choice and definition of indicators, and methods for assigning scores, to further enhance the institutional learning potential of the meta-analysis.

The meta-analysis reviews the evaluation reports to extract performance information on technical cooperation relevance, efficiency and effectiveness (along with sustainability and impact) in line with a detailed set of evaluation criteria (Annex I). A pre-defined scoring system (Annex II), with scores ranging from a ‘highly unsatisfactory’ rating of 1, to a ‘highly satisfactory’ rating of 6 with intermediate ratings of ‘un/satisfactory’ (2 and 5) and ‘somewhat un/satisfactory’ (3 and 4), is applied to rate the project’s relative performance ex post.

Statistical analysis of the dataset is used to identify relationships between performance criteria for the various projects. This statistical information is then combined with qualitative information gathered from the evaluations, as recorded in individual project scoring sheets. This is then used to produce a narrative on prevalent issues and factors facilitating or hindering ILO’s contribution to developmental effectiveness (relevance, effectiveness, sustainability and efficiency), and to derive related recommendations for decision-makers at the executive, strategic and operational management levels, as well as for the evaluation function.

This meta-analysis synthesizes the results of some 40 independent final technical cooperation evaluations carried out over the period from 2011 to 2012 (23 evaluations were performed in 2011 and 17 in 2012). The sample was randomly selected from a total list of 45 possible reports.

The meta-analysis includes evaluations of country, regional and interregional projects with budgets over US\$1 million that were implemented by the various ILO sectors and regions. The evaluations included in this sample represent some 90 per cent of the total population of final evaluations. There was no additional quality pre-screening beyond what was done during the ILO’s evaluation quality appraisal process. As such, the sample includes evaluations of variable quality.

A senior external evaluator carried out the meta-analysis between May and July 2013. He received the support of a research assistant responsible for data management and statistical analysis and advice from a senior evaluation officer in EVAL.

1.4 Limitations

The results of the study are not fully representative of ILO’s technical cooperation performance, however, they cover 90 per cent of all final evaluations of projects over US\$1 million completed during 2011–12, and the funding involved constitutes some 75

per cent of ILO's technical cooperation expenditure for those two years. However, the selection does not necessarily reflect ILO's sectoral, geographical or SPF outcome distribution of projects because of the variable duration and size of projects. It also excludes evaluations of projects below the US\$1 million mark.

The screening of evaluation reports and scoring of projects according to pre-defined evaluation criteria was in itself challenging as the evaluations vary significantly in their discussion of project performance. Scoring is influenced by a host of factors, including the quality and rigor of evaluations, their coverage of performance criteria (from none, implicit, minimal to extensive), and the individual bias of evaluators, who may be excessively generous or strict in their assessments.

The rating of technical cooperation according to performance criteria by a third-party reviewer introduces an additional distortion, as the reviewer is called upon to interpret uncertain or very limited information and to be consistent in his judgement across the sample portfolio. Sometimes it is difficult to make the distinction between a good evaluation and a good project. The difficulties of third-party scoring of project performance based on evaluation information have already been highlighted by the previous meta-analysis. It suggested that evaluators should conduct the scoring at the time the evaluation is carried out to improve the validity of the ratings (p. xii). This meta-analysis supports this statement.

In spite of these caveats, the study offers a useful glimpse into some of the performance dimensions and issues relating to ILO's technical cooperation work.

1.5 Structure of the report

Section 1 of the report explains the background and approach of the study. **Section 2** presents the results of the meta-analysis. **Section 2.1** details the performance criteria and aggregates the performance dimensions guiding the meta-analysis. **Section 2.2** analyses project performance (development effectiveness) emerging from these evaluations in terms of their strategic relevance and alignment, technical effectiveness, outcome effectiveness, sustainability, management efficiency, accountability and resource monitoring, financial/cost efficiency. Based on the results of the meta-analysis, **Section 2.3** showcases examples of technical cooperation approaches that worked across ILO's strategic objectives. **Section 3** develops a set of recommendations from the findings and conclusions. A brief analysis on the coverage of project performance by evaluations along the dimensions of relevance, effectiveness, sustainability, impact and efficiency is included in **Annex I**.

2. FINDINGS AND CONCLUSIONS

2.1 Evaluation of ILO technical cooperation

2.1.1 Performance measurement model

The study uses an updated version of a performance model that was initially developed for the previous meta-analysis. It groups measurement of ILO technical cooperation performance into seven main categories covering different aspects of ILO's operational and development effectiveness. The categories or dimensions provide a coherent narrative of technical cooperation performance. They are shown below together with their component performance criteria:³

- **Strategic relevance and alignment**

Global strategic relevance

Technical cooperation has a clear and compelling link to the ILO's organization-wide programme and budget (P&B) outcomes, which have been translated into a concrete set of goals and priorities at the operational level.

Country (decent work situation) relevance

The intervention exhibits a clear and compelling link to the DWCP outcome(s), which have been translated into a concrete set of actions and priorities at the operational level. It forms part of a strategic framework for ILO's interventions in the country and responds to national decent work priorities.

Validity of design/approach

Policy-makers endorse the objective and technical approaches adopted by the programme. Strategies and services are well defined and fully aligned with project objectives, and are clearly linked to one another and to the overall strategy. Synergies across programmes are captured.

Gender sensitive

Gender analysis is part of the situational assessments. Strategies to address gender inequality issues effectively implemented. Gender-sensitive indicators are disaggregated by sex, age and socioeconomic background

³ Based on the experience of the previous exercise, the number of performance indicators has been reduced reflecting the need to combine overlapping indicators.

- **Technical effectiveness**

Knowledge development

Targeted, high-quality research and/or knowledge development generates creative ideas and solutions. The initiative effectively translates these ideas into workable concepts. The strategic dissemination of knowledge raises awareness and supports key decisions.

Capacity building

Technical cooperation builds, leverages and maintains strong, high-impact capacity building at individual and institutional levels for relevant stakeholders. Capacities are anchored in organizational operations to be sustained in the long term.

Normative work/standards promotion

The intervention embeds effective elaboration and promotion of relevant international labour standards. Governments, employers and workers alike back these through programme-supported initiatives. International labour standards lay down the social standards agreed upon by the government through tripartite processes.

Policy influence

ILO proactively and reactively influences policy-making, in a highly effective manner, on local and national levels. It is ready for and often called on to participate in substantive policy discussions and, at times, initiates discussions.

- **Outcome effectiveness**

Contribution to national development/impact

Stakeholders consider that the results are of high strategic importance to achieving national development outcomes in the focus area. Results are of strategic importance and used by stakeholders. The intervention successfully targets development constraints and there is evidence of ILO contribution.

- **Sustainability**

Sustainability of results

The possibility of maintaining or scaling up existing interventions is positive and, when appropriate, action is taken towards this end. It is highly likely that partners will be able to grow existing capacities and programmes to meet evolving needs. An exit strategy has been prepared and is applied. Constituents assume ownership and responsibility. Risks threatening to undermine the programme's achievements are actively addressed.

- **Efficiency of management**

Planning framework

The programme's implementation and annual workplans are coherent and actionable, and linked to overall design and results. The implementation strategy is well known and consistently helps drive behaviour at all levels of the management team. There is a clear logical fit between indicators and outcomes. The activities produce the expected results and are maintained throughout the project.

Decision-making

The programme has robust, lean and well-designed decision-making, planning and review processes in place. These are followed to ensure effective and efficient functioning.

Backstopping

The roles and responsibilities of the ILO and implementing partners are clearly understood and complement each other. ILO's technical, programmatic, administrative and financial support is satisfactory.

Collaboration and coordination

Collaboration or integration between different projects and units is regular and effective with few coordination issues. Relationships are shaped by opportunities and needs (rather than hierarchy or politics).

▪ **Accountability and resource monitoring**

Goal orientation

The intervention has a limited set of quantified, demanding performance targets in all areas. Targets are tightly linked to aspirations and strategy, and are output/outcome-focused (i.e. results of doing things right, as opposed to inputs, things to do right), with annual milestones. Staff consistently adopt targets and work diligently to achieve them. The time frame is practicable.

Monitoring and evaluation (M&E) framework

The M&E framework is in place to measure progress and to evaluate activities leading to the identification of lessons learned. Information for monitoring the performance and results indicators has been identified. Baselines have been developed and used. Recommendations of mid-term reviews are acted upon.

Accountability framework

Governance structures, accountabilities and responsibilities are well specified and implemented. Effective government oversight is exercised, and clearly reinforces ownership and sustainability. Reporting is effective and based on clear outcome results and indicators.

- **Financial/cost efficiency**

Cost efficiency

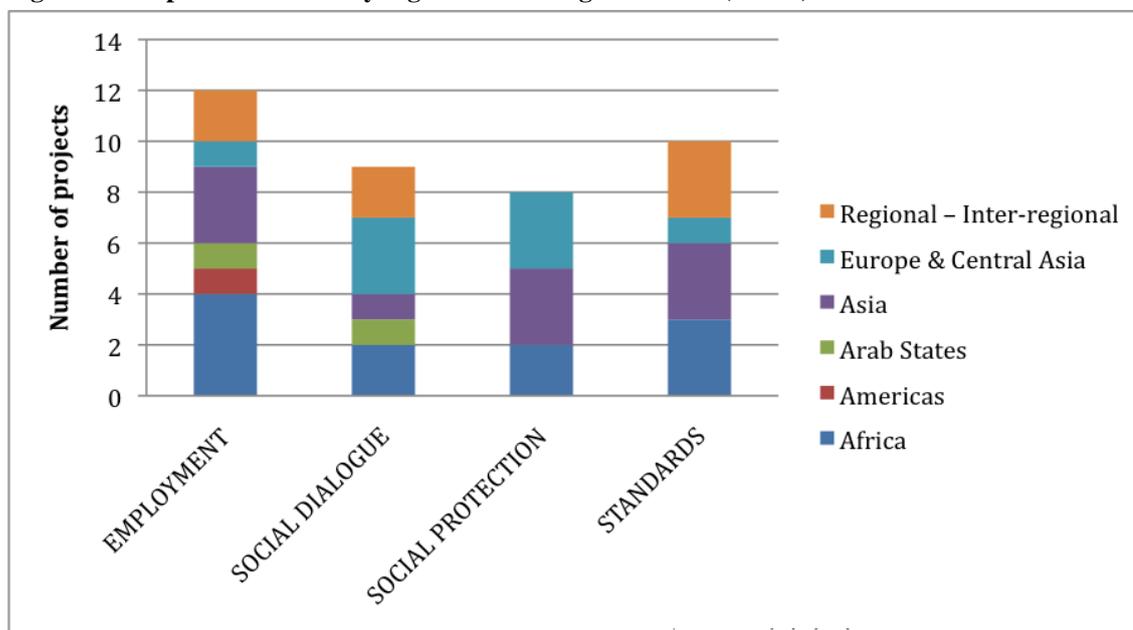
Resources are used strategically and effectively. The results achieved justify the costs.

Adequacy of resources

Human and financial resources are sufficient to deliver project outputs and objectives. Project funds are delivered in a timely manner.

2.1.2 Coverage

Figure 1. Sample distribution by region and strategic outcome (n=40*)



Strategic outcome

Of the 40 projects reviewed,⁴ 12 fell under the strategic objective cluster on ‘employment’, while 10 were related to ‘standards promotion’. ‘Social dialogue’ and ‘social protection’ had a comparatively weaker coverage with nine and eight evaluations, respectively. One evaluation was under a separate gender group via the ILO strategic outcome on ‘discrimination at work’; while several others under the remaining outcome groups also had a gender focus.

⁴ The 40 project evaluations represent the quasi-totality of evaluations of projects with budgets over US\$1 million carried out in 2011 and 2012.

Region

In terms of regional coverage, 11 evaluations were from Africa, followed by 10 from Asia, and eight from Europe and the Commonwealth of Independent States (CIS). The sample included two evaluations in the Arab States and one in Latin America and the Caribbean. Seven regional project evaluations and one interregional project evaluation completed the sample. Twelve projects were administratively backstopped from Geneva and the rest from field and regional offices.

2.2 Development effectiveness – scoring results

This section reports the results of the review under the three general performance areas – relevance, effectiveness (including sustainability and impact), and efficiency. For each of the associated review criteria, quantitative findings are presented alongside some qualitative analysis.

On the whole, the vast majority of interventions in the sample are reported to have at least partially achieved their immediate objectives. There are only a few outliers with better than average performance or underperformers with significantly weaker performance compared to other areas. Evaluation coverage, which is further discussed in Annex I, affects the significance of results. The chart below provides an overview of the coverage together with a simplified binary rating for each of the six performance dimensions and their associated criteria. For this purpose, performance with ‘somewhat satisfactory’ (r=4), ‘satisfactory’ (r=5) and ‘highly satisfactory’ (r=6) numerical ratings have been added up to reflect ‘**more satisfactory**’ performance, whereas data from ‘highly unsatisfactory’ (r=1), ‘unsatisfactory’ (r=2) and ‘somewhat unsatisfactory’ (r=3) ratings have been aggregated to reflect ‘**less satisfactory**’ performance. Results with a greater level of significance, covered by 70 per cent or more evaluations, are marked in bold. As table 1 shows, ILO’s performance has been satisfactory in the vast majority of cases where the evaluations have covered the performance indicator in question. The data show relatively uniform accomplishment across the aggregated performance dimensions with ‘strategic relevance and alignment’ coming out on top and ‘accountability and resource monitoring’ underperforming relative to other performance criteria.

