



Governing Body

334th Session, Geneva, 25 October–8 November 2018

GB.334/PFA/7

Programme, Financial and Administrative Section
Audit and Oversight Segment

PFA

Date: 5 October 2018

Original: English

SEVENTH ITEM ON THE AGENDA

High-level evaluations of strategies and Decent Work Country Programmes

Purpose of the document

This document presents a summary of the findings and recommendations of three independent high-level evaluations conducted during 2018. Part I pertains to the ILO's strategy and actions for improved youth employment prospects, 2012–17. Part II covers the ILO's capacity-development efforts, 2010–17 (all constituents). Part III concerns the ILO's programme of work in Lebanon and Jordan in terms of Decent Work and the Response to the Syrian Refugee Crisis, 2014–18. The Governing Body is invited to endorse the recommendations and request the Director-General to ensure their implementation (see draft decision in paragraph 136).

Relevant strategic objective: All.

Main relevant outcome/cross-cutting policy driver: Enabling Outcome B: Effective and efficient governance of the Organization.

Policy implications: The final section of each evaluation summary contains a set of recommendations, the implementation of which will have policy implications.

Legal implications: None.

Financial implications: Changes in resource allocations within approved budget level may be required.

Follow-up action required: Follow-up to the recommendations will be reviewed by the Evaluation Advisory Committee (EAC) and reported to the Governing Body through the annual evaluation report.

Author unit: Evaluation Office (EVAL).

Related documents: GB.332/PFA/8; GB.331/PFA/8.

Contents

	<i>Page</i>
Introduction	1
Part I. Independent evaluation of the ILO’s strategy and actions for improved youth employment prospects, 2012–17	1
Purpose and scope	1
Summary of findings.....	2
Overall assessment	5
Conclusions and lessons learned.....	5
Recommendations	6
Office response	8
Part II. Independent evaluation of the ILO’s capacity-development efforts (all constituents) – 2010–17	9
Purpose and scope	9
Summary of findings.....	10
Overall assessment	13
Conclusions and lessons learned.....	13
Recommendations	14
Office response	17
Part III. Independent evaluation of the ILO’s programme of work in Lebanon and Jordan in terms of Decent Work and the Response to the Syrian Refugee Crisis 2014–18.....	18
Purpose and scope	18
Summary of findings.....	19
Overall assessment	22
Conclusions and lessons learned.....	22
Recommendations	23
Office response	25
Draft decision	26

Introduction

1. This report presents a summary of the findings of three high-level evaluations conducted by the ILO's Evaluation Office (EVAL) in 2018.¹ The evaluations were undertaken using internationally accepted evaluation criteria covering relevance, coherence, effectiveness, efficiency, impact, and sustainability. Data derived from different methods (desk reviews, surveys and field visits) were triangulated to ensure consistency and reliability.² A six-point rating scale – ranging from very unsatisfactory to very satisfactory – was applied to complement the findings. The evaluations aim to generate insights into organizational performance within the context of the ILO's results-based management (RBM) system, and are expected to contribute to decision-making on policies, strategies and accountability.

Part I. Independent evaluation of the ILO's strategy and actions for improved youth employment prospects, 2012–17

Purpose and scope

2. This evaluation of the ILO's Youth Employment Strategy and actions covered two strategic framework periods: the Strategic Policy Framework 2010–15 and the Transitional Strategic Plan 2016–17. The resolution of the 101st Session of the International Labour Conference (ILC) in 2012 – “The youth employment crisis: A call for action” – and its seven-year follow-up plan endorsed by the Governing Body provided the operational framework for the ILO's actions in the period. It built on the Organization's long history working in the youth employment field and previous related resolutions.
3. The evaluation covered all efforts undertaken by the Office including: Outcome 2 of the Strategic Policy Framework 2010–15 (Indicator 2.5);³ and Outcome 1 under the Transitional Strategic Plan 2016–17 (Indicator 1.2)⁴ and Outcome 4 (Indicator 4.3).⁵ The evaluation also considered results relating to other outcomes and indicators.
4. Field visits were conducted in eight countries. An additional five countries were covered by a regional thematic evaluation on youth employment in Asia, which was organized in

¹ The full text of the evaluation reports provides documentation and further details to substantiate the key findings and conclusions presented in the summaries. These reports can be consulted at: <https://www.ilo.org/eval/Evaluationreports/lang--en/index.htm>.

² Country or topical case studies and other supporting documentation for each evaluation are available upon request at: eval@ilo.org.

³ Number of member States that, with ILO support, develop and implement integrated policies and programmes to promote productive employment and decent work for young women and men.

⁴ Member States that have taken targeted action on decent jobs and skills for young women and men through the development and implementation of multi-pronged policies and programmes.

⁵ Member States in which public and private intermediaries have designed and implemented scalable entrepreneurship programmes aimed at income and employment creation with a focus on young people and women.

parallel. A total of 174 face-to-face interviews were conducted with ILO staff, constituents, UN partners and donors; an additional 97 stakeholders participated through online surveys. Furthermore, a synthesis review of 30 evaluation reports on youth employment from 2012 to 2017 was conducted. Gender and other cross-cutting themes were considered throughout.

Summary of findings

A. Relevance

5. The *Call for action* remains as relevant as ever. Global youth unemployment rates remain high and are rising in some regions. The issue has received new prominence in the Sustainable Development Goals (SDGs) and the ILO's expertise is all the more needed.
6. The emphasis placed by the ILO on identifying and disseminating information on “what works” was important, as constituents sought more certainty in their policy responses. The ultimate relevance of this research will only be demonstrated when it leads to changes in countries' policies and programmes, and improved youth employment outcomes. Other significant research included the four *Global Employment Trends for Youth* reports published in the period under review, and the wealth of data on school-to-work transition generated by the ILO–MasterCard Foundation project.
7. The ILO's work was broadly relevant to the diverse needs of young people, including those disadvantaged in the labour market. Significant work has been done to identify good practice for some groups, but more advocacy for others is needed (for example, young people with disabilities, indigenous young people) to promote “what works” for them, and to target them in project delivery.
8. The ILO has extended its technical advice to new areas of work in youth employment, notably Youth Guarantee (YG) programmes in Europe. Its work in reaching out to those “not in employment, education or training” (NEET) has potential application in other settings, and therefore positions the ILO to take a lead role in this area.
9. The ILO's work remained responsive to new developments, including Recommendations Nos 204 and 205 ⁶ and the SDGs. The ILO has played a convening role within the UN system and attempted more broadly to focus attention on the youth employment dimensions of these developments, notably through the Global Initiative on Decent Jobs for Youth. The world of work is changing, and young people are likely to be at the forefront of these changes. How the ILO responds to the emergence of new forms of work – and the opportunities and risks they present to young people – will require some difficult, strategic choices.

B. Coherence

10. The *Call for action* gives the ILO and its constituents all the pieces needed to assemble a coherent mechanism to tackle the youth employment challenge. But putting these pieces together is a difficult task requiring political will, technical capacity, and funding. Supporting the development of national youth employment strategies and action plans, as well as providing information on what works can help direct, inspire, and motivate change; but real reform requires hands-on support at country level. The ILO has had some success in this (for example, the Azerbaijan case study), but its resources are limited.

⁶ The Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), and the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205).