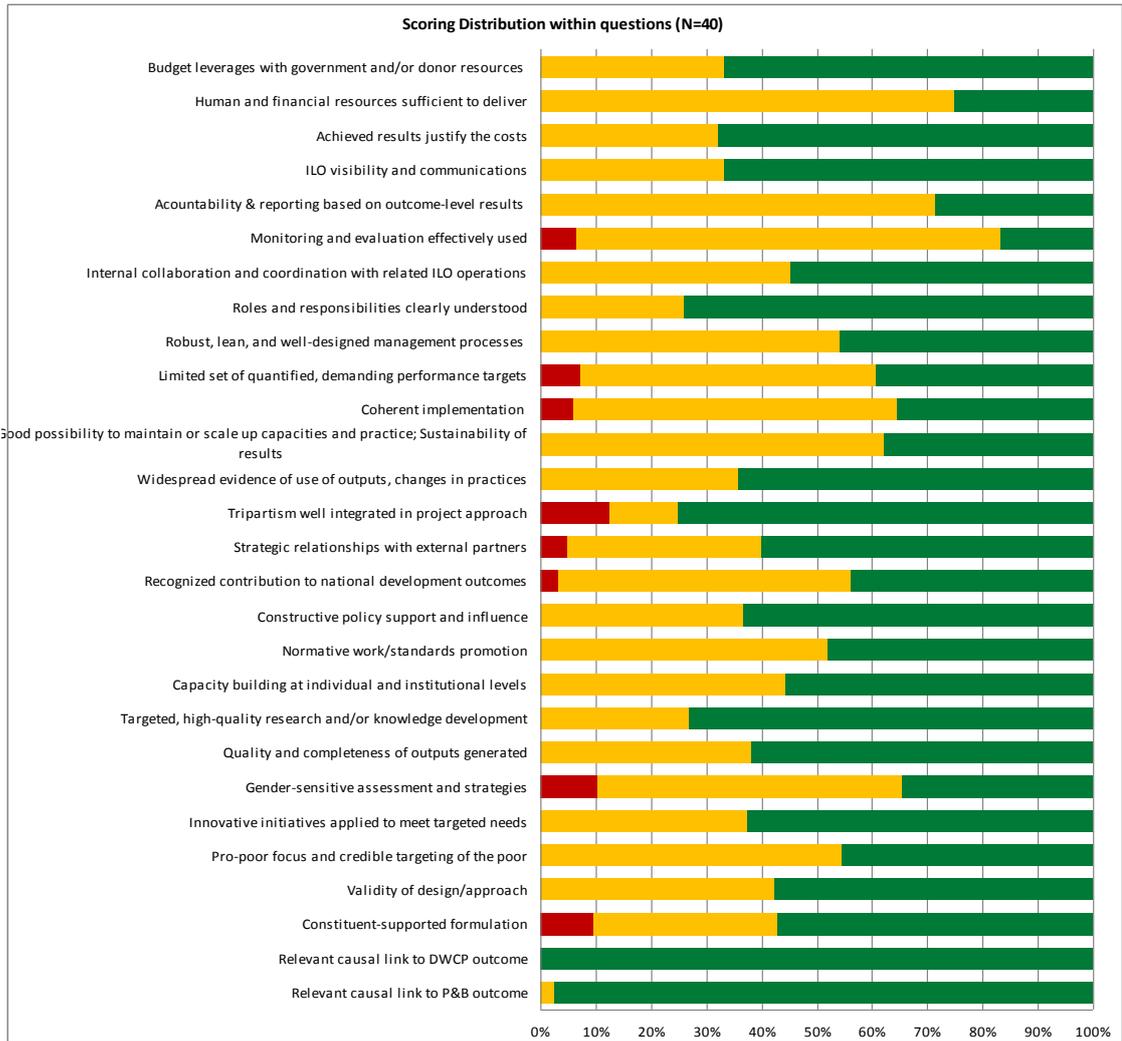
Figure 2 provides an additional breakdown on the distribution of scoring for each performance indicator. This view shows that ILO was found in only a few projects to have demonstrated ‘very poor’ to ‘poor’ performance on selected performance aspects (denoted in red).

Table 1. Performance criteria – coverage and summary results

Performance area/criteria	Number of evaluations	Coverage*	More satisfactory (%)	Less satisfactory (%)
1. Strategic relevance and alignment				
1.1 Validity of design/approach	40	Strong	92.5	7.5
1.2 Pro-poor focus	11	Weak	81.8	18.2
1.3 Innovative initiatives	9	Weak	100.0	0.0
1.4 Gender sensitive	30	Strong	72.4	17.6
2. Effectiveness, sustainability and impact				
2.1 Quality and completeness of outputs	36	Strong	94.3	5.7
2.2 Knowledge development	27	Moderate	100.0	0.0
2.3 Capacity building	37	Strong	94.4	5.6
2.4 Normative work/standards promotion	26	Moderate	96.0	4.0
2.5 Policy influence	31	Strong	86.7	13.3
2.7 Contribution to national development / impact	33	Strong	84.4	15.6
2.8 Strengthening tripartism	26	Moderate	95.2	4.8
2.9 Sustainability of results	38	Strong	81.1	18.9
3. Implementation performance and efficiency of management and resource use				
3.1 Planning framework	34	Strong	73.5	16.5
3.2 Goal orientation	29	Strong	75.0	25.0
3.2 Decision-making	25	Moderate	79.2	20.8
3.3 Backstopping	27	Moderate	92.6	7.2
3.4 Collaboration and coordination	37	Strong	90.3	9.7
3.5 Monitoring and evaluation framework	30	Strong	63.3	36.7
3.6 Accountability framework	14	Moderate	71.4	28.6
3.7 Visibility and accessibility to knowledge and information	6	Weak	100.0	0.0
3.8 Cost efficiency	29	Strong	100.0	0.0
3.9 Adequacy of resources	29	Strong	64.3	35.7
3.10 Resource mobilization	10	Weak	88.9	11.1

* Strong (28 < n), moderate (13 < n < 28), weak (n < 13).

Figure 2. Distribution of ratings by performance criteria



Red/dark grey (1–2 very poor to poor), yellow/light grey (3–4 adequate but needing improvement), green/medium grey (5–6 good to excellent).

Detailed results by ILO strategic objectives and regions are displayed in the tables 2 and 3 below. The weakest results that indicate a clear need for increased attention to the performance dimension are shaded in yellow (averages of four or below are highlighted). Table 2 shows the average scores on performance dimensions by strategic objective. Again, accountability and resource monitoring come out as one of the weakest performance dimensions for three out of four strategic objectives. Sustainability concerns weigh to a greater extent on interventions supporting the ‘social dialogue’ and ‘standards’ strategic objectives. Geographical performance information (table 3) has to be taken with a degree of uncertainty as the statistics for some of the regions are based on very few observations.

Table 2. Performance dimensions by strategic objective: Means and standard deviation (in brackets)

Performance dimension Strategic objective	Strategic relevance and alignment	Technical effectiveness	Outcome effectiveness	Management efficiency	Accountability and resource monitoring	Financial/cost efficiency	Sustainability
Employment	5.0 (1.20)	4.8 (0.72)	4.6 (0.92)	4.4 (1.08)	3.9 (1.04)	4.3 (0.91)	4.7 (0.49)
Social Dialogue	5.3 (0.90)	4.7 (0.55)	4.3 (0.76)	4.4 (0.77)	4.0 (0.82)	4.4 (0.67)	3.9 (0.64)
Social Protection	5.3 (0.96)	4.6 (0.92)	4.3 (0.82)	4.5 (0.92)	3.8 (0.99)	4.4 (0.84)	4.4 (0.92)
Standards	5.2 (1.11)	4.5 (0.88)	3.9 (0.99)	4.5 (0.92)	4.1 (0.94)	4.4 (0.93)	3.8 (0.83)
Average	5.1	4.7	4.5	4.4	4.0	4.3	4.2

Table 3. Performance dimensions by geographical region: Means and standard deviation (in brackets)

Performance dimension Region	Strategic relevance and alignment	Technical effectiveness	Outcome effectiveness	Management efficiency	Accountability and resource monitoring	Financial/cost efficiency	Sustainability
Africa	5.1 (1.26)	4.3 (0.76)	4.2 (0.63)	4.3 (0.92)	4.0 (0.87)	4.2 (0.81)	4.1 (0.70)
Americas*	5.0 (1.41)	5.0 (0.00)	5.0 (n/a)	5.0 (0.82)	3.0 (n/a)	5.0 (0.00)	5.0 (n/a)
Arab States**	4.5 (1.52)	4.2 (0.75)	4.0 (n/a)	4.0 (0.89)	2.8 (0.50)	3.0 (n/a)	4.0 (n/a)
Asia and the Pacific	5.2 (0.99)	4.8 (0.71)	4.4 (0.88)	4.4 (0.83)	4.1 (0.78)	4.5 (0.92)	4.3 (0.82)
Europe	5.4 (0.80)	5.0 (0.86)	4.3 (1.28)	4.7 (0.90)	4.0 (1.25)	4.6 (0.73)	4.4 (0.98)
Interregional	5.3 (0.90)	4.8 (0.70)	4.5 (1.00)	4.4 (0.97)	4.2 (1.03)	4.3 (0.83)	4.0 (0.76)
Average	5.1	4.7	4.5	4.4	4.0	4.3	4.2

* Based only on one observation, ** based only on two observations.

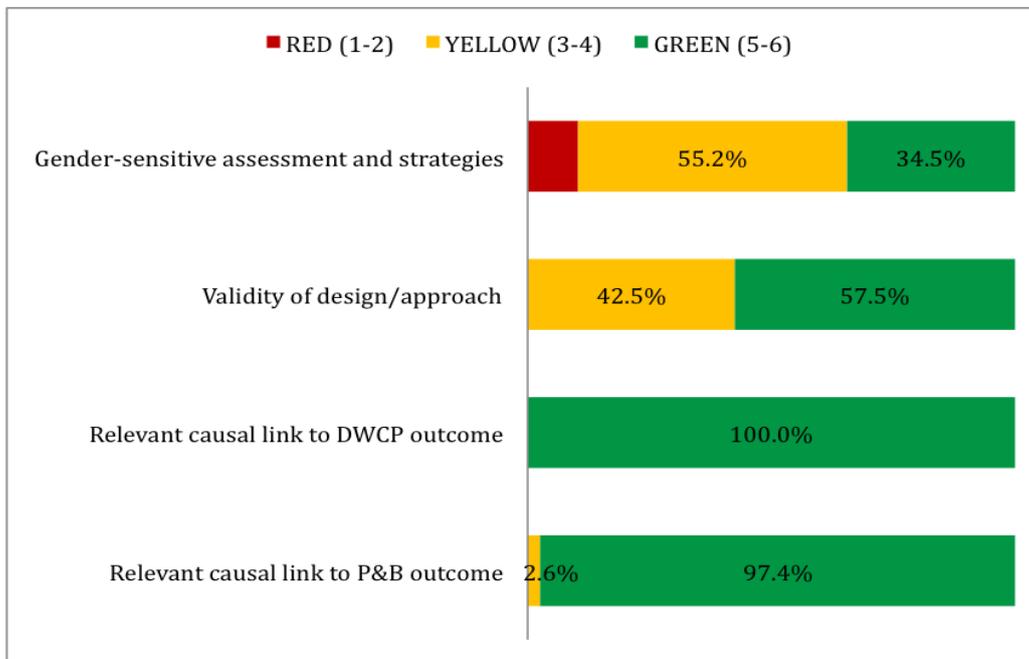
2.2.1 Strategic relevance and alignment

Linking interventions to both the ILO's institutional strategic outcomes and DWCPs ensures the relevance of technical cooperation. Data show that interventions are now systematically (approaching 100 per cent) matched to SPF and DWCP outcomes, where applicable. Institutional coherence by linking resources is thus not a concern. At times, however, reference to the DWCP appears to be more a matter of form than

practice, as coordination and collaboration with related initiatives in the context of the DWCP remain limited, and synergies and complementarities are not systematically explored (figure 3).

Technical cooperation design and approaches do not always convert this potential into benefits. Even though the majority of programmes are rated ‘satisfactory’ or better, some 42.5 per cent earn a ‘somewhat satisfactory’ to ‘somewhat unsatisfactory’ rating on design. Evaluations regularly point to overambitious objectives, unrealistic time frames and inadequate resources. They also mentioned achievements that are beyond the control of the programme, for example, operation start-up times that are systematically underestimated, the challenge of overcoming institutional inertia, and general unwarranted optimism that everything goes according to plan are cited in this connection.

Figure 3. Strategic relevance and alignment



Evaluations regularly point to overambitious objectives, unrealistic time frames and inadequate resources. They also mentioned achievements that are beyond the control of the programme, for example, operation start-up times that are systematically underestimated, the challenge of overcoming institutional inertia, and general unwarranted optimism that everything goes according to plan are cited in this connection. As the quality of programme design and approaches have a positive correlation with achievement at output and outcome levels, improving them is likely to produce positive returns in terms of overall effectiveness. Similar results were already reported in the 2009–2010 meta-analysis (see box 1, p. 26).

A salient design issue is multiple objectives. These have a tendency to dilute a project’s thrust. With as many as three, five and sometimes more objectives, some interventions reportedly had problems prioritizing and maintaining their focus. For instance, the evaluation report on **BGD/07/01/NET Time-Bound Programme – Urban Informal**

Economic Program on Prevention and Elimination of the Worst Forms of Child Labour in the Urban Informal Economy of Dhaka Metropolitan Area points out that, “there were too many strategic pillars for the project to address” and “too many implementing agencies and too many objectives and outputs to be reached.” It recommends “in order to make the project more manageable and to be able to focus on higher quality for fewer components...scaling down on its ambitions.” A single objective would force programme developers to carefully match components in a more tightly integrated operation.

For many of the programmes, the various interventions focus on the poor (child labour, migrants, human trafficking, women’s micro-entrepreneurship), but the degree of focus on poverty is not regularly analysed in the evaluation reports. Where it is addressed, the link between the benefits from the intervention to poverty reduction does not always appear to be a direct one. As a result, technical cooperation sometimes fails to document whether it is sustainably addressing poverty issues.

‘Innovative initiatives’, another evaluation criterion supporting relevance, is not often discussed in evaluation reports. The analysis found that approximately nine out of 40 had done so. The concept of innovation is not so clear-cut. For the scoring, interventions were qualified as innovative initiatives if they came up with new ways to meet the needs of recipients. Now, programmes regularly introduce beneficiaries to approaches that mark a change from what they practiced in the past. Does this then qualify as innovation? ILO needs to come to grips with the meaning and use of innovation as an evaluation criterion for technical cooperation.

The gender dimension is now generally acknowledged in interventions. However, there is still some way to go before technical cooperation plainly addresses gender as a force for development. For the moment, gender analysis is not a standard element of the situational assessment of interventions, and gender-disaggregated data are not part of the toolset for managing programmes.

In a number of undertakings, the participation of women was nominal, especially in some of the more traditional male-dominated societies. In this regard, an evaluation pointed to “the persistence of gender discrimination has to do with the existing traditional practices that continue to hinder the promotion of gender equality and related matters for the successful implementation of development programmes” (**SIL/10/01/OUF Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone**). It will take ingenuity and persistence to overcome deep-rooted cultural obstacles.

Some interventions, in particular regional and interregional, but also a few national ones, are therefore specifically conceived to deal with gender concerns, e.g. **INT/08/68/IRL Women’s Entrepreneurship Development and Gender Equality: Phase 3**, **INT/09/61/NOR BASIC: Gender Equality in the World of Work in Brazil, Angola, South Africa, India and China**, and **CMB/09/04/SPA Social Protection and Gender**, which target women workers in the garment industry, or **UKR/08/02/EEC Gender Equality in the World of Work**. In some programmes,

additional dedicated funding was brought in to increase gender focus, such as **INS/08/02/NAD Combating Forced Labour and Trafficking of Indonesian Migrant Workers, Phase II**.

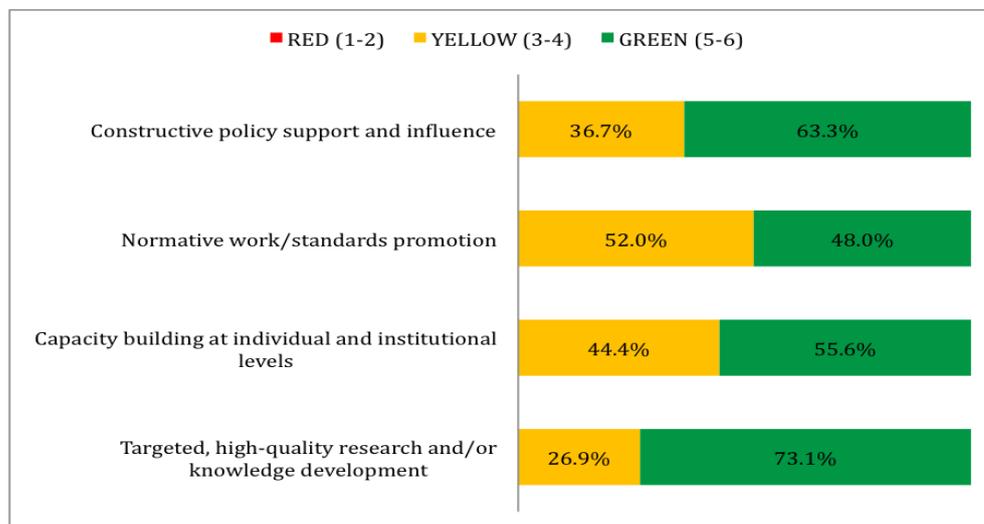
Several evaluations, including **INT/08/15/EEC Promotion of indigenous and tribal peoples’ rights through legal advice, capacity building and dialogue**, and **ZAM/07/01/FIN Broad-Based Wealth and Job Creation in Zambia: Economic Empowerment through MSME Development** suggest that “*gender (women) concerns* should be built into project log frames by way of output, outcome and impact indicators otherwise the participation and sharing of project benefits by women may inadvertently be side-lined.”

2.2.2 Technical effectiveness

Technical cooperation programmes have been effective in achieving many of the objectives set for them in terms of knowledge development, capacity building, normative standards, or policy influence. Programme objectives reflect the wide range and diversity of projects in the sample. Yet, juxtaposing their relative achievement is not meaningful per se. Whether or not the degree of achievement is commensurate with the underlying needs and the ambitions of the programme, let alone the resources allocated to the initiative is a separate matter (figure 4).

It was relatively more difficult for interventions relating to normative work and standards promotion to achieve their goals. They frequently provided a stepping-stone for policy change. Capacity building has been strong at the individual level, but more involved at the institutional level where success depends on multiple variables. Knowledge transfer and policy support are the criteria with the highest success rates. Performance gaps are attributable to either flaws in project design (relevance) or in project implementation and management (efficiency).

Figure 4. Technical effectiveness



* Mean = ranging from 4.595 to 4.926, standard deviation = ranging from 0.675 to 0.877.

Knowledge development

Knowledge development featured studies and surveys, reports and action plans that provided critical inputs for awareness raising, advocacy for international labour standards, planning and promoting legislative changes, including on concerns such as child labour, people with disabilities, gender equality, women entrepreneurship, social enterprise, freedom of association and collective bargaining rights, labour migration, labour inspection.

Capacity building

Capacity building regularly involved strengthening of networks, coordination, or exchange of experience. It gained from a comprehensive approach, involvement of all stakeholders, and a concern for appropriate techniques and technologies. Training addressed to individual capacity building was generally quite effective. Institutional capacity building relied on advisory services supporting the development of tools, methodologies, approaches, guidelines, action plans, research and assessments, resource material, and teaching/training programmes. It tended to be more complex and was not always adequately focused. At the systemic level, capacity building was about improvement of social dialogue, fostering understanding and awareness, better working conditions, and/or revisions or development of collective bargaining Conventions or the formulation of laws.

Normative work/standards

Normative work aimed at fostering the adoption of and compliance with international labour standards, including freedom of association, collective bargaining, social dialogue, anti-discrimination, decent work, child labour, women, migrant workers, occupational health and safety. Its eventual outcomes were changes to legislation, norms or attitudes, and policies, national action plans, or bilateral agreements. The technical cooperation programmes contributed to those outcomes by facilitating national policy dialogue around ILO standards and tools, promoting application, ratification and the implementation of ILO Conventions, and supporting policy development (e.g. the standard setting agenda) and implementation, including through capacity building and fostering favourable institutional development.

Policy influence

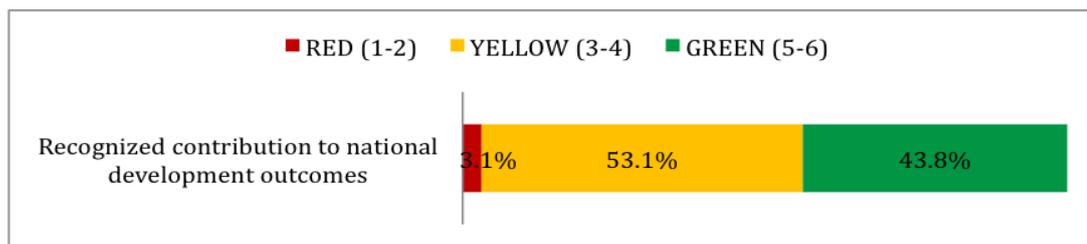
ILO technical cooperation regularly had a catalytic role in regard to national policies. It helped to increase dialogue and improve coordination between government departments and social partners, provided policy advice to advance thinking and foster shifts in perception, launched or contributed to policy debate, started the legislative review process,⁵ or supported legal drafting. Hence, ILO's time-bound initiatives contributed to policy change, but were, by themselves, not sufficient to produce policy

⁵ RAF0608FRA PAMODEC Phase II – Projet d'appui à la mise en œuvre des principes et droits fondamentaux au travail (Phase II) – évaluation finale [No. 29].

change. The latter takes time – sometimes 10 years or more from when the issue is first put on the agenda, technical information is absorbed, policy documents prepared, put through parliament, enacted, and eventually implemented.⁶ Measuring the influence of ILO’s programmes (such as policy advice) on policy change is difficult. On some occasions, influence was boosted by unprovoked changes in governments’ positions.⁷ On others, ILO programmes were reported to have had unintended effects, e.g. when entrepreneurship education was made compulsory in Ethiopia.⁸

2.2.3 Outcome effectiveness

Figure 5. Outcome effectiveness



* Mean = 4.33, standard deviation = 0.89.

Interventions are regularly credited with having contributed to impact. Logically, this link can be made in quite a few instances. However, measuring impact is rarely part of the programme plan. Short of measuring impact, evaluations are bound to remain cautious in their assessment of development impact. They resort to phrases, such as “undoubted impact”, or similar expressions signalling tentativeness, for example, “growing awareness”, “a certain dynamism”, “early signs of impact”. Often, these more preliminary statements on impact accompany more certain pronouncements on output achievements.⁹

At the outcome level, more measured statements of achievement are rather common with “outcomes attained only partially”, “still precarious”, or that it is “still too early to speak of real progress” or that the “critical mass is still missing”.¹⁰ Some evaluations

⁶ RAF/08/06/ITA Support to the National Action Plans (NAP) in sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children's Work (UCW) – final evaluation [No. 37].

⁷ INS/08/02/NAD Combating forced labour and trafficking of Indonesian migrant workers (Phase II) – final evaluation [No. 33].

⁸ INT/07/09 SDC Creating youth employment through improved youth entrepreneurship – final evaluation [No. 11].

⁹ RAF/08/06/ITA Support to the National Action Plans (NAP) in sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children's Work (UCW) – final evaluation [No. 37], INT07/16/SPA Proyecto para el Desarrollo Racional y Sostenible del Sector Pesquero – evaluación final [No. 18], MOL/08/02/ROM Building capacity for coordination of social security for migrant workers – final evaluation [No. 24].

¹⁰ RAF/06/11/FRA Modernisation de l'administration et de l'inspection du travail de quatre pays

reflect stakeholders' appreciation and anecdotal evidence of outcomes in lieu of measuring actual outcomes.¹¹ Changes in the attitudes or perceptions of programme partners, such as greater openness in sharing information, dialogue, etc., sometimes represent significant outcomes themselves.¹² Certain types of interventions, in particular those targeting specific institutional or policy changes, are more definite in their assessment of outcomes.¹³ Direct job creation projects also tend to be unambiguous about the achievement of their outcomes, though question marks remain as to the sustainability of the jobs created.¹⁴ Similarly, failure to achieve outcomes is usually recorded in uncertain terms.¹⁵

Developments beyond the control of the programme may limit or boost their impact.¹⁶ As it happens, separating programme impact from non-programme-related changes (attribution problem) is always difficult and outcome not easily measurable.¹⁷ Notwithstanding these difficulties, discussions of outcome effectiveness are helpful as they contribute to identifying areas that require attention.¹⁸

2.2.4 Sustainability

There is also evidence of sustainability, but whether achievements are ultimately sustained depends on factors that are often beyond the scope of individual projects. Evaluations often find it difficult to make hard statements on sustainability based only on the limited outputs of the technical cooperation activities. A broader and longer term view of the overall institutional environment is necessary to assess the sustainability prospects.¹⁹ Sometimes, programme results become unsustainable because of

d'Afrique francophone – évaluation finale [No. 21].

¹¹ ALB/03/50/ITA Assistance to strengthen the employment and training system of the national employment services – final evaluation [No. 3], VIE/0903M/OUF Support to the Industrial Relations and Labour Code Reform in Viet Nam [No. 13].

¹² VIE/0903M/OUF Support to the Industrial Relations and Labour Code Reform in Viet Nam [No. 13].

¹³ RLA/09/51/SPA Programa regional para la aplicación de programas de trabajo decente en los países del MERCOSUR – evaluación final [No. 1], RAS/10/56/JPN ASEAN focused labour market governance programme (OSH Component) – final evaluation [No. 23], RER/06/09/IRL Strengthening social partnership in the Western Balkans – final evaluation [No. 20].

¹⁴ ZAM/07/01/FIN Broad-based Wealth and Job Creation in Zambia Economic Empowerment through MSME Development – final evaluation [No. 7].

¹⁵ INT/08/68/IRL Women's Entrepreneurship Development and Gender Equality: Phase 3 [No. 4], UKR/08/02/EEC Gender Equality in the World of Work [No. 16].

¹⁶ RER/07/08/AUT Consolidating the legal and institutional foundations of social dialogue in the countries of Western Balkans and Moldova – final evaluation [No. 19].

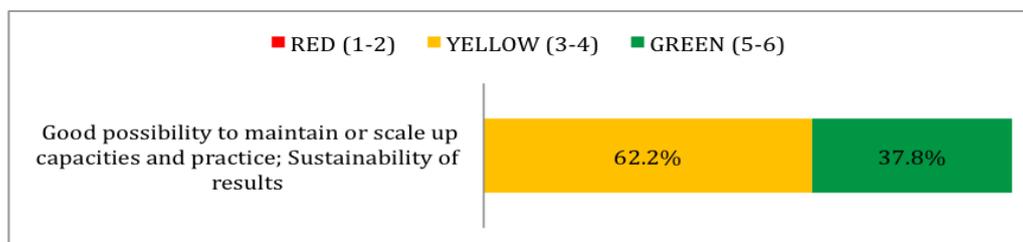
¹⁷ RAF/08/06/ITA Support to the National Action Plans (NAP) in sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children's Work (UCW) – final evaluation [No. 37].

¹⁸ RER/06/09/IRL Strengthening social partnership in the Western Balkans – final evaluation [No. 20].

¹⁹ RAF0608FRA PAMODEC Phase II – Projet d'appui à la mise en œuvre des principes et droits fondamentaux au travail (Phase II) – évaluation finale [No. 29].

developments that are external to the initiative.²⁰

Figure 6. Sustainability



* Mean = 4.21, standard deviation = 0.78.

Assumptions about eventual sustainability often turn out to be overly optimistic when it comes to institutional capacities.²¹ Continued funding is frequently seen as absolutely essential in ensuring financial sustainability.²² Technical and social sustainability show more promise.²³ The creation of ownership and commitment beyond a programme's boundaries is key to the sustainability of achievements.²⁴ Working with existing organizations and adding value to their work rather than establishing separate programme-specific systems or structures contributes to sustainability.²⁵ Sustainability strategies include using participatory approaches to facilitate local ownership over interventions and innovations, so that stakeholders will maintain them, and building their capacity to do so.²⁶

Financial aspects become paramount when it comes to actions carried out by civil society organizations.²⁷ Appropriate exit strategies help promote sustainability, whereas

²⁰ UKR/08/02/EEC Gender Equality in the World of Work [No. 16].

²¹ RAF/08/06/ITA Support to the National Action Plans (NAP) in sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children's Work (UCW) – final evaluation [No. 37].

²² CMB/09/04/SPA Social protection and gender in Cambodia – final evaluation [No. 26].

²³ MOZ/09/01/FLA DWCP support to improving social dialogue (MOZ/08/02/FLA) and Women's Entrepreneurship and Workers' Rights (MOZ/09/01/FLA) – final evaluation [No. 15], RAF/08/02/RBS Evaluation of MIGSEC: Extending social security to African migrant workers and their families – RBSA Evaluation [No. 25], URT/08/03/USA Improving labour law compliance in the United Republic of Tanzania – final evaluation [No. 36].

²⁴ INS/07/03/USA Project of support to the Indonesian Timebound Program on the elimination of the worst forms of child labor – Phase II – final evaluation [No. 35], GLO/09/60/SID Promoting freedom of association and collective bargaining rights in the rural and export processing sectors – final evaluation [No. 30], VIE/0903M/OUF Support to the Industrial Relations and Labour Code Reform in Viet Nam [No. 13].

²⁵ SAF0751MFLA Social entrepreneurship targeting youth in South Africa (SEYTYSA) – final evaluation [No. 2].

²⁶ VIE/09/02/OUF Youth employment through local economic development: Quang Nam, Viet Nam – final evaluation [No. 9].

²⁷ INS/08/02/NAD Combating forced labour and trafficking of Indonesian migrant workers (Phase II) – final evaluation [No. 33].

their absence undermines sustainability.²⁸ Leaving behind a strong network of institutions and individuals is the touchstone of sustainability.²⁹

2.2.5 Management efficiency

Considering that regional and interregional programmes make up more than half of the technical cooperation schemes in the sample, cross-country management involving backstopping by ILO headquarters has worked satisfactorily, but bureaucratic slowness and remoteness of decision-making have repeatedly been obstacles to implementation.³⁰ Decentralized management structures tended to be more responsive to country needs, especially when supported by local management and clearly established support lines.³¹ In-built flexibility of programme design has allowed for constructive adjustments along the way (figure 7).³²

While some evaluations pointed to bottlenecks in the administrative procedures and in inter-institutional relations, they also attest to altogether adequate management and governance arrangements for programmes and, on the whole, a clear understanding of roles and responsibilities. Logical programme design (log frame) and sequencing of activities contribute to the achievement of programme outcomes.³³ So does properly identifying the roles and relationships of technical cooperation partners.³⁴

Well-defined interventions and outputs along with quantifiable indicators help programme implementation.³⁵ As such, exploring a programme's feasibility and design

²⁸ DRC/11/01/DRC Projet d'appui à la réinsertion économique durable des démobilisés (ARED II) – évaluation finale [No. 8], INT07/16/SPA Proyecto para el Desarrollo Racional y Sostenible del Sector Pesquero – evaluación final [No. 18], ZAM/07/01/FIN Broad-based Wealth and Job Creation in Zambia Economic Empowerment through MSME Development – final evaluation [No. 7], SIL/10/01/OUF Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone – final evaluation [No. 12].

²⁹ INS/06/15/NET Education and skills training for youth employment (EAST) – final evaluation [No. 10], RAS/10/56/JPN ASEAN focused labour market governance programme (OSH component) – final evaluation [No. 23].

³⁰ VIE/09/02/OUF Youth employment through local economic development: Quang Nam, Viet Nam – final evaluation [No. 9].

³¹ DRC/11/01/DRC Projet d'appui à la réinsertion économique durable des démobilisés (ARED II) – évaluation finale [No. 8], INT07/16/SPA Proyecto para el Desarrollo Racional y Sostenible del Sector Pesquero – evaluación final [No. 18], ALB/03/50/ITA Assistance to strengthen the employment and training system of the national employment services – final evaluation [No. 3].

³² INT/08/15/EEC Promotion of indigenous and tribal peoples' rights through legal advice, capacity building and dialogue – final evaluation [No. 38].