11. Fragmentation of efforts in youth employment development needs to be minimized. The ILO is trying to play a role in this (including through the Global Initiative and at country level). The ILO itself needs to be attentive not to reinforce piecemeal approaches, mainly by focusing on the use of single tools instead of promoting holistic solutions.
12. The coherence between the *Call for action* and the programme and budget was initially weak – what it was seeking to achieve through the former was inadequately measured by the latter. This situation improved somewhat during the 2016–17 period, but the programme and budget still only gave a partial picture.
13. The Youth Employment Programme (YEP) Unit brought together different parts of the Organization as envisaged in the strategy. However, the ILO still needs to exploit all the potential synergies in its work.
14. Tripartite involvement has generally been good, and attention has been given to building constituent capacity. In the field, some constituents said they needed more involvement during the entire design and implementation of policies and programmes, not just at the beginning of the process. Constituents share a commitment to youth employment: this is in itself a force for cohesion, and has opened some doors for the ILO to advance other parts of the Decent Work Agenda.

C. Effectiveness

15. Programme and budget results exceeded global targets in all three bienniums; most of the regional targets were met or exceeded. In terms of what could be measured this was a very good result. Other measurement methods may be needed, however, to cover the full breadth of ILO's effectiveness.
16. The ILO aligned its work with the “three pillars”⁷ of the *Call for action*; within these, examples of effective interventions were identified. Among the more significant were those of the ILO–MasterCard Foundation project and the pivotal role the ILO played in the Global Initiative on Decent Jobs for Youth. At the regional level, key initiatives also aligned with the three pillars, such as the Youth Employment in North Africa activities, a partnership intended to develop a regional and systematic approach to youth employment.
17. A synthesis review of 30 youth employment project evaluations concluded that, despite some deficiencies, good results were achieved overall. These findings were confirmed by this evaluation in the cases wherein projects and other technical support were designed in line with the “multi-pronged” approach, leading to observable and tangible results. In the survey, staff generally rated the Office highly in meeting its strategic objectives.
18. The evaluation found that a better balance between supply-side and demand-side driven initiatives was needed. The field visits highlighted some projects that achieved a good balance between growing new jobs and improving the employability of young jobseekers. At the same time, the review of implementation reports suggested that such projects were not usual; and that projects involving entrepreneurship training were far more common. Concerns were expressed that this was putting too much of the responsibility for job creation on young people's shoulders and not enough on governments' commitment to pro-employment policies.

⁷ Knowledge development and dissemination; technical assistance and capacity building; partnerships and advocacy.

19. Apprenticeships are attracting global interest as a means of enhancing youth employability and meeting employers' skills needs. The ILO has supported institutional capacity to deliver "Quality Apprenticeships" (QAs) in a number of countries and has supported the Global Apprenticeship Network (GAN), a business-driven initiative, in its promotional efforts. Apprenticeships have proven their effectiveness in some countries, but local context needs to be considered. Policy intent is also a consideration. Many quality apprenticeship systems are founded on their ability to provide employers with highly skilled workers. While they can facilitate school-to-work transition for many young people, they are not a panacea for youth unemployment.
20. Good examples of gender inclusiveness and non-discrimination were found (including research on "what works" in employment for young women), but the synthesis review also noted that some projects treated these issues as "an afterthought". More could be done to ensure that gender considerations are included throughout project delivery.

D. Efficiency

21. At the aggregate strategy level, efficiency is hard to measure: the ILO's systems do not allow an analysis of the costs associated with specific activities (or thematic areas) and their reported results. The fact that youth employment work is dispersed throughout the ILO makes this kind of analysis even more problematic.
22. However, at the individual youth employment projects level, the synthesis review of 30 project evaluations gave efficiency a rather low score, mainly due to issues with the timeliness of implementation, budget management, communication, and coordination with the stakeholders.
23. The YEP Unit within the Employment Policy Department is the key driver and coordinator of youth employment in the ILO. Given its outputs over the period and modest staffing profile, it appears to have operated efficiently. Demand for guidance and services from headquarters at country level still exceeds supply.

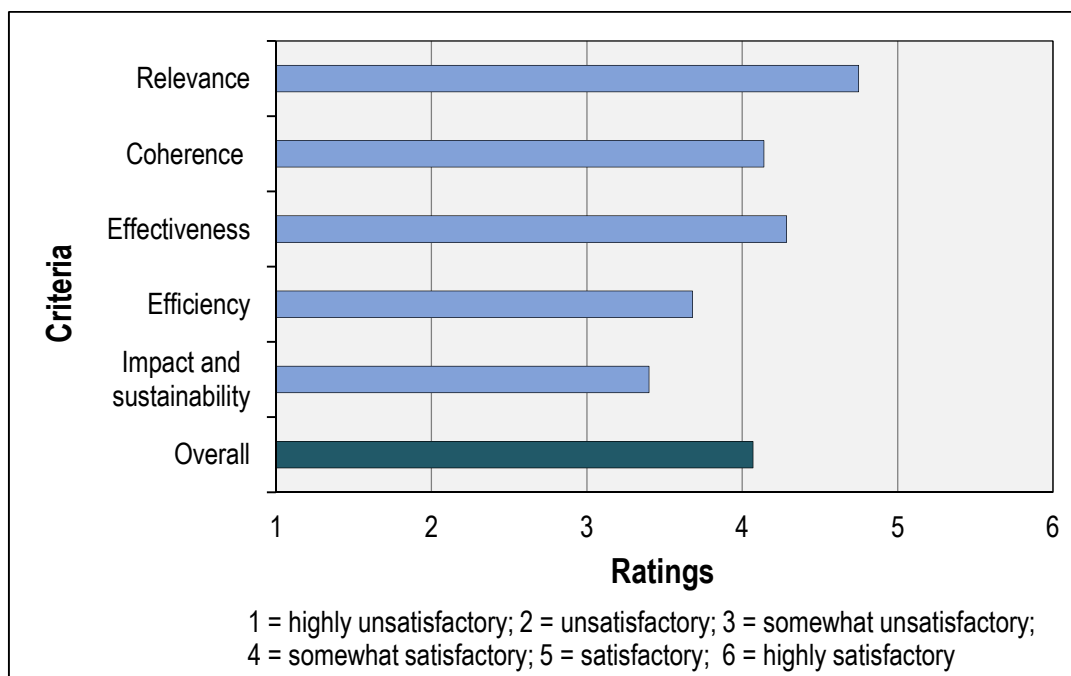
E. Impact and sustainability

24. The field visits highlighted some projects that appear likely to have had a lasting impact: for example, community infrastructure in Tunisia, and processes established in Portugal through its YG programmes. In other countries there is optimism about impact and sustainability, but only time will tell, for example, Egypt's endeavours to align efforts through the Youth Employment Programme, or services put in place through Sri Lanka's SKILLED project. In China, there is evidence of the impact and sustainability of past ILO actions (for example, the institutionalization of Know About Business (KAB)); and in Peru, an earlier joint UN project, which introduced a number of youth employment initiatives.
25. Staff believe that the ILO has made the most difference in two areas: putting youth employment on the development map, and providing information on youth employment trends. This is in contrast to the areas where they believe the least difference was made: youth rights at work.
26. Looking ahead, the ILO as custodian of SDG indicators on youth employment is in a key position to promote and monitor impact and sustainability over the SDG time frame. Its role in the Global Initiative can also support this, given its focus on maximizing impact.

Overall assessment

27. The ratings in figure 1 reflect both the performance of the ILO's strategies and actions for improved youth employment prospects.