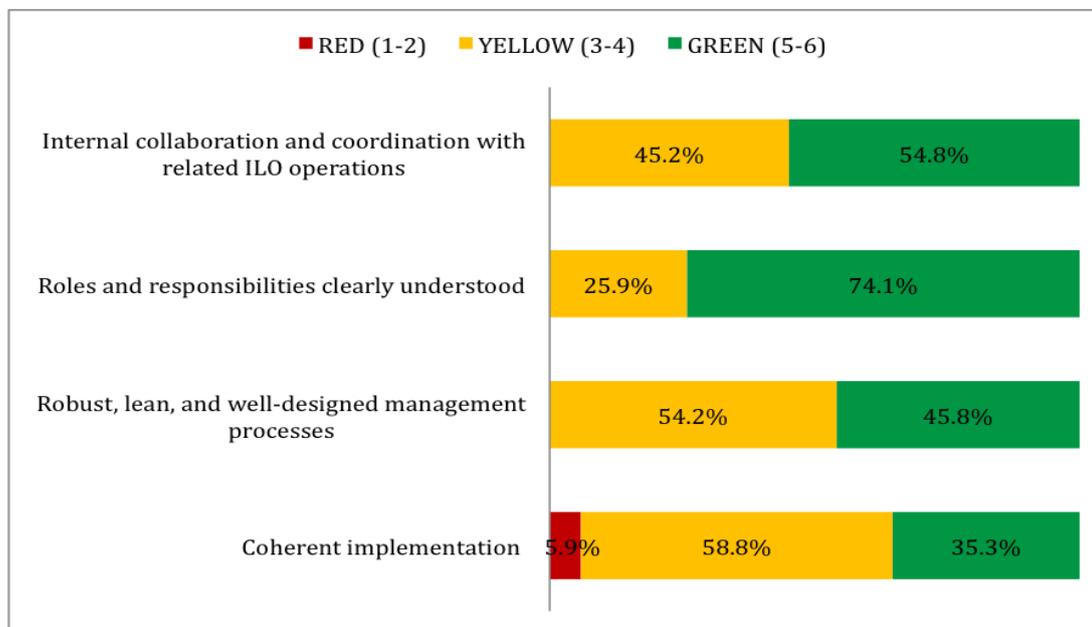
³³ GLO/09/60/SID Promoting freedom of association and collective bargaining rights in the rural and export processing sectors – final evaluation [No. #30].

³⁴ RAF/08/06/ITA Support to the National Action Plans (NAP) in sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children's Work (UCW) – final evaluation [No. 37], RAF/10/02/RBS Social security quantitative training for Africa (Quatrain) – RBSA final evaluation [No. 22].

³⁵ DRC/11/01/DRC Projet d'appui à la réinsertion économique durable des démobilisés (ARED II) –

are considered beneficial.³⁶ Overly complex designs and management arrangements lead to difficulties in implementation.³⁷ Early involvement of key players and open communications increase the chances of successful operations.³⁸

Figure 7. Management efficiency



* Mean = ranging from 4.01 to 478, standard deviation = ranging from 0.75 to 1.00.

The absence of a monitoring and review system reduces the capacity of programme personnel to make clear management decisions and help set priorities in terms operational strategies.³⁹ Technical cooperation benefits from a more systematic and transparent application of Project Cycle Management principles. This involves establishing clear baselines, developing a comprehensive monitoring and evaluation strategy linked to well-defined objectives and verifiable indicators, and developing an unambiguous management structure, which defines the roles and responsibilities of the various stakeholders.⁴⁰ Careful and participative planning has made for the efficient

évaluation finale [No. 8].

³⁶ INT07/16/SPA Proyecto para el Desarrollo Racional y Sostenible del Sector Pesquero – evaluación final [No. 18], INT/08/68/IRL Women’s Entrepreneurship Development and Gender Equality: Phase 3 [No. 4].

³⁷ RAS/10/56/JPN ASEAN focused labour market governance programme (OSH Component) – final evaluation [No. 23].

³⁸ RER/08/02/EEC Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia – final evaluation [No. 34].

³⁹ INT/08/68/IRL Women’s Entrepreneurship Development and Gender Equality: Phase 3 [No. 4].

⁴⁰ LEB/08/05M/UNR Enhancing local employment, skills and enterprises in Nahr El Bared, Lebanon – final evaluation [No. 17].

deployment and utilization of resources in notable cases.⁴¹

In some cases, the wide range of programme activities means that work is spread thinly across a range of areas resulting in weaker strategic coherence. In other cases, a critical mass has been achieved on a specific area, which deepened the strategic relevance of the individual activities.⁴²

Coordination amongst technical cooperation partners was largely ‘satisfactory’.⁴³ There was room for improvement when partners focused too narrowly on their own components rather than on exploiting synergies and complementarities.⁴⁴ Furthermore, in the absence of effective coordination structures, complementarities between programme stakeholders suffered.⁴⁵

2.2.6 Accountability and resource monitoring

Programme management is always a challenge. Good logical frameworks helped managers steer through the complexities of the operational environment. In turn, good programme management was able to overcome weaknesses in the design framework.⁴⁶ The vast majority of interventions were hampered by overambitious or disparate objectives, unrealistic numbers of activities, and extremely short time frames.⁴⁷ Time and again, programmes had to be extended, when this was financially and operationally possible.⁴⁸ The lack of a firm planning and management horizon proved counterproductive.⁴⁹ However, at times, hard work, commitment, team spirit and innovativeness on the part of the implementation team overcame unfavourable odds (figure 8).⁵⁰

⁴¹ VIE/0903M/OUF Support to the Industrial Relations and Labour Code Reform in Viet Nam [No. 13].

⁴² SIL/10/01/OUF Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone – final evaluation [No. 12].

⁴³ MOZ/09/01/FLA DWCP support to improving social dialogue (MOZ/08/02/FLA) and Women’s Entrepreneurship and Workers’ Rights (MOZ/09/01/FLA) – final evaluation [No. 15].

⁴⁴ CMB/09/04/SPA Social protection and gender in Cambodia – final evaluation [No. 26], RAF0608FRA PAMODEC Phase II – Projet d’appui à la mise en œuvre des principes et droits fondamentaux au travail (Phase II) – évaluation finale [No. 29].

⁴⁵ OMA/06/01/AGF Enhancing the vocational rehabilitation and employment services for people with disabilities in Oman – final evaluation [No. 6].

⁴⁶ RLA/09/51/SPA Programa regional para la aplicación de programas de trabajo decente en los países del MERCOSUR – evaluación final [No. 1], SIL/10/01/OUF Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone – final evaluation [No. 12].

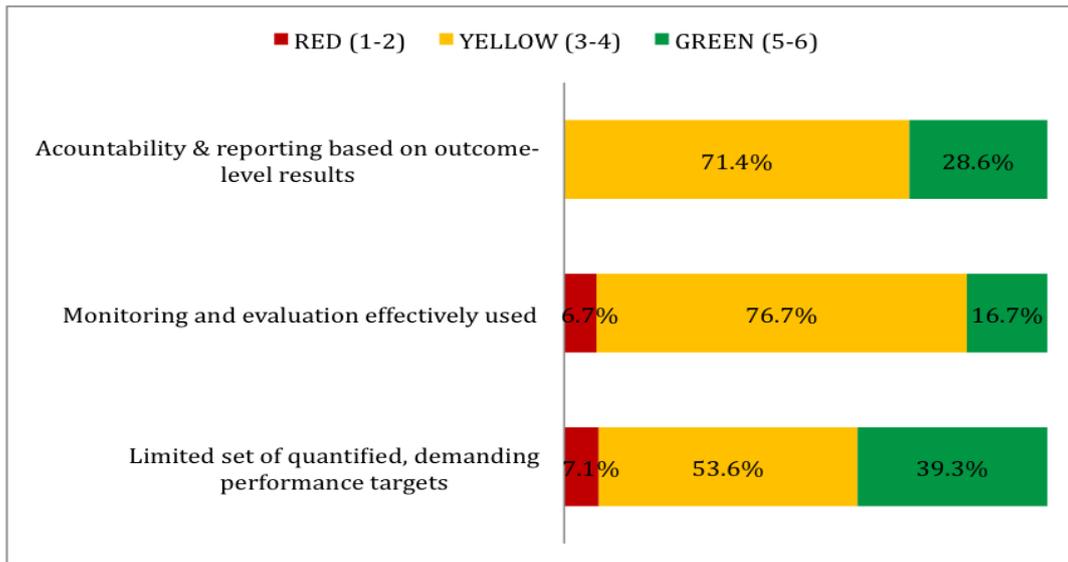
⁴⁷ Refer to Annex IV [Nos. 4, 5, 8, 12, 13, 21, 22, 23, 30, 31, 32, 33, 35, 37].

⁴⁸ INT/08/68/IRL Women’s Entrepreneurship Development and Gender Equality: Phase 3 [No. 4].

⁴⁹ INT/09/62/NOR Strengthening labour inspection services in Angola, Brazil, China, India and South Africa – final evaluation [No. 14].

⁵⁰ ZAM/07/01/FIN Broad-based Wealth and Job Creation in Zambia Economic Empowerment through MSME Development – final evaluation [No. 7], INT/08/15/EEC Promotion of indigenous and tribal

Figure 8. Accountability and resource monitoring



* Mean = ranging from 3.73 to 4.21, standard deviation = ranging from 0.78 to 1.08.

Indicators are not yet systematically part of the achievement framework, but several programmes had worked them in as part their activities. Too few interventions established baselines to measure project progress. In general, monitoring was not yet sufficiently integrated into the mainstream of programme implementation. Programmes did not always have an M&E plan with the details on reporting mechanisms, periodicity, the process by which the operation should be monitored, and the specific evaluations planned.⁵¹ Occasionally, monitoring was administrative rather than substantive in nature.⁵² In several cases, it was seen as something programmes can do without or as an add-on.⁵³ Performance indicators were not always appropriate.⁵⁴ In a few instances, they were limited to activity monitoring.⁵⁵ Systematic qualitative monitoring at the output level was more challenging and in the end not always implemented.⁵⁶ If the log frame is to be used as a programme management tool these

peoples' rights through legal advice, capacity building and dialogue – final evaluation [No. 38], RAS/08/03/EEC Going back – Moving on: Economic and Social empowerment of migrants including victims of trafficking returned from EU countries – final external evaluation [No. 40].

⁵¹ OMA/06/01/AGF Enhancing the vocational rehabilitation and employment services for people with disabilities in Oman – final evaluation [No. 6].

⁵² RAS/10/50/AUS Green Jobs in Asia - final evaluation [No. 5].

⁵³ UKR/08/02/EEC Gender Equality in the World of Work [No. 16].

⁵⁴ INS/08/02/NAD Combating forced labour and trafficking of Indonesian migrant workers (Phase II) – final evaluation [No. 33], INT/08/68/IRL Women's Entrepreneurship Development and Gender Equality: Phase 3 [No. 4].

⁵⁵ RER/08/02/EEC Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia – final evaluation [No. 34].

⁵⁶ RAS/08/03/EEC Going back – Moving on: Economic and Social empowerment of migrants including victims of trafficking returned from EU countries – final external evaluation [No. 40].

data need to be collected and systematically reported.⁵⁷

For certain policy-oriented interventions, it has been difficult to determine their contribution to policy change.⁵⁸ Some programmes could have used more M&E expertise.⁵⁹ The absence of a clear M&E strategy linked to indicators and assumptions made it very difficult to measure progress towards the attainment of the planned development objectives and, most importantly, to capitalize on institutional learning and the lessons from the field as the operation unfolded.⁶⁰

When properly implemented, M&E mechanisms provided valuable information and learning to project decision-makers.⁶¹ Evaluations regularly reported that, “greater attention be given to developing a monitoring and evaluation system that reflects the programme’s rationale and assessment of priority problems and establishes baseline data against which project outcomes can be measured.”⁶² Indicators providing simple and reliable means to measure quantitative and qualitative changes produced by project interventions should be part of the log-frame matrix.⁶³

Accountability frameworks, usually in the form of programme steering committees, are becoming more commonplace. For instance, one project⁶⁴ was reported to have received continual support and oversight from such a committee. However, little is said in evaluation reports about their actual functioning. In some instances, the committees did not play their strategic decision-making role with regard to the project.⁶⁵ This was because, in some cases, they did not meet regularly⁶⁶ or were never fully implemented. In others, it was reported that the committees had been constructive and beneficial to the smooth operation of the programme and were considered a vital management

⁵⁷ SIL/10/01/OUF Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone – final evaluation [No. 12].

⁵⁸ RAF/08/06/ITA Support to the National Action Plans (NAP) in Sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children’s Work (UCW) – final evaluation [No. 37].

⁵⁹ VIE/09/02/OUF Youth employment through local economic development: Quang Nam, Viet Nam – final evaluation [No. 9].

⁶⁰ LEB/08/05M/UNR Enhancing local employment, skills and enterprises in Nahr El Bared, Lebanon – final evaluation [No. 17].

⁶¹ DRC/11/01/DRC Projet d’appui à la réinsertion économique durable des démobilisés (ARED II) – évaluation finale [No. 8].

⁶² INT/08/68/IRL Women’s Entrepreneurship Development and Gender Equality: Phase 3 [No. 4].

⁶³ URT/08/03/USA Improving labour law compliance in the United Republic of Tanzania – final evaluation [No. 36].

⁶⁴ INT/08/72/IRL Social partnership and advocacy to tackle child labour: IPEC, ACTRAV and ACT/EMP Social Dialogue and Child Labour Project – final evaluation [No. 30].

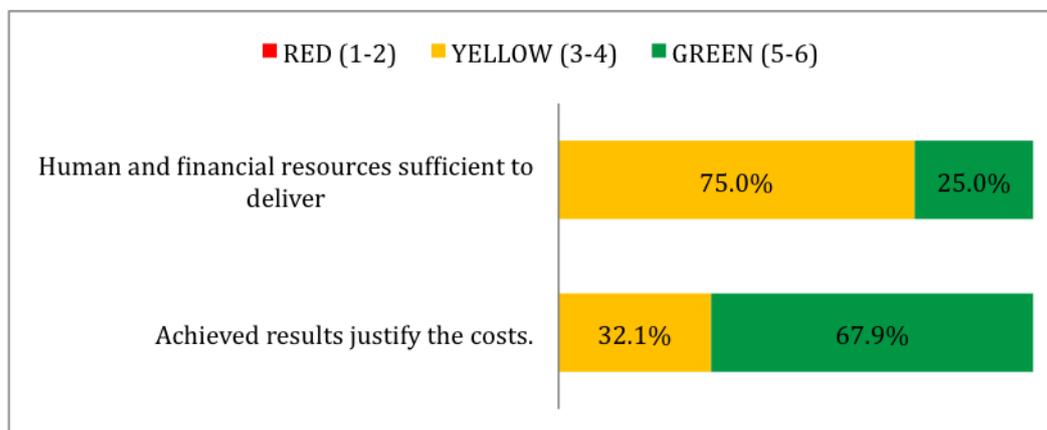
⁶⁵ SAF0751MFLA Social entrepreneurship targeting youth in South Africa (SEYTYSA) – final evaluation [No. 2].

⁶⁶ URT/08/03/USA Improving labour law compliance in the United Republic of Tanzania – final evaluation [No. 36].

instrument.⁶⁷

2.2.7 Financial / cost efficiency

Figure 9. Financial / cost efficiency



* Mean = ranging from 3.93 to 4.76, standard deviation = ranging from 0.58 to 0.84.