Figure 1. Overall evaluation ratings by criterion



Conclusions and lessons learned

28. The ILO has played a significant role in elevating youth employment as an international development priority. It has developed knowledge of the factors influencing youth employment outcomes, including the transition from school to work, and of “what works”. It now needs to apply this knowledge in its development cooperation (DC) work, and while mobilizing resources and leveraging partnerships. The Global Initiative provides an opportunity to do this in the context of the 2030 Agenda for Sustainable Development (2030 Agenda). The ILO's unique links to constituents and its deep understanding of the issues are assets that can be used to position the Organization as a global leader in the field.
29. New challenges are emerging, and levels of informality remain high among youth in some regions. The knowledge gained through the ILO's investment in research could be used to position the Organization as a leader in developing innovative and evidence-based solutions in youth employment.
30. The need for enhanced youth engagement persists, and without mechanisms to hear from youth – in all their diverse circumstances and backgrounds, not just elite, highly educated youth – there is a real risk that policy will be developed in a vacuum or that vital issues will be misdiagnosed.
31. The ILO's RBM system still does not paint a comprehensive picture of its work in youth employment.
32. However relevant its content may be, the publication of a report or the completion of an action plan are outputs of the ILO's work, not outcomes. If the ILO wants to truly measure

the value it adds, final project evaluations (conducted before the projects have even ended) should not be the end of their performance story.

Recommendations

Recommendation 1

- 33.** *Operationalize the lessons learned from the ILO's past knowledge development work in the design of development cooperation projects and in the refinement of ILO tools and products. Focus new knowledge development work on responses to the situation of youth in the changing world of work.* The ILO needs to take stock of the key lessons from the research and seek increasingly creative ways to incorporate these into project design in order to maximize their effectiveness. These lessons should also inform the development of ILO tools and products, ensuring that they are optimized for young people. Future research needs to explore the opportunities and risks for young people posed by new developments in the world of work.

Responsible units	Priority	Time implication	Resource implication
Employment Policy Department (EMPLOYMENT), Deputy Director-General for Policy (DDG/P)	Medium	June 2019	Medium

Recommendation 2

- 34.** *Give more attention to developing and applying practical tools and approaches that promote employment quality and equity.* The ILO is already doing significant work in these areas, but more could be done. Promoting good practice in gender-inclusive youth employment project design and implementation should be ongoing, backed by “what works” findings if they are available. The same applies to strengthening understanding of what works for the most disadvantaged young people and actively advocating for their increased participation. Close cooperation with the Conditions of Work and Equality Department (WORKQUALITY) is needed in order to identify future areas of cooperation.

Responsible units	Priority	Time implication	Resource implication
EMPLOYMENT, WORKQUALITY, Governance and Tripartism Department (GOVERNANCE), DDG/P	Medium	December 2018 (to identify priorities)	Low

Recommendation 3

- 35.** *Give more attention to the issue of cost-effectiveness of interventions in future “what works” research and pilot projects and programmes.* Given the scarcity of resources available to many countries to address youth employment issues, the question for many is not just “what works?” but “how much is it and is it worth it?” Some items on the *Call for action* menu may be more expensive, but the return on such investments in youth employment may (or may not) be justifiable. From the policy-maker’s perspective, more research on this could be advantageous.

Responsible units	Priority	Time implication	Resource implication
EMPLOYMENT, DDG/P	Medium	December 2019	Medium

Recommendation 4

36. *Review and find opportunities to support youth engagement, especially at country level in policy and programme development.* Understanding the aspirations and mindset of young people is vital for the formulation of effective youth policies. Not all the countries visited in the evaluation had mechanisms in place to engage effectively with youth in order to assimilate their input into policy and programme design. The ILO should promote effective models for engagement through tripartite constituents and support development capacity initiatives to implement these.

Responsible units	Priority	Time implication	Resource implication
EMPLOYMENT, DDG/P, regional/country offices, Deputy Director-General for Field Operations and Partnerships (DDG/FOP)	Medium	June 2019	High

Recommendation 5

37. *In the development and appraisal phase of new development cooperation projects, ensure that all relevant technical inputs are obtained and ensure that the right choices are made in how project outcomes can best be achieved and what ILO programme approaches should be applied.* Careful consideration of the full range of programme approaches and tools that might be applied in interventions is needed. This allows for the best possible outcome, as opposed to a result of internal competition between different ILO units. Creative combinations of approaches should be encouraged, which should then be supported by unit headquarters that would collaborate in the provision of technical support.

Responsible units	Priority	Time implication	Resource implication
EMPLOYMENT, DDG/P (Partnerships and Field Support Department (PARDEV), DDG/FOP)	High	Immediate	Low

Recommendation 6

38. *Establish a mechanism to systematically measure ex-post the impact and sustainability of the ILO's "upstream" (policy and institutional development) work in youth employment.* The impact and sustainability of the ILO's DC work in influencing policy and reforming institutions can only be assessed after some time has passed. The ILO should develop a list of projects that require follow-up to track results and sustainability. These should be followed up annually by means of a survey that poses questions relating to the specific long-term outcomes envisaged for each project.

Responsible units	Priority	Time implication	Resource implication
EMPLOYMENT, DDG/P, EVAL	Medium	June 2019	Medium

Recommendation 7

39. *Renew the Call for action, stress the importance of continuing action, and update its messages to address emerging issues in the youth labour market and the need to prepare young people for the changing future of work context.* The velocity of labour market change is such that past assumptions about youth employment already need to be challenged and reconsidered. The ILO's leadership position in youth employment is not guaranteed. It now needs to: build on its existing knowledge base; reframe its Youth Employment Strategy to address current challenges; and continue to lead the debate even more vigorously on how best to ensure that young people can access decent work into the future. As the seven-year time frame of the ILO's Youth Employment Strategy ends in 2019, this is an opportune moment for the Organization to recommit itself to renewed action on youth employment and ensure this responsibility is supported by appropriate resources.

Responsible units	Priority	Time implication	Resource implication
EMPLOYMENT, DDG/P	High	June 2019	Medium

Office response

40. The Office acknowledges the findings of the independent evaluation pertaining to the ILO's overall strategy and action to enhance youth employment prospects. It welcomes the recommendations as useful advice to strengthen its response to a growing demand for support from constituents and, eventually, to renew the *Call for action* in order to tackle a persistent global youth employment challenge. It also appreciates that some of the considerations in the evaluation report point to organizational issues which extend beyond the youth employment area.

Recommendation 1

41. The Office will continue to explore emerging issues in youth labour markets. It will also intensify its efforts to turn research outcome into technical guidelines and training tools for project design and broader application, as demonstrated by the "Youth Employment Toolbox" (currently under development).

Recommendation 2

42. With regard to employment quality and equity, it is important to restate the scope of the work done by the Office on these issues through research, global advocacy, policy advice, and training delivery; and by bringing up job quality aspect in international debates: the Group of Twenty (G20), BRICS (Brazil, Russian Federation, India, China, and South Africa), the UN, and the European Union (EU). The Office will build on these premises and reinforce intra-departmental collaboration in strengthening its action on decent work for youth, including for the most disadvantaged groups.

Recommendation 3

43. International literature remains relatively weak with regard to the cost-effectiveness of the various types of youth employment interventions. The Office will address this gap by building on previous work and undertaking new targeted research for more informed decision-making. The outcome of such research will be integrated in practical tools and approaches as discussed under Recommendation 1.

Recommendation 4

44. As recommended, the Office will maintain and strengthen its dialogue with young people, including through tripartite constituents and youth-led organizations. Renewed efforts will be deployed to better reflect the diverse youth needs and aspirations in national employment strategies and programmes, including in international commitments. The engagement platform devised by the Global Initiative on Decent Jobs for Youth will also facilitate a broader conversation with young people.

Recommendation 5

45. The ILO has been promoting a holistic approach to youth employment that cuts across different areas of expertise. In moving forward, it will pursue more integrated, innovative solutions in DC by adapting its intervention models and project management measures based on examples of good practice.

Recommendation 6

46. Renewed attention will be given to the ex-post assessment of the long-term effects of ILO interventions. In this respect, the Office has recently taken some initiatives, including the establishment of an Impact Assessment Task Force within the Employment Policy Department, and the development of methodologies for tracking progress in SDG indicators relevant to youth employment.

Recommendation 7

47. The Office welcomes this recommendation. In alignment with the ILO's Future of Work Centenary Initiative, it will work to adjust its strategy and sustain resource mobilization efforts for renewed action on youth employment. The Global Initiative on Decent Jobs for Youth also offers opportunities to leverage ILO work and influence decision-making in the framework of the 2030 Agenda.

Part II. Independent evaluation of the ILO's capacity-development efforts (all constituents) – 2010–17

Purpose and scope

48. This evaluation reviewed the ILO's support for capacity development of its constituents covering the period from 2010 to 2017. Capacity development is intended to strengthen the sustainable capacity of constituents to deliver their objectives; this is a core function of the ILO. The evaluation findings are expected to inform the capacity-development strategy called for in the programme of work, to give effect to the 2016 resolution on the Social Justice Declaration, due in March 2019.⁸ Essentially, the evaluation reviewed interventions with the explicit intention of delivering capacity development – whether as a primary objective or an important integrated component – with a focus on the difference made to the tripartite constituents. It sought to define and operationalize capacity development as both a

⁸ [GB.329/INS/3/1](#).

concept of strategic importance and crucial requirement in order to deliver the ILO's strategic objectives.

- 49.** The capacity development of constituents as a core function is a component in all of the ILO's global thematic areas and outcomes, including regional and country programmes. This evaluation uses the following definition:
- (i) that capacity development is both about developing knowledgeable and able people and ensuring that there is an appropriate organizational structure that supports them; and
 - (ii) that changes in the capacity and performance of constituents – as part of an institutional and systemic process – enhances their work on policies, programmes and initiatives that contribute to decent work for all.
- 50.** The evaluation used mixed methods for collecting data and information: (a) a document review, including a synthesis review, of a sample of 40 project evaluations identified as having a capacity-development focus; (b) surveys to capture feedback from a broader sample of ILO staff (331 responses) and constituents (423 responses); (c) interviews and group discussions with tripartite constituents at country level, ILO staff at headquarters and in the field (nine countries in five regions) and staff and beneficiaries at the International Training Centre of the ILO (ITC–ILO) in Turin.⁹

Summary of findings

A. *Relevance to constituents and the ILO*

- 51.** The evaluation found that capacity-development activities supported by the ILO are mostly relevant to the priorities and needs of the constituents. Capacity-development efforts were often tied to activities and particular projects; they were not linked to an analysis and understanding of the most strategic interventions, a systematic assessment of constituents' needs, an analysis of comparative advantage, or a strategic setting of priorities to meet demands. Capacity development is most effective when organizations can review their overall strategy and assess the development needs that flow from it. Selectivity is required to avoid fragmentation and dilution of effort. While good examples of needs assessments undertaken by the ILO do exist, it appeared that, in general, the assessments were limited to projects, and were not systematically carried out as a basis for planning and implementation of strategic capacity-development plans and interventions.
- 52.** The evaluation found a strong tendency among stakeholders to equate capacity development with individual training – this is often connected to what the ITC–ILO in Turin can provide. The organizational and system levels of capacity development received less attention. However, when analysing concrete projects, the three levels of capacity development (individual training, organizational development, and policy advocacy/interventions) are often included, indicating that a comprehensive understanding of, and approach to, capacity development does exist.
- 53.** Gender equality and non-equality discrimination are mainstreamed in the majority of the ILO's interventions, but not always to a significant extent. There is a commitment to integrating gender equality, but its application is uneven. In addition, constituents could do more to promote the role and involvement of women in leadership positions, including the

⁹ A total of 350 people of whom 42 per cent were women.

creation of progression routes with training and mentoring at entry- and middle-level positions.

B. Coherence of strategy

54. Capacity development is recognized as a core component in the ILO Strategic Policy Framework 2010–15, and is one of the four building blocks of the Development Cooperation Strategy 2015–17. Earlier policy documents on technical cooperation outlined elements of a capacity-development strategy, focusing on institutional support steps, but these were not fully implemented or reported on. In summary, there is no dedicated strategy covering capacity development throughout the ILO’s results-based framework and resources with conceptual and operational definitions for planning, implementation, monitoring, and evaluation.
55. Capacity-development features prominently in ILO policy and programme and budget results frameworks as a means of action; the ILO has developed a wide range of tools and instruments to support and deliver it. Currently, the overall approach is more ad hoc than strategic, although for some outcomes there is a strategic basis. It is recognized that all constituents need capacity development, with some guidance in its design, but it is not always clear how this support will make them more effective in the areas of social dialogue and national capacities for policy development and implementation. Therefore, capacity development should begin with clarifying exactly how the development of constituents’ capacity is linked, and how it contributes to the delivery of the ILO’s four strategic objectives and the development objectives of countries; and finally, how the results will be achieved and assessed.
56. The strengthening of tripartism and social dialogue between governments, workers’ organizations and employers’ organizations was well reflected in the three programmes and budgets for the period from 2010 to 2015, with separate policy outcomes. However, social dialogue and tripartism disappeared as a separate outcome in the Programmes and Budget for 2016–17 and was included instead as a cross-cutting policy driver, reducing its visibility across the Organization and as an area of result.
57. The ITC–ILO is first and foremost an international training centre that provides ILO constituents’ personnel with high-quality training; it is geared primarily to participants from the tripartite constituents, but also to ILO staff. The evaluation found that the Centre is an important, but not the sole, main or indeed sufficient provider of capacity-development services to the Organization.

C. Effectiveness

58. Reported programme and budget results for the capacity-development indicators (policy outcomes on workers’ and employers’ organizations, social dialogue, international labour standards, social protection, and effective advocacy for decent work) showed that 70 per cent of them met or exceeded targets in all three bienniums. To the extent that these indicators capture the scope of the ILO’s capacity-development efforts, this was a good result.
59. The overall finding from evaluations, annual reports, and country interviews confirm that projects and programmes are generally effective in building aspects of capacity; however, it is not always clear that capacity-development activities are part of a broader picture, designed to deliver the ILO’s strategic objectives.

D. Efficiency

60. The ILO's resource allocation for capacity development cannot be fully tracked in existing implementation reports. Limited financial resource data make it virtually impossible to assess the extent to which the Organization gives it overall priority; whether there is an increase or decrease over time, and where the strategic focus is in relation to the results framework. It appears that capacity-related outcomes and indicators attract a higher proportion of Regular Budget Supplementary Account (RBSA) funding (9 per cent as opposed to 6 per cent). Overall, the allocation of Regular Budget for Technical Cooperation (RBTC) funding to the selected outcomes is also higher, suggesting that there is a correlation between the ILO's authority in allocating funding and the focus on capacity development.
61. Capacity development is a cross-cutting issue, but responsibility in the ILO is not clearly situated within the organizational structure other than for the social partners: the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV). There is no assigned custodian in the ILO to coordinate capacity development for government agencies in terms of policy development, knowledge management, implementation support, guidance, and supervision.

E. Sustainability

62. The sustainability of the outcomes and impacts of the Decent Work Country Programmes (DWCPs) – as well as the financial sustainability of interventions – are major issues of concern among ILO staff and among tripartite constituents. The critical question is the extent to which the ILO has contributed to strengthening sustained capacity in policy advocacy and systemic institutional changes. The challenge of sustainability is for capacity development to be built into programmes/projects, so that constituents are sufficiently engaged in order to enable their own capacity to be strengthened as part of a broader strategy of organizational development.