Cost efficiency does not seem to have been a major issue as two in three evaluations found that “achieved results justified costs”. In turn, programme resources, both human and financial, were regularly deemed not entirely sufficient to deliver project results. The issue was flagged by some 75 per cent of the evaluations. In a couple of interventions, the dearth of project funding and available staff compared to the task at hand was seen as contributory factor to cost efficiency. In others, it led to inefficiency and subpar performance, including the cancellation of programme activities.⁶⁸ One example is **INT/08/68/IRL Women’s Entrepreneurship Development and Gender Equality: Phase 3**, where the ambition of the programme was not matched with resources and this appears to have led to a number of compromises and ultimately to relatively poor performance. Similarly, **DRC/11/01/DRC Projet d’appui à la réinsertion économique durable des démobilisés** suffered from the obvious mismatch between available resources and the programme’s geographical scope and sustainability requirements. Occasionally, operations had resource endowments that were considered comfortable.⁶⁹

In some instances, resources were not properly allocated within the programme. For example, **RAF/08/06/ITA Support to the National Action Plans in Sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children’s Work** did not earmark sufficient resources for advocacy activities and for addressing the constraints and resources of the tripartite partners.

⁶⁷ RAF/10/02/RBS Social security quantitative training for Africa (Quatrain) – RBSA final evaluation [No. 22].

⁶⁸ VIE/09/02/OUF Youth employment through local economic development: Quang Nam, Viet Nam – final evaluation [No. 9].

⁶⁹ CMB/09/04/SPA Social protection and gender in Cambodia – final evaluation [No. 26].

Heavy administrative procedures weighed on all project coordinators, and a consequent over-stretching of the human resources available in the team⁷⁰ was identified repeatedly as a drag on cost efficiency. In one intervention, a large budget and short time frame led to reduced cost efficiency inasmuch as the incentive to seek out cost-sharing opportunities or additional funding was reduced.⁷¹

Programmes developed ‘cost-cutting’ strategies towards enhanced cost-efficiency, including using national instead of international consultants,⁷² making use of free ILO technical assistance and synergies between programmes,⁷³ and working through existing structures rather than requiring the creation of new ones.⁷⁴

Box 1. Decent work results and effectiveness of ILO operations: A meta-analysis of project evaluations, 2009–2010 – main findings

The ILO was seen as highly successful in aligning its technical cooperation and P&B and DWCP outcomes. The meta-analysis found that ILO interventions were properly focused on poverty alleviation embedded in project designs and relevant to national decent work priorities. Generally, the ILO performed well on effectiveness, including on advancing policies, generating and sharing knowledge, innovation, support to capacity development, and in addressing gender issues. It was considered to be effective in UN and partner collaboration, internal collaboration and embedding tripartite processes in technical approaches. However, constituents’ involvement in project formulation was insufficient. ILO technical cooperation was successful in generating results, which reflected positive feedback from ILO constituents, stakeholders and targeted recipients on the technical quality and usefulness of ILO outputs and contributions.

By and large, performance on efficiency, sustainability and risk-management frameworks were reported to be less successful. Inefficiencies were mostly linked to impractical time frames and inadequate resources available for achieving specific project objectives, which in turn reflected overambitious designs. In turn, resources were broadly seen to have been used efficiently, showing that efforts to control costs and leverage national capacities had been made. Office arrangements, project management and leadership, and internal work processes appeared adequate, though results were variable.

The weakest performances were registered in M&E practices, primarily for unsatisfactory specification of outcome-level results and inadequate use of associated indicators, baselines and subsequent measurement data for monitoring impact. ILO’s practices to ensure the sustainability of results achieved by the project were not always successful. Still, many projects demonstrated potential for expansion or replication. On the whole, interventions did not do so well when it came to developing exit strategies. Constituents’ ownership of the results also had mixed success, as did risk management.

⁷⁰ INT/08/15/EEC Promotion of indigenous and tribal peoples’ rights through legal advice, capacity building and dialogue – final evaluation [No. 38].

⁷¹ SIL/10/01/OUF Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone – final evaluation [No. 12].

⁷² GLO/09/60/SID Promoting freedom of association and collective bargaining rights in the rural and export processing sectors – final evaluation [No. 30].

⁷³ RAF/06/11/FRA Modernisation de l’administration et de l’inspection du travail de quatre pays d’Afrique francophone – évaluation finale [No. 21].

⁷⁴ INS/06/15/NET Education and skills training for youth employment (EAST) – final evaluation [No. 10].

2.3 ILO’s technical performance – selected evidence

Technical cooperation programmes presented in this section are illustrations of the ILO’s technical approaches that appear to have worked and thus are potential candidates for replication.⁷⁵ They are clustered by strategic objective. The interventions have been selected based on their evaluation scoring. They typically earned a ‘good’ to ‘excellent’ (five or six) rating on the relevant ILO technical effectiveness criteria, that is, knowledge development, capacity building, normative work/standards promotion and policy influence (flagged green). In addition, they came with matching ratings on the validity of design and approach, and national development impact. The examples are neither representative of the interventions that were evaluated nor of the full range of ILO’s technical cooperation activities. Clearly, not all interventions were able to successfully deploy their technical approaches, falling short on either relevance or efficiency. Examples across ILO’s strategic objective areas are given below. This section provides a glimpse of programmes’ technical cooperation approaches and the matching lessons drawn by the evaluations.⁷⁶

2.3.1 Employment

Technical cooperation reinforces other ILO actions related to policy development, institutional capacity building and support to policy implementation at the level of beneficiaries.

Design	6	TECHNICAL EFFECTIVENESS	5.5	Development impact	6
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In Albania, ILO technical cooperation⁷⁷ helped reorient the **National Employment Service** from benefit administration to the provision of services, assisting unemployed jobseekers and providing quality services to enterprises. In particular, it succeeded in formalizing, improving and introducing new procedures for the management of the National Employment Service and in creating a robust demonstration model for targeting active labour market programmes at disadvantaged and marginalized jobseekers. Combining institutional capacity building with a demonstration programme was a critical factor in the success of the programme. The well-designed programme managed to attract the interest of enterprises even in a situation of contracting labour

⁷⁵ With the primary focus of this analysis on generating statistically meaningful findings across technical cooperation interventions, technical effectiveness scores reflect not only on valid technical approaches, but also on relevance and efficiency considerations. While it is possible in this context to identify approaches that worked well, those that did not work so well require a different analysis, which is beyond the scope of the study.

⁷⁶ In general, the evaluators of technical cooperation interventions had difficulty in deriving broader lessons that go beyond the immediate management needs of the programmes and thus help promote organizational performance.

⁷⁷ ALB/03/50/ITA Assistance to strengthen the employment and training system of the national employment services – final evaluation [No. 3].

demand. It also had a very significant influence on National Employment Service policy development.

Flexibility in programme design allowed the programme to develop and deliver innovative pilot projects to support disadvantaged jobseekers. In this connection, the programme made it plain that the targeting of disadvantaged groups for participation in active labour market policy initiatives needed to be managed very carefully. It called for additional counselling and identification of skills/competencies, and the provision of on-the-job training, hence a higher level of financial and physical inputs.

Design	5	TECHNICAL EFFECTIVENESS	5.7	Development impact	6
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A programme on **Education and Skills Training for Youth Employment** in Indonesia⁷⁸ provided effective support to the Government in implementing its policies on eradicating child labour at the provincial and district levels. Its approach involved enhancing the capacity of relevant stakeholders, including Government, and employers’ and workers’ organizations, by developing new strategies and tools for executing their respective responsibilities. Technical cooperation combined both ‘upstream’ and ‘downstream’ initiatives aimed at preventing early school leaving, and expanding quality opportunities for out-of-school youth to develop skills that improved their employability and productivity in self-employment. Drawing on previous experience, the programme was able to provide quick impact for children and youth, and at the same time generate and test new innovative approaches to reducing child labour and improving opportunities for out-of-school youth.

The intervention pursued a decade-long ILO engagement with the Government of Indonesia in the areas of child labour and youth employment. The programme has raised the level of awareness on child labour issues in project areas, and leaves behind a strong network of institutions and individuals with excellent knowledge and experience in addressing child labour and youth employment issues. The programme has strengthened ILO’s credibility with the Government in the area of youth employment. As a result of the project, the Government requested ILO to provide substantive inputs into a new national policy for youth employment.

The evaluation did not extract lessons and best practices from the experience.

Design	5	TECHNICAL EFFECTIVENESS	5.0	Development impact	5
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⁷⁸ INS/06/15/NET Education and skills training for youth employment (EAST) – final evaluation [No. 10].

A regional technical cooperation programme promoting **Green Jobs in Asia**⁷⁹ proved highly relevant and timely by connecting sustainable economic development and labour dynamics. Green jobs are decent jobs that reduce the consumption of energy and raw materials, limit greenhouse gas emissions, minimize waste and pollution, and protect and restore ecosystems. The initiative pursued a three-pronged approach, which involved: promoting the capacity of ILO constituents to engage in dialogue on green jobs by increasing access to reliable sources of data and information on green jobs and training, including on the employment impacts of environment-related policies and good practices on green jobs in all participating countries; mainstreaming green jobs in national labour and social policy; and implementing green jobs demonstration programmes. The programme introduced the concept, and created understanding and forged constituents' commitment to green jobs nationally. The initiative attracted a high level of interest in all countries as is evidenced by well-attended national and regional conferences, incorporation of green jobs in DWCPs, and the development and adoption of green jobs policies by labour organizations' in participating countries. Demonstration activities applying the concept in practice in a variety of circumstances were an important dimension of the technical cooperation approach. By documenting and sharing the experiences, including through the development of examples of guidelines, standards and tools specific to the demonstrations in selected sectors, the programme opened up opportunities for replication and expansion.

Among the constituents, a change in the level of understanding and uptake of the green jobs concept points to a paradigm shift. The various policy processes, partners' plans and publications, for example, all indicate ways that the concept of green jobs is being integrated into national agendas, suggesting that it will continue in the future. ILO is seen as the main agent leading the way on green jobs, and is expected to provide ongoing support and advice in this area.

Design	5	TECHNICAL EFFECTIVENESS	5.0	Development impact	5
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Regional technical cooperation **Programme for Implementation of Decent Work in MERCOSUR countries**⁸⁰ facilitated the appropriation of the decent work paradigm in Argentina, Brazil, Paraguay and Uruguay. The approach of defining programme engagement at the levels of both national and MERCOSUR labour bodies proved effective. It helped to get ILO decent work issues, such as migration, youth employment, or indicators of decent work onto national policy agendas, which in turn helped to integrate national-level issues into the discussions at MERCOSUR.

Flexibility in the implementation of the national contexts significantly contributed to impact across participating countries. It meant that other programmes with similar

⁷⁹ RAS/10/50/AUS Green Jobs in Asia – final evaluation [No. 5].

⁸⁰ RLA/09/51/SPA Programa para la Aplicación de Programas de Trabajo Decente en Países del MERCOSUR [No. 1].

objectives from other organizations were able to integrate and complement their activities. National coordinators and their teams were instrumental in developing and implementing specific workplans, reflecting national realities and creating synergies with the work of ILO. Basing the management of the programme in the region fostered its impact. A light programme management structure and secure resource endowment helped to cut down on excessive bureaucracy, and instead helped the programme to concentrate resources on the products and activities of the national coordinators. Technical cooperation supporting ministries of labour, employers' and workers' bodies and MERCOSUR in their coordination, for example, around harmonizing statistics and consensus on indicators of decent work, contributed favourably to institutional ownership and the longer term sustainability of programme action. The programme smartly blended into the institutional and political environment of the region by engaging existing capacities, crystallizing needs and catalysing ongoing processes.

2.3.2 Social dialogue

Design	5	TECHNICAL EFFECTIVENESS	5.3	Development impact	5
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Through a regional programme for **Strengthening Social Partnership in Western Balkans**,⁸¹ ILO technical cooperation contributed to addressing the significant problem of the vast informal economy in the sub-region with its detrimental effects on economic and social development. It set out to enhance social dialogue on the issue of informal employment, initially focusing on the construction sector, to encourage enterprises and workers to move away from informal arrangements and to become part of the formal economy. ILO's ability to bring together the tripartite constituents proved very valuable in this undertaking.

The social partners were provided with essential information products, including research on the extent, causes and consequences of undeclared work, research methodologies, guides and brochures, action plans and training materials. Expertise and training to the constituents, in particular, related to developing or improving laws, helped increase institutional know-how and capacity to offer information, legal advice on the labour code, labour inspection, and health and safety issues. The programme developed inter-institutional coordination mechanisms allowing the social partners to identify common goals and act together in combating informal labour, and broadly enhanced social dialogue as a tool to deal with such broad societal issues. Programme outputs provided a basis for further development of ILO/European Union (EU) projects, as well as for developing legislation, government strategies and new objectives for the social partners in the domain of employment. The initiative is expected to gather pace in the sense of either disseminating the activities at regional and local levels, or replicating the intervention model to other economy sectors

⁸¹ RER/06/09/IRL Strengthening social partnership in the Western Balkans – final evaluation [No. 20].

(services, tourism, trade, etc.).

The evaluation did not distil valid lessons and best practices from this experience.

Design	6	TECHNICAL EFFECTIVENESS	4.8	Development impact	5
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ILO's technical cooperation supporting **Industrial Relations and Labor Code Reform in Viet Nam**⁸² can be considered a model for other industrial relations interventions when it comes to the involvement and ownership of the social partners. The intervention encouraged stakeholders to identify their own needs and problems, and to be direct participants in helping craft appropriate responses. This had an empowering effect in that it made the implementing parties and programme owners assume direct responsibility and accountability for outputs. Through social dialogue, workshops, consultations and conferences, the programme opened an arena for tripartite engagement on common issues. This enhanced programme partners' perspectives by providing them information on industrial relations models from which Viet Nam can learn. It also enhanced their capacity to debate on technical and policy issues. The participatory manner in which the various programme activities were conducted heightened the partners' appreciation of the value of consultation, social dialogue and tripartism, and how these processes can help identify and resolve problems and differences.

The programme made an important contribution to setting up a legal market-supporting framework, and to promoting collective bargaining at the enterprise level, as a way of resolving the increasing incidence of workplace grievances, especially wildcat strikes. Surveys, studies, research and reports, conducted by the social partners, produced inputs into the drafting of amendments to the trade union law and the labour code. Capacity building at individual and institutional levels, whether through information sharing, training, seminars, workshops or actual participation in consultative processes, was indispensable in getting the programme's partners to engage meaningfully in the process of reforms.

2.3.3 Social protection

Design	6	TECHNICAL EFFECTIVENESS	6.0	Development impact	5
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ILO regional technical cooperation towards **Increasing Protection of Migrant Workers in the Russian Federation and Enhancing Development Impact of**

⁸² VIE/0903M/OUF Support to the Industrial Relations and Labour Code Reform in Viet Nam [No. 13].

Migration in Armenia, Azerbaijan and Georgia⁸³ addressed multiple aspects of labour migration in an integrated fashion. It ensured that: migrant workers had access to information on admission rules and procedures, and rights and access to trade union services and participation. It also increased employers' awareness and facilitated their recruitment of migrant workers, while improving migrant construction workers' employment and working conditions. The programme increased the governments' capacity to effectively govern labour migration and increase cooperation, and helped them develop migration and development strategies. The latter included the creation or strengthening of mechanisms enabling migrants, diaspora and returnees to contribute to development in their countries of origin. The programme's approach was built on three pillars: empowering social partners, building capacities and creating important networks the project.