F. Impact

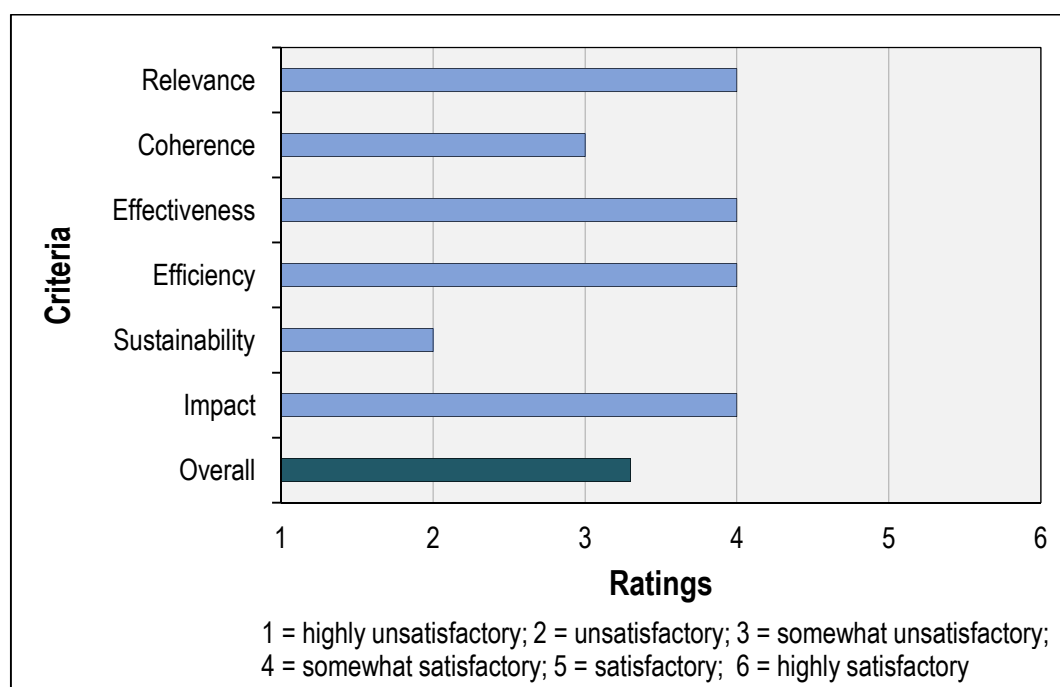
63. Most of the programme and budget results reported on in the biennial programme implementation report (PIR) focused on activities and outputs. Systematic reporting and solid data on the extent to which there has been a change in capacity – and ultimately, in performance and long-term effects – is scarce to non-existent. Nonetheless, there is a growing recognition of the need to focus on results at the level of outcomes (changes in knowledge, attitudes and behaviour) and to collect more systematic information about long-term impact, including advocacy and capacity strengthening.
64. The results at individual level (the strengthening of individual capacity through training) is measured mostly at output level (for example, the number of people trained). There are examples – but little evidence – of systematic, comprehensive follow-ups on results at organizational level. Follow-ups could include: assessing whether the ILO's training participants are putting what they have learned to good use; what difference it has made to their work; and how the training has contributed to a wider programme of capacity development in their organizations.
65. The PIR reports on some indicators in policy outcomes related to capacity development, with a focus on the number of countries that have achieved aspects of capacity development. However, reporting on aggregated results masks a wide range of activities for different purposes, and conveys little concerning the relevance, realism, and the quality and performance of capacity development in a country context (system level). The reports do not

provide a narrative of the extent to which workers' and employers' organizations and governments have been strengthened at country level.

Overall assessment

66. High-level evaluations include ratings for each of the evaluation criteria. These are not global ratings of the ILO's capacity-development work. Their purpose is to highlight areas where the evaluations located strengths and weaknesses. The ratings in the assessment below reflect identified performance level with the caveat that lack of consistent data lowered ratings for certain criterion.

Figure 2. Overall evaluation ratings by criterion – capacity development



Conclusions and lessons learned

67. The ILO's constituents clearly benefit from capacity-development activities, and the Organization's support is broadly relevant to their priorities and needs. However, many of these activities are designed to support project-specific objectives, such as building a labour inspection team, or promoting international labour standards, or improving business productivity. Support to build the competences of the constituents to engage in effective social dialogue is sometimes available, but is more limited. Capacity-development activities are not always rooted in systematic needs assessments; these are too often equated with the training of individuals. There are challenges in integrating capacity-development priorities into broader priorities and into much of the DC that donors wish to fund. There is limited monitoring and evaluation of the outcomes and impacts associated with capacity development, so it is not always easy to see if personal development has contributed to organizational development, or if the newly acquired skills and knowledge will be sustained once the individuals have left. In the instances where there is a systematic assessment and a strategic response in place, there is evidence that capacity-development activities are sustained more effectively. Capacity development in general, and ITC-ILO training in particular, is highly rated by the beneficiaries, but it is not always easy to see how personal

development will be sustained and contributes to organizational development once the individual has left the Organization.

- 68.** In the instances where there is monitoring of capacity development, there is a tendency to focus on activities and outputs. This may be the consequence of both poorly designed project log frames and the notion that these kinds of results are difficult to measure. The ILO appears to be spending a considerable amount on capacity development, but the financial tracking system does not easily allow for this to be aggregated and analysed, which in turn makes it hard to assess whether value for money is achieved.
- 69.** Capacity development has been considered in detail on numerous occasions and its importance duly spelt out. However, there is currently no overarching strategy to guide the ILO's capacity-development activities. The recent resolution adopted by the ILC concerning effective ILO DC in support of the SDGs calls, inter alia, for a "stronger focus on capacity development". While the ILO does have explicit capacity-building strategies in some technical areas (such as social protection), it should ideally develop a strategy to cover all constituent-focused capacity development.
- 70.** The evaluation identified areas of lessons learned, such as: the need for comprehensive and coherent support, and the continuous presence of the ILO; the need to assess and analyse capacity needs and constraints in the wider context, for example, both the overall political, economic and social environment and organizational context of the constituents; capacity development as both a means and an end to the ILO's results; the specific approaches required for measuring and evaluating capacity development; and the importance of accounting for linkages and partnerships so as to position the particular ILO effort in ways that demonstrate attribution.

Recommendations

Recommendation 1

- 71.** *Capacity development should be identified as a more distinct results area within the policy outcomes of the ILO's programme and budget on which capacity development for each constituency and social dialogue can be planned, assessed and reported.* Social dialogue is based on the capacity development of all three constituents, but this is currently lost among several outcomes with the result that strengthening of the constituents to engage in effective social dialogue seems to have diminished in importance compared to other activities.