The programme's approach of flexibly adapting to each country situation and raising awareness and capacity in each of them turned the management of migration into a sound, positive development issue. It was able to build confidence among various stakeholders and inculcate a better understanding of the concerns related to labour migration and the role of social partners in each of the countries.

The programme was successful in establishing a strong sense of ownership among its partners, which was very important for the sustainability of the results. It not only changed perceptions but also attitudes that paved the way to the elaboration of strategies, action plans and even new draft legislation. Social partners substantially increased the attention they pay to migration issues, and are ready to support labour migrants, and include labour migration in their activities and priorities, thus contributing to reducing irregular migration.

Overall effectiveness was helped by bringing the concerned countries together, creating clusters of sending and receiving countries through agreements, mutual understanding and common priorities. Through its approach and activities, the project contributed to a change in perceptions and attitudes regarding labour migrants, and migrants in general, helping to improve the socioeconomic development of both sending and receiving countries. Sending countries' recognition of their own citizens' rights to be protected when migrating for work rather than focusing only on their remittances is one of the programmes most important contributions to social cohesion. Labour migrants have become – at least as far as the tripartite constituents and their partners are concerned – actors and active participants in the labour market, as well as recognized workers with rights and responsibilities. Migrants have become visible and their contribution to the economy of the receiving countries has started to be acknowledged. Many of the programme's initiatives were replicated with other partners and in other countries.

Design	4	TECHNICAL EFFECTIVENESS	5.0	Development impact	5
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⁸³ RER/08/05/EEC Increasing protection of migrant workers in the Russian Federation and enhancing development impact of migration in Armenia, Azerbaijan and Georgia – final evaluation [No. 27].

Technical cooperation on **Building capacity for coordination of social security for migrant workers**⁸⁴ in Moldova made an important contribution to improving the social security benefits for Moldovan migrant workers and their families by enhancing the capacity of the Government of Moldova to negotiate, adopt, and implement the bilateral social security agreements (benefits covering old age pension, disability pension, survivor pension, unemployment, sickness, maternity as well as death insurance) with the destination countries of its migrant workers. The project contributed to improving the impact of migration on development and on poverty reduction by ensuring the right of social security for the Moldovan migrant workers and their families. The programme combined the negotiation of social security agreements with efforts to develop the institutional capacity of the relevant line ministry and national social insurance institution to implement the agreements along with activities to disseminate information about these agreements to the ultimate beneficiaries.

The intervention drew on various tools and guidelines developed by ILO units with experience in this area. It is also connected with other ILO project and initiatives in the region. Technical cooperation was very much demand driven by the need for the Government of Moldova to develop its capacity to conclude social security agreements in the context of a high number of migrant workers among Moldovan citizens. The project has a “cascade effect” in the sense that once the first agreements are concluded this strengthens the credibility and assurance of the ministry in question to negotiate further agreements. Ultimate beneficiaries have started seeing the benefits of the agreements that are being negotiated.

2.4.4 Norms and standards

Design	5	TECHNICAL EFFECTIVENESS	5.7	Development impact	5
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Interregional technical cooperation towards the **Promotion of indigenous and tribal peoples’ rights through legal advice, capacity building and dialogue**⁸⁵ contributed significantly to making ILO Conventions on indigenous and tribal peoples’ rights more visible, thus supporting their application, ratification and implementation. The global nature of the programme reflected the fact that legal instruments supporting indigenous peoples’ rights are conceived at the global level. The approach was to contextualize the rights enshrined in the Conventions into participating countries’ national contexts and thus to support their operationalization.

Information dissemination, training, capacity building and continuous liaison with

⁸⁴ MOL/08/02/ROM Building capacity for coordination of social security for migrant workers – final evaluation [No. 24].

⁸⁵ INT/08/15/EEC Promotion of indigenous and tribal peoples’ rights through legal advice, capacity building and dialogue – final evaluation [No. 38].

public servants at all levels led to new forms of dialogue on the rights of indigenous peoples and the application of the principles enshrined in Indigenous and Tribal Peoples Convention, 1989 (No. 169). To bridge the gap between local indigenous realities and the State, civil servants as well as indigenous organizations received training at regional levels on how to deal directly in contexts where indigenous peoples are affected in their everyday lives by the State’s day-to-day administrative procedures. Publication of a wide array of analyses, documentation and training materials targeting different audiences vastly improved the knowledge base on indigenous peoples’ rights as enshrined in ILO Conventions 169, the Indigenous and Tribal Populations Convention, 1957 (No. 107), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

The programme succeeded in producing actual policy impacts and visibly enhanced capacity to apply and operationalize the provisions of the Conventions. It registered an increase in governments’ demand for technical advice, changes in the attitudes of governments and public administrations, and an increase in the reflection of the principles of Convention No. 169 in national policies and strategies.

Design	5	TECHNICAL EFFECTIVENESS	5.5	Development impact	4
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The project **Combating Forced Labour and Trafficking of Indonesian Migrant Workers, Phase II**⁸⁶ addressed issues facing migrant workers from Indonesia, as a sending country, throughout the cycle of their migration for work. In Indonesia, it examined issues before and during recruitment and training, deployment and employment overseas, and return to Indonesia. The first programme pillar focused on raising migrant workers’ awareness. Advocacy and technical cooperation measures helped improve policy and legislative measures to tackle migrant domestic workers’ vulnerabilities, including trafficking and forced labour practices. The second pillar concerned protection, outreach, livelihoods and reintegration services for migrant domestic workers. The programme provided technical support for nongovernmental organizations (NGOs) and trade unions to build regional networks and establish pre-departure services in Indonesia, and outreach services for migrant workers in the receiving countries, notably by training of trainers. The third pillar, on organizational capacity building for government officials and other key stakeholders to increase their effectiveness in combating forced labour practices and trafficking in migrant domestic workers, met with successes and failures, but could have benefited from better stakeholder analysis and focus.

Within the context of Indonesia, progress in raising awareness has been impressive and is very important because this aspect of the project's work is a major driver of change. The intervention has helped to produce a useful range of documentation on legal,

⁸⁶ INS/08/02/NAD Combating forced labour and trafficking of Indonesian migrant workers (Phase II) – final evaluation [No. 33].

development and service provision issues, as well as background information on migrant workers and their families, and has made progress in setting up data systems with selected agencies. There has been significant progress in helping the region to develop standards and cooperation mechanisms for human rights and the protection of migrant domestic workers, which should be viewed not only as an achievement of the programme but also of ILO's overall operations in the region.

Technical cooperation focused on institutional development to assist partners to gain the capacities necessary to support migrant domestic workers and used funding to leverage agency resources for managing and implementing their own programmes. The programme's delivery strategy broke new ground by developing a range of rights-based support mechanisms, both at home and overseas, with economic empowerment efforts in the sending communities. Working with migrant workers and their families on, for instance, financial education directly supports migrant workers to better manage their finances when they are overseas. It also helps migrant communities to address the poverty that is such a large factor in why people migrate in the first place. This more holistic approach also helped the project to look more widely at the alternative ways of addressing migrant workers' problems.

Box 2. Impaired technical effectiveness

EMPLOYMENT

Enhancing the Vocational Rehabilitation and Employment Services for People with Disabilities in the Sultanate of Oman deployed upstream and downstream interventions to improve the situation of vocational rehabilitation and employment infrastructure and services for people with disabilities (PwD). This included improving the infrastructure, assessment and vocational rehabilitation services, and employment of PwD, as well as policy development and improvement in legislation and systems for the placement, employment or self-employment of PwD. Limited progress on the policy front meant that, in spite of the satisfactory downstream results, overall progress was rather limited. Getting better information on the needs of the target beneficiaries is essential for making more significant inroads in the future.

The global programme **Women's Entrepreneurship Development and Gender Equality: Phase III (WEGDE III)** endeavoured to promote women's entrepreneurship and support women entrepreneurs to create decent employment, achieve empowerment and gender equality, and work towards poverty reduction. WEDGE-III failed to achieve a fair number of its objectives, inasmuch as many of the programme outputs were beyond the scope of the intervention. WEDGE-III's under-performance relative to these outcomes thus reflects poor programme design, rather than poor programme performance. Indeed, the programme strategy got many things right, notably its responsiveness to national priorities and its focus on work with national partners. At the regional and international levels, the experience and networks created at national level were supported and shared. This bottom-up approach was a major strength of the programme.

The programme appears to have raised awareness among other regional actors of the importance of promoting women's entrepreneurship and gender equality. It did improve the capacity of business development service providers to deliver services to women entrepreneurs in the eight programme countries. Also, the programme's work with integrating gender issues into government instruments has promoted systemic change in norms and attitudes. WEDGE-III appears to have had a significant impact at the international level in the promotion of women's entrepreneurship development. Ultimately, the programme did not show significant results in ensuring that the income-generating capacity, productivity and competitiveness of women entrepreneurs in the participating countries had been improved. Nor did it manage to contribute to the creation of an enabling environment supporting the creation and growth of women's enterprises generating quality jobs in any of the programme countries.

SOCIAL DIALOGUE

Women's Entrepreneurship and Women Workers' Rights involved three components: promoting female entrepreneurship as a way of empowering women; creating productive and decent work and reducing poverty; empowering women workers in respect of their rights and to facilitate advocacy campaigns so that these rights have a practical effect; and strengthening the capacities of the Government and unions to use social dialogue as a strategic way of promoting decent work for women. Notwithstanding successes in the areas of knowledge, awareness and mobilization on women worker's rights and social dialogue, and progress on encouraging legislative changes in favour of the situation of women and institutional strengthening, the technical sustainability of the programme was weak. It would have been more efficient to delineate more precisely target groups, phases and the results of the intervention. Technical cooperation partners were not given a sufficient amount of autonomy in managing actions and allocating resources. The intervention's design did not properly gauge the magnitude and characteristics of the issues at hand and, consequently, proposed solutions that were insufficiently defined and incomplete.

STANDARDS

Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia was to address the reduction of all forms of trafficking in human beings (THB) through capacity building and the provision of protection and assistance to actual and potential victims in those countries. The programme, involving four intergovernmental organizations and work streams, targeted: the development of the national institutional framework in the respective countries and their practical implementation; prevention of THB through labour market interventions and addressing potential migrants; assistance to governments to detect, investigate and prosecute criminal activities pertinent to THB; and improved identification, referral, protection and assistance including the reintegration of victims. It failed to create stronger synergies between project streams in applying information and tools. In spite of considerable efforts to establish sufficient legal frameworks, national action strategies, and national referral systems for victims of human trafficking and forced labour, relatively few cases had been identified at programme completion.

SOCIAL PROTECTION

Social Protection and Gender in Cambodia had three objectives: improving the well being and health of women workers and enhancing gender responsive workplace policies; promoting women's participation in workplace-level decision-making; and creating pre-induction and post-factory employment opportunities. The programme, designed as a two-year operation, was plagued by overly ambitious strategies, outputs and activities that undermined its achievements. Its strategies aimed to increase women's participation in social dialogue institutions and develop and/or strengthen networks of active women leaders as a way of facilitating peer support and dialogue among these new change agents. It also aimed to carry out research and map current social protection institutions for a referral system that would strengthen their capacities to deliver good quality health care and social protection packages. While the project achieved outputs under all of its objectives, it could not fully deliver on its objectives.

3. CONCLUSIONS

The findings of the meta-analysis for 2011–2012 show that ILO has been largely successful with its technical approaches and that it has produced good results. The analysis thus confirms the general results of the previous study. Weak project design and management nevertheless held its achievements back.

► Relevance

Technical cooperation is now systematically matched to SPF and DWCP outcomes, where applicable. Institutional coherence is thus no longer a concern. However, at times, reference to the DWCP appears to be purely a matter of form, whereas the

synergies and complementarities that were to result from being part of such a DWCP are not systematically explored.

Technical cooperation design emerges as one of the major shortcomings as evaluations frequently point to overambitious objectives, unrealistic time frames and inadequate resources. This involves achievements that are beyond the control of programmes, start-up times that are systematically underestimated, the challenge of overcoming institutional inertia, and general unwarranted optimism that everything goes according to plan.

Multiple technical cooperation objectives have a tendency to dilute the thrust of programmatic undertakings. A single technical cooperation objective would force developers of interventions to carefully match components in a more tightly integrated scheme.

Many of ILO's technical cooperation measures across the various sectors focus on the poor (child labour, migrants, human trafficking, women's micro-entrepreneurship). Poverty is therefore not specifically discussed. As a result, projects occasionally lose track of the ultimate impact of addressing poverty conditions.

The gender dimension is now generally acknowledged by technical cooperation. However, there is still some way to go before initiatives plainly address gender as a force for development. The participation of women is nominal in a number of interventions, especially in some of the more male-dominated societies. It will take ingenuity to overcome deep-rooted cultural obstacles. Some programmes, regional and interregional, are therefore specifically conceived to deal with gender concerns.

► **Effectiveness**

Technical cooperation interventions have been effective, although often only partially, in achieving the objectives in terms of knowledge development, capacity building, normative standards, or policy influence. Whether or not the degree of achievement is commensurate with the needs and ambitions of the project, let alone the resources allocated to the initiative is a separate matter. Performance gaps are attributable to flaws in either intervention's design (relevance), or implementation and management (efficiency).

Technical cooperation is also said to have contributed to impact. Logically, this link can certainly be made in quite a number of instances. However, measuring impact is rarely part of the intervention's design, and, in any event, differentiating between technical cooperation impact and other unrelated changes (attribution problem) would be tricky. For that reason, ILO rightly accepts the causal logic's presumption that impact is likely provided that the output/outcome assumptions hold, evidence of outcomes are found, and the causal link between outcome and impact is credible.

There is also evidence of sustainability, but whether technical cooperation achievements are ultimately sustained depends on factors that are often beyond the scope of individual schemes.

► **Efficiency**

The management of technical cooperation is generally a challenge. Good logical frameworks helped managers steer through the complexities of the operational environment. In turn, good management was able to overcome weaknesses in the design framework. Indicators are not yet systematically part of the achievement framework, but several interventions had worked them in as part their activities. Too few programmes establish baselines to measure progress. In general, monitoring is not yet sufficiently integrated into the mainstream of programme implementation. Accountability frameworks, usually in the form of project steering committees, are becoming more commonplace. However, little is said in evaluation reports about their actual functioning.

Management across country borders involving backstopping by ILO headquarters has worked satisfactorily, but bureaucratic inertia and the remoteness of decision-making have repeatedly been obstacles to programme implementation. Decentralized management structures tended to be more responsive to country needs, especially when supported by local management and clearly established support lines.

Cost efficiency does not seem to have been an issue, although the adequacy of programme resources frequently was. In some cases, the dearth of programme funding and available staff compared to the task at hand was seen as having contributed to cost efficiency. In others, it led to inefficiency and subpar performance. In a few cases, resource endowments were quite comfortable. Proper efficiency measurement in evaluations is all but impossible without activity-based costing or related methodologies, which ILO does not yet support.