Responsible units	Priority	Time implication	Resource implication
CABINET, the Strategic Programming and Management Department (PROGRAM), DDG/P	High	As part of new Programme and Budget for 2020–21 and next strategic planning cycle	Within existing resources but implications for resource allocations

Recommendation 2

- 72.** *The ILO should ensure that the consolidated capacity-development strategy called for in the programme of work to give effect to the 2016 resolution on Advancing Social Justice through Decent Work, provides conceptual and operational definitions for the planning, implementation, monitoring, and evaluation of capacity strengthening, including as explicit results in all policy outcomes.* The strategy should consider issues such as: partnerships on capacity development building on the ILO's specific role, and focusing on replication and upscaling; identifying and further developing models and approaches that can – or have

contributed to – the strengthening of sustained capacity; and identifying ways to track and measure capacity-development activities that allow for an incremental approach, building upon previous developed capacity.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP and DDG/P in coordination with ACTRAV and ACT/EMP and involving other units as relevant.	High	By 2019	Within existing resources

Recommendation 3

73. *Support to the implementation of the capacity-development strategy should include required instruments and tools.* This support should include, among other initiatives: guidelines and instructions to ensure that capacity development is included in all programmes; practical tools and guidance on capacity strengthening to operationalize and support programmes at country level, building on any existing guidance (but updated and made comprehensive as required); earmarked funds for particular capacity-development purposes, in particular the strengthening of constituent organizations; and support and follow-up from senior management to anchor and sustain the focus on capacity development within the Organization.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, Deputy Director-General for Management and Reform (DDG/MR), DDG/P, ACTRAV, ACT/EMP, other entities as relevant	High (in line with development of strategy)	2019–20	Limited but key strategic initiative

Recommendation 4

74. *The planning of capacity development should clearly prioritize the most strategic interventions based on systematic assessment of needs, analysis of comparative advantage of the ILO, strategic selectivity at country level and available resources, and regular consultation and close cooperation with the other major external organizations providing capacity-development support.* This should be linked to the work on typologies of countries and a portfolio of intervention models. This is highlighted in the ILO independent evaluations on technical cooperation and the field operations and structures.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DDG/POL, DDG/MR, ACTRAV, ACT/EMP, other entities as relevant	High (linked to strategy on capacity development)	2019–20	Limited resources

Recommendation 5

75. *The ILO should establish a custodian and network of focal points for capacity development covering all constituents (including government agencies) building on ACTRAV and ACT/EMP current roles and the role of thematic focal points in policy departments and the regions.* This would be a dedicated network with defined roles, responsibilities, and accountabilities. This would also be the case for the implementation of the strategy on capacity development, so as to lead to more coordinated, focused, and systematic capacity strengthening in their respective constituencies and areas of work.

Responsible units	Priority	Time implication	Resource implication
DDG/POL, DDG/FOP, ACTRAV, ACT/EMP, regional offices	Medium (in line with strategy)	By 2020 (in line with implementation of strategy)	Limited but to be determined

Recommendation 6

76. *The financial support to capacity development should be costed and measured based on different types and categories of capacity development to be included in the ILO's results-based framework, and monitoring and reporting system.* The ongoing work of the ILO's internal results-based management task force on strategic budgeting would be an ideal framework for this; the availability of that information would enhance efficient and effective capacity development in line with the established priorities and needs.

Responsible units	Priority	Time implication	Resource implication
PROGRAM, FINANCE, PARDEV	Medium (but linked to strategy)	As per the work of the RBM taskforce	Limited and one-off to revise the system

Recommendation 7

77. *Monitoring of capacity development should more explicitly combine qualitative and quantitative indicators and include: (a) narrative analyses and assessments; and (b) quantitative indicators that are measurable.* These indicators should be developed as part of the strategy for capacity development and be part of the ILO results framework (in line with the implementation of recommendation 1).

Responsible units	Priority	Time implication	Resource implication
PROGRAM, DDG/FOP, DDG/MR, DDG/POL, regions	Medium (in line with strategy)	By 2020 (in line with implementation of strategy)	Limited

Recommendation 8

78. *Evaluations should more explicitly assess capacity-development interventions and levels, including at the impact level.* These would be at the levels of: (a) the medium- and long-term effects of individual training; (b) organizational assessments/diagnosis of strengthening of constituent partners; and (c) policy advocacy and development at national/regional and global levels. This will require the development and inclusion of relevant indicators and measurement frameworks for assessing capacity development in the ILO's projects and programme frameworks.

Responsible units	Priority	Time implication	Resource implication
EVAL, PROGRAM, PARDEV	Medium (in line with strategy)	By 2020 (in line with implementation of strategy)	Limited but to be included in programmes and projects

Recommendation 9

79. *The International Training Centre in Turin should be encouraged: (a) to serve as a global laboratory for innovation and testing of capacity-development interventions and curriculum development; and (b) to scale up and increase coverage through support to national and*

regional training institutions. Increased use of training programmes through South–South and triangular cooperation – including peer training/exchange/mentoring in twinning arrangements – should be pursued; this would complement the current global training mode with the engagement of the ITC–ILO. A clear approach to tracing and tracking beneficiaries to document their contribution to the ILO’s capacity-development results would also be a useful addition to the Organization’s measuring and reporting of capacity development.

Responsible units	Priority	Time implication	Resource implication
ITC–ILO, relevant entities of the ILO	Medium	Next strategic planning cycle of the ITC–ILO	To be determined

Office response

80. The Office welcomes the findings of the evaluation, and takes due note of its recommendations. It coincides with a number of ILO initiatives that aim at improving the overall capacity to respond to constituents’ needs and to adapt to a series of changes resulting from the UN reform. This includes the follow-up to the adoption of the UN General Assembly resolution 72/279, as well as the resolutions concerning effective DC and social dialogue and tripartism, which were both adopted in June 2018 by the ILC. A number of internal reviews related to enhancing transparency and the overall RBM will benefit from the findings and recommendations.
81. Capacity development will be mainstreamed across all ILO activities. The Office recognizes the need for enhanced involvement of ACTRAV and ACT/EMP in the various stages of the capacity-development strategy.

Recommendation 1

82. Taking note of the first recommendation, the Office has chosen to pursue capacity development as a means of action to achieve sustainable outcomes contributing to all four ILO strategic objectives, rather than a results area in its own right in support of social dialogue only. The revision of the results framework for the time period from 2020 to 2021 will provide an opportunity to better embed capacity-development initiatives within the policy outcomes, taking into consideration the discussion on the Future of Work Initiative that will take place at the ILC in June 2019.

Recommendations 2–4

83. The Office fully agrees with recommendations 2–4, which will be considered in the context of the ongoing Office initiative to enhance RBM and the consolidated capacity-building strategy. Building on recommendation 4, the planning of capacity development will maintain focus on demand-driven support for enhanced country ownership and relevance.

Recommendation 5

84. As for recommendation 5, the Office agrees with the development of a more focused and systematic approach to capacity strengthening among the tripartite constituents. Capacity development is, however, an integral part of all areas of work within the ILO, and it does not appear that an additional network of focal points would add particular value in an improved operationalization of this thematic aspect.

Recommendations 6–7

85. The Office acknowledges the importance of costing and measuring capacity-development efforts, stipulated under recommendations 6 and 7. This will be considered by the RBM initiative, and also in the context of enhanced ILO compliance efforts with international transparency initiatives. The improvements will need to be adapted to the technical feasibility within the available resources for the existing monitoring and reporting systems.

Recommendation 8

86. The Office agrees with the need to more specifically assess capacity development. This will require a better integration of this topic in all stages of the ILO's overall results framework, which will be addressed as part of the broader capacity-development strategy. Assessing the medium- and long-term effects of capacity development would require access to the evaluation funds post-project and a review of the ITC–ILO's evaluation policy.

Recommendation 9

87. Finally, the Office appreciates the value of scaling up investments in innovation and testing of capacity-development interventions and curriculum development at the ITC–ILO in Turin. This topic will be brought to the attention of the Board of the Centre for further consideration.

Part III. Independent evaluation of the ILO's programme of work in Lebanon and Jordan in terms of Decent Work and the Response to the Syrian Refugee Crisis 2014–18**Purpose and scope**

88. This evaluation examined the ILO's work during the 2014–18 time period in Lebanon and Jordan, two countries that have experienced an unprecedented refugee influx, as a result of one of the most protracted and complex humanitarian emergencies of modern times.
89. In Jordan, the ILO delivers its work through a DWCP. In Lebanon, a DWCP was signed by the ILO and its tripartite stakeholders in May 2018. During the period under review, a total of US\$56.24 million in external funds supported 58 projects and the services of 66 staff in Lebanon (including the regional office (RO) staff) and 34 staff in Jordan.
90. In an effort to ensure validity and reliability, findings were verified using multiple methods and sources. Data were collected by means of a desk review of more than 120 documents, two country case studies, country missions to Lebanon and Jordan, and a visit to the ILO headquarters. A total of 133 persons were interviewed.

Summary of findings

A. *Relevance*

91. The ILO's interventions in Jordan and Lebanon were well aligned with the ILO's strategic plan and programme and budget – both critical priorities for the biennium 2014–15. Throughout the 2016–17 time period, the ILO was transitioning from a results framework with 19 outcomes to another with ten outcomes. As a result, the ILO's interventions in Jordan and Lebanon were somewhat less well aligned with the strategic plan and Programme and Budget for the 2016–17 biennium. The ILO's interventions in Lebanon and Jordan are generally well aligned with national United Nations Development Assistance Frameworks (UNDAFs).
92. Lebanon and Jordan are at very different stages in terms of DWCP implementation. Lebanon recently signed its first DWCP, while Jordan has just finalized its third. The drafting of the new Jordan DWCP for 2018–22 began in August 2017, and was developed through a participatory process with the involvement of the ILO tripartite constituents. However, interviews suggested that there was room for more involvement by national stakeholders.
93. The Syrian refugee crisis created a significant shock to the labour market in both Lebanon and Jordan. Addressing labour-related challenges of the refugee crisis is part of the ILO's core mandate, recently further reinforced through the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205). Jordan's response to the Syrian refugee crisis was well integrated into the DWCP. The ILO's work on the DWCP in Lebanon is an achievement worth highlighting. The challenge that the ILO faced, particularly in Lebanon, was in supporting governments and social partners to pursue policies and programmes that addressed the Syrian refugee crisis and, at the same time, were inclusive of national constituents' needs.
94. In 2013, the ILO conducted an independent evaluation of the ILO's DWCPs in Lebanon, Jordan and the Occupied Palestinian Territory. The 2013 evaluation found that the ILO was slow to respond to the Syrian refugee crisis. This evaluation explored that finding in more depth. The evaluation shows that the slow take off was due to a variety of factors relating to the absence of clear contextualized guidance (until the adoption of “guiding principles”¹⁰ in July 2016 and Recommendation No. 205 in June 2017), ILO administrative processes, the political environment, and the discrepancy between the donors' “humanitarian” funding and the ILO's positioning as a “rights-based” (normative) development partner. Over the two bienniums, the ILO built momentum for an approach that sought to support sustainable job creation, normative work, and social protection that was inclusive of refugees and nationals. The large extra-budgetary DC portfolio for the Syrian refugee response exacerbated the challenge but also provided opportunities in finding the right balance between the two.

B. *Coherence and validity of design*

95. There is evidence to show that the ILO's interventions in Lebanon and Jordan are crafted in response to genuine labour market challenges. However, they sometimes lack a coherent and explicit theory of change (ToC), and full analysis of risks and assumptions. The absence of ToCs may have created space for multiple expectations to emerge among diverse stakeholders. This lack of a common understanding had implications for perceptions among

¹⁰ ILO: *Guiding principles on the access of refugees and other forcibly displaced persons to the labour market*, adopted by the Tripartite Technical Meeting on the Access of Refugees and other Forcibly Displaced Persons to the Labour Market (Geneva, 2016).

national constituents of relevance; efficiency (that is, everyone may not have been working towards the same goal); effectiveness (that is, working together, more could have been achieved); and sustainability.

C. Effectiveness

96. The ILO is generally widely respected and trusted in both countries, but the overall effectiveness of its programmes has been mixed.
97. In terms of RBM, the evaluation team assessed results within each strategic outcome and country programme outcome (CPO) by country to the extent possible. The ILO in Lebanon provided support to the Founding Congress of Domestic Workers' Union; collected labour market statistics with the aim of informing decision-making; provided policy advice on job creation and skills development; and was involved with the elimination of child labour efforts. Effectiveness was mixed in terms of job creation and social dialogue. Despite advocacy efforts, policy advisory-related work was hard to implement due to the difficult political context.
98. The ILO in Jordan was effective in advancing work relating to employment and social protection with a particular focus on refugees, including migrants and child labour. Effectiveness was mixed in terms of the promotion of freedom from discrimination, including gender discrimination, the formulation of fair migration policies, improvement of working conditions, entrepreneurship education for youth, and fostering social dialogue.
99. The evaluation captured efforts tackled by the ILO to ensure that gender considerations were being taken into account in its programming. However, the ILO's gender mainstreaming in Lebanon and Jordan can be improved to ensure that it is undertaken systematically, and that both men and women have equal opportunities to participate and benefit from its projects.
100. Outposting a Decent Work Technical Support Team (DWT) specialist in Jordan was found to be an innovative and successful way of increasing the ILO's presence in a non-resident country. However, the ILO's status in Jordan still creates challenges, most notably in terms of attracting funding, recruitment procedures, and the cost sharing of office expenditures among the DC projects. The ILO project office in Amman received good support from the RO but remains in need of stronger support from the DWT for the Arab States.
101. Monitoring, reporting and self-evaluation are not conducted systematically in the countries evaluated which represents a missed opportunity for projects to capture progress and to optimize learning and results achievement. Self-evaluations for smaller projects (under US\$500,000) rarely take place and, if they are carried out, are not systematically submitted for inclusion in the Evaluation Office's central database (*i-eval Discovery*).

D. Efficiency

102. In both Lebanon and Jordan, the analysis of financial data suggests that the largest share of funding comes from the Extra-Budgetary Technical Cooperation (XBTC) (on average 80 per cent) and the smallest from the RBTC (on average 3 per cent).
103. In Lebanon, it was observed that the RBSA increased by 21 per cent between the two bienniums,¹¹ the RBTC increased by 11 per cent and the XBTC increased by 219 per cent.

¹¹ The RBSA was used to fund a rural development project targeting both Syrians and host communities. Because of this project, the ILO was able to position itself as a key player in the response

In Jordan, it was observed that the RBSA decreased by 15 per cent, the RBTC decreased by 14 per cent, and the XBTC increased by 214 per cent. The increase in the XBTC funds may be partially attributed to the London Syria Donor Conference (2016), at which donors pledged their support for the Syrian Arab Republic and the region. The Conference led to the formulation of a refugee response plan known as the Jordan Compact for which the ILO established a strong programme of support as referred to earlier (paragraph 131.)

- 104.** In assessing the extent to which the ILO Regional Office for the Arab States (ILO–ROAS) implemented its activities along approved budget lines, the evaluation observed fluctuation in the ratio of delivery rates in Lebanon and a good absorption rate in Jordan. Fluctuation in the ratio of delivery rates in Lebanon can be attributed to delays incurred during the implementation of two sizeable projects in the country, due to the difficult political context.
- 105.** There are examples of synergies within the ILO programme and with the work of other agencies in each country, including UN partners, national governments, local municipalities, and unions. However, in general, coordination among ILO initiatives in Lebanon and Jordan was limited, perhaps because of the ILO project office in Amman’s configuration and authority. Also between ILO regions – for example, synergies between Lebanon and Jordan with Turkey, which has also received refugees – were not explored to their full potential.