4. RECOMMENDATIONS

► **Recommendation 1**

Ensure that technical cooperation programme's objectives are achievable with available resources and within the planned time frame. Designers should be made to reflect experience with similar operations in a more systematic manner, notably by paying attention to slippages in terms of achievements, time frames and budgets. In turn, programmes should have some built-in reserve in that enables management to deal with unplanned contingencies. Incentives would have to be introduced to protect that reserve from being used as regular programme resources.

► **Recommendation 2**

Invite designers of technical cooperation interventions to frame integrated programme objectives favouring more coherent design with greater attention to dependencies and prioritization. Ideally, interventions should have one single objective. Hence, capacity-building objectives would thus be framed around target components for a functional national, regional, or global system. A similar logic applies to research, advocacy and

direct support interventions. This would benefit a logical structure and, more generally, the management of programmes.

▶ **Recommendation 3**

ILO's needs to take gender issues beyond simply ensuring women's participation in its technical cooperation. Gender sensitivity has to become a major vector of development effectiveness. In addition to special programmes dealing with gender issues, special gender inputs should be required for the majority of interventions, and they need to be carefully adapted to the operational environment.

▶ **Recommendation 4**

With outcome/impact measurement clearly beyond the scope of individual interventions, there is a need to link ILO programmes to overarching government policy impact and outcome evaluations. At the project level, this requires, inter alia, paying closer attention to their particular contribution to national/regional/global outcomes and impact relative to other ILO initiatives and other development actors. Complementarity and coordination with inter-related activities has to be an ongoing concern.

▶ **Recommendation 5**

Individual technical cooperation interventions should be more attentive to the risks and opportunities within the relevant institutional environment, including weaknesses in national institutional capacities, for greater sustainability.

▶ **Recommendation 6**

ILO should maintain and, as necessary, reinforce focus on the quality of logical framework design. The design process should associate operations management so as to ensure the active integration of logical frameworks into the ongoing management of the intervention. Similarly, logical frameworks deserve closer focus by programme accountability structures.

▶ **Recommendation 7**

Boost the use of performance monitoring in technical cooperation operations through measures stimulating the systematic collection of baseline data and greater integration of indicators into operational management at project start-up (measuring progress and guiding management action), rather than just as a reporting tool. A monitoring plan should become standard practice.

▶ **Recommendation 7**

ILO management should take measures to reduce bureaucratic slowness of technical cooperation support structures through faster procedures, greater flexibility, and more decentralized management, which are compatible with oversight and governance requirements. A shift to greater ex-post accountability should be considered.

ANNEXES

Annex I. Evaluation criteria: Appraisal

Evaluation terms of reference regularly call on evaluations to address up to 30 different evaluation criteria/questions and sub-criteria. Evaluators find it difficult to discuss as many performance aspects within the limited time and with the limited resources available to them. As a result, a fair number of evaluation criteria is not covered at all or else covered only in a cursory manner. On average, barely one out of four evaluations discussed pro-poor focus, innovation, and visibility and accessibility to knowledge and information. Similarly, uptake of outputs and accountability frameworks were discussed only sporadically. Several other evaluation criteria were discussed only in passing.

Typically, evaluations evolve around a few salient issues and the related messages (conclusions and recommendations) they want to convey. At times, this contributes to some degree of repetitiveness of evaluations, especially among the weaker evaluations. Selectiveness also comes in as some evaluations concentrate exclusively on substantive aspects, leaving aside broader policy and management issues.

Relevance

All interventions could be matched to one or several of the outcomes of ILO's overall strategic planning framework though reference to the ILO planning framework was not explicit in many project evaluations. Likewise, all country projects were linked to the Decent Work Country Programmes or their regional or inter-country equivalents.

Poverty reduction was clearly a guiding concern of many of the interventions evaluated in 2011 and 2012. Target beneficiaries often included disadvantaged groups, such as children, women, migrants, trafficking, people with disabilities, or informal sector workers. However, the poverty reduction dimension was rarely discussed explicitly in the evaluation reports. None of the schemes was actually set up to monitor poverty reduction impact.

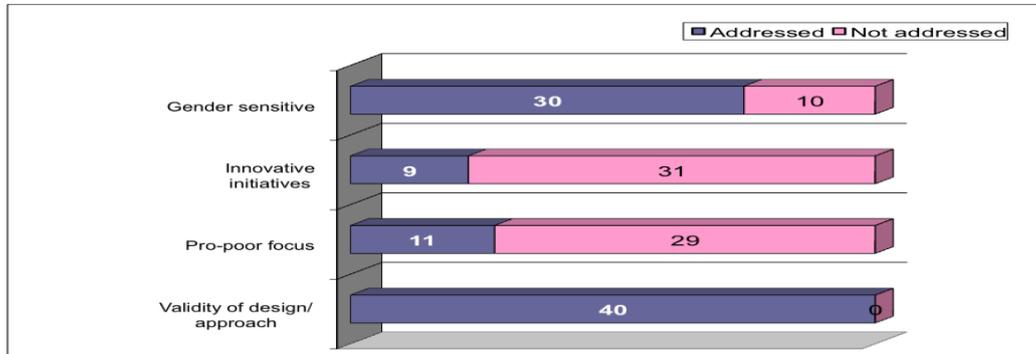
Among the relevance-related criteria, the validity of the design and approach received most attention. Its treatment as separate cluster might have helped. Innovation was the least discussed amongst the relevance criteria as it was the most difficult to appreciate.

While a few evaluations mentioned constituents' support in the inception of programmes, most made some reference to collaboration with and amongst constituents during the implementation phase. As such, this criterion was somewhat difficult to differentiate from the effectiveness criteria regarding strengthening tripartism. To get a better understanding on whether programme development was a tripartite affair, this question may need to be asked specifically.

Gender sensitivity gets fairly consistent coverage. But treatment is often rather

superficial and may be limited to accounting for women beneficiaries of a programme. This may or may not be a reflection of the gender approach adopted by the programme. Of course, and perhaps for that reason, there are now a fair number of operations focusing specifically on women.

Figure 10. Coverage of review criteria on relevance



Effectiveness, sustainability and impact

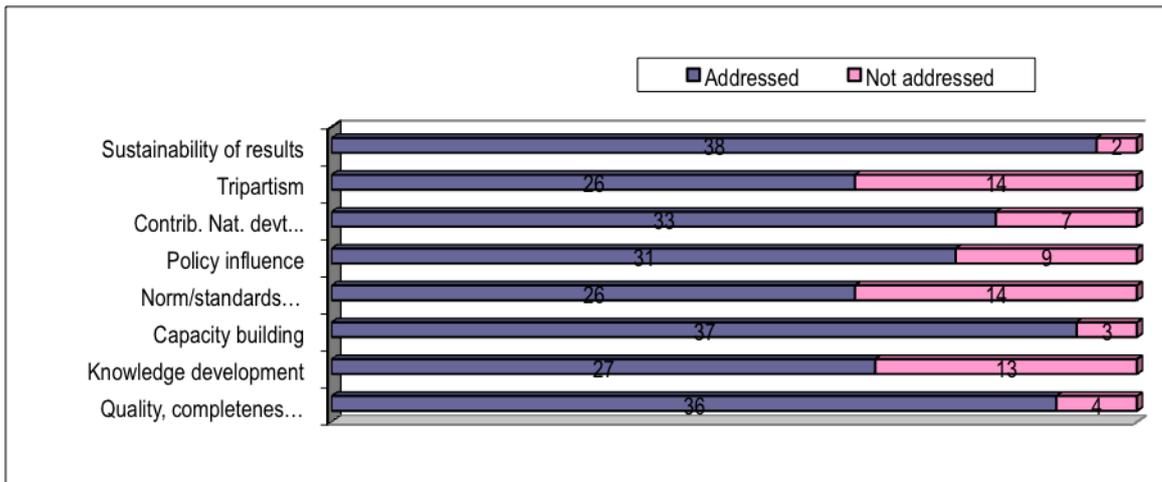
Effectiveness of technical cooperation receives most attention, because it has relatively more evaluation criteria attached than either relevance or efficiency. Depending on the nature of the intervention, knowledge development, capacity building, normative work and standards promotion or policy influence are treated centrally alone or in combination.

The question on ‘quality and completeness of outputs’ is not usually discussed explicitly by evaluations, but is closely related to the afore-mentioned achievements. It is to some extent implicit in the other achievement criteria, but more difficult to extract by a third-party reviewer.

Strategic relationships, strengthening tripartism and uptake of outputs are rarely addressed explicitly and hence difficult to assess. Accordingly, they are comparatively less well covered in the meta-analysis. In addition, they all happen to be closely related to other evaluation criteria, with which they could possibly be combined, notably ‘strategic relationships’ with ‘collaboration and coordination’, ‘strengthening tripartism’ with ‘constituent support’, and ‘uptake of outputs’ with ‘quality and completeness of outputs’.

Sustainability and national development impact are usually covered, but come with a high degree of uncertainty attached, since evaluations rarely have the privilege to take their analysis much beyond the immediate scope of the programme.

Figure 11. Coverage of review criteria on effectiveness



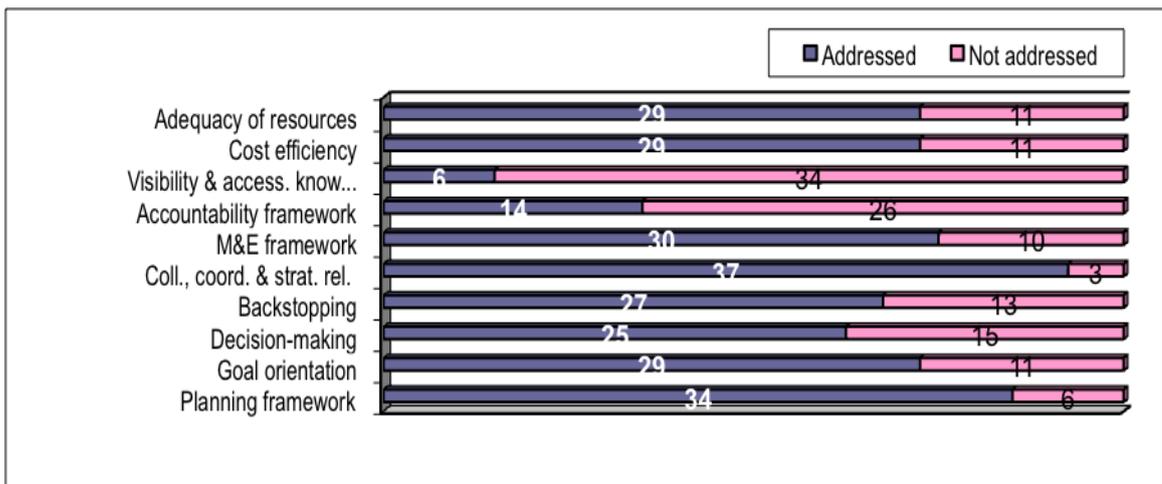
See Annex III for key to abbreviated data.

Efficiency

Efficiency is not only about money and resources. The management angle of technical cooperation is often not adequately and not systematically considered, even though effectiveness of management has been separated out as a special cluster. The criteria on ‘planning framework’ and ‘goal orientation’ theoretically focus on distinct aspects of management, but are difficult to hold apart in practice.

The evaluation criteria concerning the ‘accountability framework’ is mostly ignored by evaluations as are the questions on ‘visibility and accessibility to knowledge and information’ and ‘resource mobilization’. In turn, there is fairly systematic but variable coverage on the aspect of ‘monitoring and evaluation framework’.

Figure 12. Coverage of review criteria on efficiency



See Annex III for key to abbreviated data.

General remarks

In many instances, the evaluations in the sample stay descriptive rather than analytical in their treatment of technical cooperation results. They remain close to the texts of the

immediate objectives rather than reviewing capacity building, knowledge development and standards promotions/policy influence more broadly. In this connection, some evaluations are akin to audits and do not have the strategic dimension that makes the value of evaluations.

Evaluation criteria that go beyond the immediate contours of the programme, especially questions surrounding impact and sustainability, are treated with a certain hesitation. They typically require that evaluation work be extended beyond the immediate programme actors, which is something few evaluations allow for in terms of time and resources. This applies to the criteria of contribution to national development/impact, strategic relationships, uptake of outputs, and sustainability of results.

Time allocated to evaluation exercise is frequently noted as insufficient and prevents evaluations from carrying out their work diligently. The discrepancy between evaluation criteria and what can reasonably be achieved within very restricted time frameworks and limited resources (most often one evaluator working alone) have knock-on effects for the coverage of evaluation criteria and ultimately the validity of evaluation results.

The narrative in evaluation reports is affected. Some evaluations fail to properly discriminate between what pertains to discussion on relevance, effectiveness and efficiency, respectively. Others mix up findings and conclusions. In a number of instances, evaluation reports have not yet been able to synthesize simple, sometimes contradictory, observations into evaluation findings.

To the extent that evaluators are unable to capture all aspects of a programme, they tend to be conservative in their assessment, which translates into 'soft' language, notably when it comes to negative assessments. Nor do they want to put down the work of programme staff that contributed to the evaluation. Evaluators tend to err on the side of caution. This 'evaluators' syndrome', to which this meta-analysis is not immune, may explain the somewhat asymmetrical distribution of ratings.

Evaluations in the sample often cater to multiple evaluation clients. In practice, the reports do not frequently address the diverse evaluation interests of different target audiences, which is clearly challenging. Evaluation clients beyond programme management need to be better specified, along with their particular evaluation concerns, which need to be explicitly addressed. In this respect, evaluation lessons that have the potential to advance institutional learning are in short supply.

Discussions are very much first-degree and do not venture out to make deeper analysis. Some 25 per cent of evaluations were found to be of rather mediocre quality, whereas 35 per cent of evaluations could be said to be above average. The bulk of evaluations in the middle were of satisfactory quality, but typically incomplete in their coverage.

Programmes have particular difficulties drawing broader lessons that go beyond the specific operation and help promote organizational performance. In general, lessons are drafted for the immediate management needs of the programme.

Recommendations related to evaluation

- Evaluations of technical cooperation need to shift their focus from primarily recording output achievement to more strategic discussion of the programme's contribution to development effectiveness along the evaluation dimensions of relevance, efficiency, effectiveness, impact and sustainability. A special effort is necessary to make lessons more useful for organizational learning.
- Management, M&E and accountability systems should be discussed more systematically. Evaluation of management aspects needs to focus more closely on bureaucratic rigidities and slowness (financial and administrative procedures) that weigh on project performance.
- Performance scoring for the meta-analysis and other uses should be made part of the terms of reference of evaluators of technical cooperation. The latter should be invited to answer more completely the evaluation criteria. Evaluation criteria need to be revisited and further refined so as to better guide evaluators.

Annex II. Scoring system

Highly unsatisfactory	Unsatisfactory	Somewhat satisfactory	Somewhat unsatisfactory	Satisfactory	Highly satisfactory
1	2	3	4	5	6
Highly deficient capacity and performance demonstrated; no positive results; overwhelming need to intervene to avoid further problems	Overall deficient capacity, performance and poor results demonstrated with clear need for substantial improvements	Basic level of capacity, performance and results demonstrated but need for improvement in multiple ways	Adequate level of capacity, performance and results demonstrated, with some weak performance	Overall, high level of capacity, performance and results demonstrated	Very high level of capacity, performance and results demonstrated

Annex III. Evaluation criteria coverage

Frequencies

	1	2	3	4	5	6
Validity of design/approach	0	0	3	13	17	6
Pro-poor focus	0	0	2	4	5	0
Innovative initiatives	0	0	0	3	4	1
Gender sensitive	0	3	5	11	5	4
Quality, completeness and uptake of outputs	0	0	2	13	17	3
Knowledge development	0	0	0	6	15	4
Capacity building	0	0	2	14	16	3
Normative work/Standards promotion	0	0	1	11	8	4
Policy influence	0	0	4	6	16	3
Contribution to national development/impact	0	1	3	13	13	1
Tripartism	0	1	0	7	10	3
Sustainability of results	0	0	7	15	13	1
Planning framework	0	1	7	13	10	2
Goal orientation	0	2	4	10	8	3
Decision-making	0	0	5	7	8	3
Backstopping	0	0	2	5	17	3
Collaboration, coordination and strategic relationships	0	0	3	13	14	1
Monitoring and evaluation framework	0	1	9	14	5	0
Accountability framework	0	0	4	6	4	0
Visibility and accessibility to knowledge and information	0	0	0	2	2	2
Cost efficiency	0	0	0	9	16	2
Adequacy of resources	0	0	9	11	6	1
Resource mobilization	0	0	1	2	6	0
TOTAL	1	12	75	214	265	126

Statistics

	N		Mean	Median	Mode	Std. Deviation
	Valid	Missing				
Validity of design/approach	40	0	4.650	5	5	0.834
Pro-poor focus	11	29	4.273	4	5	0.786
Innovative initiatives	9	31	4.889	5	5	0.782
Gender sensitive	30	10	4.133	4	4	1.196
Quality, completeness and uptake of outputs	36	4	4.597	5	5	0.725
Knowledge development	27	13	4.926	5	5	0.675
Capacity building	37	3	4.595	5	5	0.725
Normative work/standards promotion	26	14	4.615	4.5	4	0.804
Policy influence	31	9	4.645	5	5	0.877
Contribution to national development/impact	33	7	4.333	4	4	0.890
Tripartism	26	14	4.519	5	5	1.063
Sustainability of results	38	2	4.211	4	4	0.777
Planning framework	34	6	4.088	4	4	0.996
Goal orientation	29	11	4.207	4	4	1.082
Decision-making	25	15	4.440	4	4	1.003
Backstopping	27	13	4.778	5	5	0.751
Collaboration, coordination and strategic relationships	37	3	4.486	4.5	5	0.741
Monitoring and evaluation framework	30	10	3.733	4	4	0.828
Accountability framework	14	26	4.000	4	4	0.784
Visibility and accessibility to knowledge and information	6	34	5.000	5	4	0.894
Cost efficiency	29	11	4.759	5	5	0.577
Adequacy of resources	29	11	3.931	4	4	0.842
Resource mobilization	10	30	4.600	5	5	0.699

Annex IV. Projects reviewed

Text reference	Project code	Title of project	Outcome	Region	Strategic objective	Donor	Year
1	RLA/09/51/SPA	Programa regional para la aplicación de programas de trabajo decente en los países del MERCOSUR – Evaluación final	19	Latin America	EMPLOYMENT	Spain	2012
2	SAF0751MFLA	Social entrepreneurship targeting youth in South Africa (SEYTYSA) – Final Evaluation	3	Africa	EMPLOYMENT	Belgium. Flanders Cooperation Agency	2011
3	ALB/03/50/ITA	Assistance to strengthen the employment and training system of the national employment services – Final Evaluation	2	Europe & Central Asia	EMPLOYMENT	Italy	2011
4	INT/08/68/IRL	Women’s Entrepreneurship Development and Gender Equality: Phase 3	1	Regional – Interregional	EMPLOYMENT	Ireland	2011
5	RAS/10/50/AUS	Green Jobs in Asia - Final Evaluation	3	Asia	EMPLOYMENT	AusAID	2012
6	OMA/06/01/AGF	Enhancing the vocational rehabilitation and employment services for people with disabilities in Oman - Final Evaluation	2	Middle East	EMPLOYMENT		2012
7	ZAM/07/01/FIN	Broad-based Wealth and Job Creation in Zambia Economic Empowerment through MSME Development – Final Evaluation	3	Africa	EMPLOYMENT	Finland	2011
8	DRC/11/01/DRC	Projet d'appui à la réinsertion économique durable des démobilisés (ARED II) - Evaluation final	1	Africa	EMPLOYMENT		2012
9	VIE/09/02/OUF	Youth employment through local economic development: Quang Nam, Viet Nam – Final Evaluation	3	Asia	EMPLOYMENT	UNDP Multi-Donor Trust Fund	2011
10	INS/06/15/NET	Education and skills training for youth employment (EAST) – Final Evaluation	2	Asia	EMPLOYMENT	Netherlands	2011
11	INT/07/09 SDC	Creating youth employment through improved youth entrepreneurship – Final Evaluation	3	Regional – Interregional	EMPLOYMENT	Swiss Development Corporation	2011
12	SIL/10/01/OUF	Quick Impact Employment Creation Project (QIECP) for Youth through Labour-based Public Works in Sierra Leone – Final Evaluation	1	Africa	EMPLOYMENT	OUF	2012
13	VIE/0903M/OUF	Support to the Industrial Relations and Labour Code Reform in Viet Nam	11	Asia	SOCIAL DIALOGUE	OUF	2011
14	INT/09/62/NOR	Strengthening labour inspection services in Angola, Brazil, China, India and South Africa – Final Evaluation	11	Regional – Interregional	SOCIAL DIALOGUE	Norway	2011
15	MOZ/09/01/FLA	DWCP support to improving social dialogue MOZ/08/02/FLA) and Women’s Entrepreneurship and Workers’ Rights (MOZ/09/01/FLA) Final evaluation	12	Africa	SOCIAL DIALOGUE	Flemish?	2012
16	UKR/08/02/EEC	Gender Equality in the World of Work	17	Europe & Central Asia	SOCIAL DIALOGUE	EC	2011
17	LEB/08/05M/UNR	Enhancing local employment, skills and enterprises in Nahr El Bared, Lebanon – Final Evaluation	13	Arab States	SOCIAL DIALOGUE	UNRWA	2011
18	INT07/16/SPA	Proyecto para el Desarrollo Racional y Sostenible del Sector Pesquero – Evaluación Final	13	Regional – Interregional	SOCIAL DIALOGUE	Spain	2011
19	RER/07/08/AUT	Consolidating the legal and institutional foundations of social dialogue in the countries of Western Balkans and Moldova – Final Evaluation	11	Europe	SOCIAL DIALOGUE	Austria	2012
20	RER/06/09/IRL	Strengthening social partnership in the Western Balkans – Final Evaluation	12	Europe & Central Asia	SOCIAL DIALOGUE	Ireland	2011
21	RAF/06/11/FRA	Modernisation de l’administration et de l’inspection du travail de quatre pays d’Afrique francophone – Final Evaluation	11	Africa	SOCIAL DIALOGUE	France	2011
22	RAF/10/02/RBS	Social security quantitative training for Africa (Quatrain) – RBSA Final Evaluation	4	Africa	SOCIAL PROTECTION	RBSA Funds	2011

23	RAS/10/56/JPN	ASEAN focused labour market governance programme (OSH Component) – Final Evaluation	6	Asia	SOCIAL PROTECTION	Japan	2011
24	MOL/08/02/ROM	Building capacity for coordination of social security for migrant workers – Final Evaluation	4	Europe & Central Asia	SOCIAL PROTECTION	Romania	2011
25	RAF/08/02/RBS	Evaluation of MIGSEC: Extending social security to african migrant workers and their families – RBSA Evaluation	7	Africa	SOCIAL PROTECTION		2012
26	CMB/09/04/SPA	Social protection and gender in Cambodia – Final Evaluation	4	Asia	SOCIAL PROTECTION	Spain	2012
27	RER/08/05/EEC	Increasing protection of migrant workers in the Russian Federation and enhancing development impact of migration in Armenia, Azerbaijan and Georgia – Final Evaluation	7	Europe	SOCIAL PROTECTION	EC	2012
28	RER/06/14/EEC	Regulating Labour Migration as an Instrument of Development and Regional Cooperation in Central Asia	7	Europe & Central Asia	SOCIAL PROTECTION	EC	2011
29	RAF0608FRA	PAMODEC Phase II – Projet d’appui à la mise en oeuvre des principes et droits fondamentaux au travail (Phase II) – Evaluation final	14	Africa	STANDARDS	France	2011
30	GLO/09/60/SID	Promoting freedom of association and collective bargaining rights in the rural and export processing sectors – Final Evaluation	14	Interregional	STANDARDS	SIDA	2012
31	INT/08/72/IRL	Social partnership and advocacy to tackle child labour: IPEC, ACTRAV and ACT/EMP Social Dialogue and Child Labour Project – Final evaluation	16	Regional – Interregional	STANDARDS	Ireland	2011
32	BGD/07/01/NET	Time-Bound Programme - Urban Informal Economic Program on Prevention and Elimination of the WFCL in the Urban Informal Economy of Dhaka Metropolitan Area – Final Evaluation	16	Asia	STANDARDS	Netherlands	2012
33	INS/08/02/NAD	Combating forced labour and trafficking of Indonesian migrant workers (Phase II) – Final Evaluation	15	Asia	STANDARDS	NORAD	2012
34	RER/08/02/EEC	Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia – Final evaluation	15	Europe & Central Asia	STANDARDS	Europe Aid	2011
35	INS/07/03/USA	Project of support to the Indonesian Timebound Program on the elimination of the worst forms of child labor – Phase II – Final Evaluation	16	Asia	STANDARDS	USDOL	2012
36	URT/08/03/USA	Improving labour law compliance in the United Republic of Tanzania – Final Evaluation	17	Africa	STANDARDS	USDOL	2012
37	RAF/08/06/ITA	Support to the National Action Plans (NAP) in Sub-Saharan Africa through policy support, research, knowledge building and advocacy, Understanding Children's Work (UCW) – Final Evaluation	16	Africa	STANDARDS	Italy	2012
38	INT/08/15/EEC	Promotion of indigenous and tribal peoples' rights through legal advice, capacity building and dialogue – Final evaluation	14	Regional – Interregional	STANDARDS	Europe Aid	2011
39	INT/09/61/NOR	Gender equality in the world of work in Angola, Brazil, China, India and South Africa (BASIC Project) – Final Evaluation	17	Regional – Interregional	GENDER	Norway	2011
40	RAS/08/03/EEC	Going back - Moving on: Economic and Social empowerment of migrants including victims of trafficking returned from EU countries – Final External Evaluation	7	Asia	STANDARDS		2012

Annex V. Terms of reference

In response to growing recognition that evaluations provide credible and useful feedback to the ILO on its effectiveness in advancing decent work, the ILO Evaluation Unit (EVAL) is for the second time conducting a biennial meta-analysis of its independent project evaluations completed in 2011 and 2012. For the most part these constitute decentralized evaluations of technical cooperation projects with budgets exceeding \$1 million, however, a growing number cover joint programmes which ILO has jointly implemented with other UN agencies. All, however, link to and support the ILO's efforts to achieve the objectives laid out in its Decent Work Country Programmes (DWCP) and the Strategic Policy Framework 2010-15 (SPF).

EVAL is mandated to implement the ILO evaluation policy and strategy, which call on the Office to learn from and make effective use of evaluations to improve decent work results. For this study the ILO's performance linked to technical cooperation is considered with respect to relevance, effectiveness, efficiency, evidence of results supporting achievement of decent work outcomes, and projected sustainability of results received. The information used for this analysis will be systematically gleaned from recently completed independent final project evaluations through a meta-analysis exercise.

Objectives

1. Summarize the findings of independent evaluations within the context of the decent work agenda and the SPF outcomes within the context of pre-specified performance indicators.
2. Identify aspects and trends in ILO operational performance linked to implementation of technical cooperation (main means of action, partnership, etc.).
3. Synthesize key issues and insights from the analysis and make recommendations to guide future operations based on identified challenges.

Approach and scope

The 2013 report will build from the previous study, completed in 2011⁸⁷ and will repeat much of the same approach, but will address several shortcomings of that study. These relate to the sampling frame, the indicators and risk of overlap or double counting, and the methods for data analysis and reporting of findings.

Transforming the findings, conclusions, recommendations, good practices and lessons learned into meaningful consolidated measures of organizational performance is challenging. The ILO has a detailed set of guidelines for project evaluations and a set

⁸⁷ ILO: *Decent work results and effectiveness of ILO operations: A meta-analysis of project evaluations, 2009–2010* (Geneva, 2011).

of quality standards for the evaluation process and the evaluation report. Since 2007, the ILO has applied a fairly consistent approach to independent project evaluations. In addition, all evaluations will be screened to ensure acceptable quality standards are met. The ILO has contracted Western Michigan University to independently appraise evaluations completed in 2011 and 2012. These results will identify any evaluations of insufficient quality to be considered in this exercise.

Methodology

The meta-analysis will focus on several levels of information review.

(1) Ex-post performance rating based on findings of evaluation reports

Within the results framework of the ILO’s strategic objectives and most of the 19 high-level outcomes, evaluations will be reviewed to ascertain performance within the technical area, region, sector, using a predefined scoring system, as shown below table 1. The full list of criteria to be scored is provided in annex 1. Only final independent evaluations from 2010 and 2011 will be considered for the exercise. Additional sampling will limit the number of evaluations under any single P&B outcome to no more than per year.

Table 1. Scoring matrix guide

Highly unsatisfactory	Unsatisfactory	Somewhat satisfactory	Somewhat unsatisfactory	Satisfactory	Highly satisfactory
1	2	3	4	5	6
Highly deficient capacity and performance demonstrated; no positive results; overwhelming need to intervene to avoid further problems	Overall deficient capacity, performance and poor results demonstrated with clear need for substantial improvements	Basic level of capacity, performance and results demonstrated but need for improvement in multiple ways	Adequate level of capacity, performance and results demonstrated, with some weak performance	Overall, high level of capacity, performance and results demonstrated	Very high level of capacity, performance and results demonstrated

(2) Focused thematic synthesis of lessons learned and good practices within technical outcomes emanating from the meta- analysis.

Prior to finalizing the study’s methodology the evaluation unit will identify themes for more in depth analysis. Information for this analysis will be taken from the comment sections in each section of the project scoring sheets.

(3) Analysis of patterns and differences in performance results by sector, region, thematic, project construct, and possibly donor.

The data generated through this exercise will be analyzed and presented in graphs and

tables to show results in a comparative context. Conclusions and recommendations will be based primarily on the outcome of this analysis.

Tasks

The consultant will perform the following tasks:

- review the pool of 40 final evaluation reports to determine their quality and suitability for exercise;
- adapt the ILO performance matrix for the purposes of the exercise, and refine analytical framework for more in depth analysis of conclusions, recommendations and lessons learned;
- based on agreed inception report and indicator matrix, score and qualitatively annotate 40 individual evaluation reports;
- submit a draft report summarizing the results of the meta-analysis;
- revise the report based on feedback provided by ILO evaluation unit.

Outputs

The following written outputs will be produced:

- a detailed report to be prepared by the team as an internal report to ILO managers.
- scoring for each of the selected evaluations plus comments/excerpts supporting.

The consultant will also be responsible for the following deliverables:

- an inception report, which lays out the methodology to be applied, including analytical framework, the outline of the final report, and summary tables of evaluations to be used in the exercise;
- a draft report for circulation and comment;
- a final report summarizing the results of the meta-analysis, including data supporting these results.