E. Impact

- 106.** The ILO’s work in Lebanon and Jordan has a mixed potential for impact in terms of legal and institutional change and in terms of capacity development of tripartite constituents. The potential for impact of the ILO’s work in terms of employment, decent work and enterprise development is positive.
- 107.** Knowledge generation is seen as an added value of the ILO. The evaluation captured a common perception of the ILO as being a successful agency in conducting studies, “sitting on big amounts of knowledge”, but considered that it was not giving enough visibility and branding to its work, and not always translating it into action. Knowledge sharing, visibility, and branding can therefore be improved.

F. Sustainability

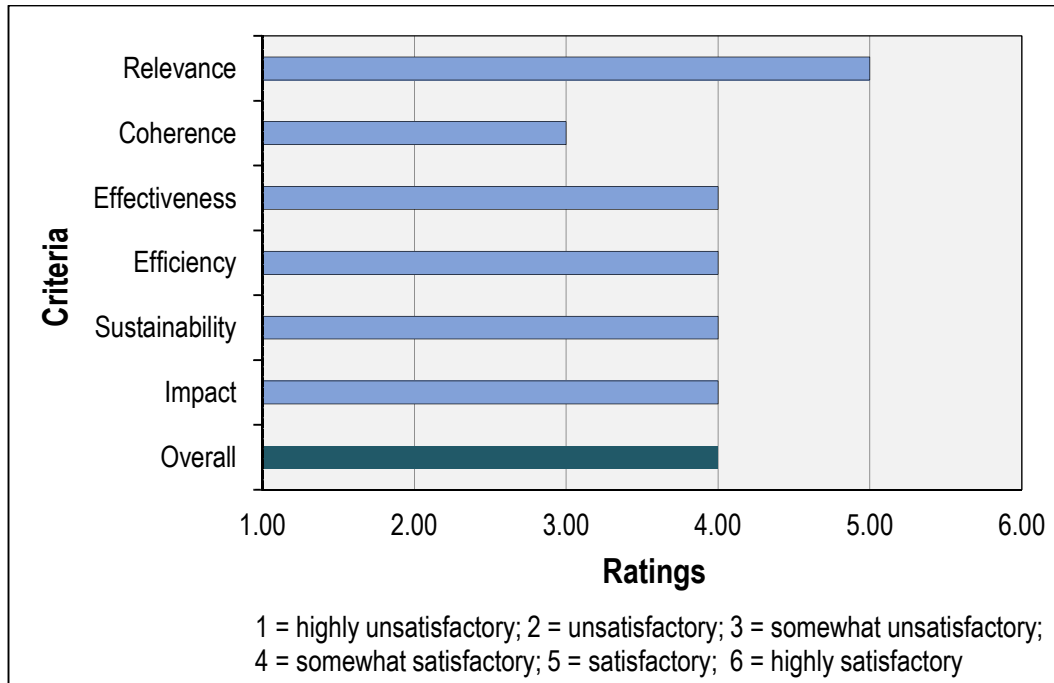
- 108.** The sustainability of the ILO’s work is dependent on internal and external factors such as: strategic vision and addressing long-term issues; political will and momentum; funding mobilization; and the willingness of donors to fund long-term transformative projects rather than short-term ones.
- 109.** In all cases, the sustainability of the ILO’s work is also contingent upon the extent to which its interventions are part of a comprehensive, regional vision towards which several UN actors can aim to work collectively.
- 110.** The ILO has a regional resource mobilization strategy. The region’s success at mobilizing resources for the Syrian refugee crisis led to a larger monetary portfolio for the Syrian refugee response in comparison to other national development goals. This exacerbated the challenge of finding the right balance between the two.

to the Syrian refugee crisis. This, ultimately, led to an increased presence in the response to the Syrian refugee crisis.

Overall assessment

- 111.** The overall scoring of the ILO's performance in the subregion was made by the team leader and was informed by a review of documents, field missions, case studies, and the results of web-based surveys of ILO stakeholders (see figure 3).

Figure 3. Evaluation criteria rating – Lebanon and Jordan



Conclusions and lessons learned

- 112.** The ILO operated in a difficult and complex context but managed to work positively with its tripartite constituents and implementation partners in both Lebanon and Jordan.
- 113.** Overall, Jordan and Lebanon have made significant progress in their promotion of decent work. Good progress has been achieved in employment and social protection areas, and less in the promotion of non-discrimination, including gender non-discrimination, the formulation of fair migration policies, improvement of working conditions, youth employment promotion, and social dialogue.
- 114.** The ILO has been challenged to develop a unified approach to decent work programming. Neither Lebanon nor Jordan are a party to the UN Convention Relating to the Status of Refugees 1951 (ratified by 145 countries) or its 1967 Protocol. Moreover, Lebanon has not adopted any domestic legislation specially addressing the status of refugees. Therefore, the RO has worked to ensure that the ILO policies and programmes addressing the Syrian refugee crisis were as inclusive as possible of national constituents' needs.
- 115.** In assessing relevance, it was observed that the unpredictability of programme funds constrains the possibility of defining and implementing strategic priorities with a medium-to long-term vision. This may result in a lack of continuity across thematic areas over time, which would negatively influence the relevance, effectiveness and sustainability of initiatives.

- 116.** The evaluation noted that the ILO was initially slow to respond to the Syrian refugee crisis on account of a variety of factors. The initial absence of a systematic approach in setting up ILO activities in a context of fragility is one of the main causes of such difficulties. Also, the uncertain national political will required to address the Syrian refugee crisis has had a negative impact on the ILO's response.
- 117.** On the whole, the experience of working in Jordan has again confirmed the findings from the high-level evaluation of the ILO's field operations and structure¹² and the high-level evaluation of the technical cooperation strategy.¹³ Those evaluations found that outposting a DWT specialist to a country position can be an innovative and successful way of increasing the ILO's presence in a non-resident country. It has allowed the ILO to play a prominent and useful role within the UN and "One UN" in Jordan. It has also enabled the Organization to leverage access to programme resources. However, there is scope for the ILO project office in Amman to improve the administrative or programming support in Jordan, as well as the coordination among ILO initiatives in the country.
- 118.** Insufficient monitoring and reporting, including gaps in self-evaluations, limit informed strategic management, institutional learning, and accountability. It affects institutional memory and knowledge sharing, constraining the possibility to inform public debate on the ILO's experience on the ground, which is a key feature of a corporate strategy of an international knowledge network and knowledge broker.
- 119.** The lessons that were learned from the evaluation show that a crisis requires decisive action at an early stage to determine the right response priorities. Once clarified, facilitating processes can be adopted to adequately address the crisis, including the strategic use of un-earmarked RBSA to leverage funding. Advocacy was also among the interventions that was seen as having a good potential for positive impacts. However, that potential is contingent on: momentum, decision-makers' engagement, public mobilization, and so on.

Recommendations

Recommendation 1

- 120.** *The ILO needs to further position itself – in partnership with other UN agencies – to help governments to establish national policies and action plans which are inclusive and also extend protection and employment to refugees.* The ILO's work should reflect a coherent vision and strategy that is adaptive to fast-changing needs. This strategy should unfold at all levels, including programming and resource mobilization for each country in line with the DWCPs, with clear descriptions of the priority areas in need of fundraising per year. The strategy should aim to ensure that short-term humanitarian needs and longer term structural needs related to decent work are addressed in a balanced manner.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DDG/POL, ILO HQ, ILO (Regional Office for the Arab States (ROAS) in Jordan's donor community	High	Long term	Medium

¹² ILO: *Independent evaluation of the ILO's field operations and structure, 2010–2016*, Final report, ILO Evaluation Office (Geneva, ILO, 2017).

¹³ ILO: *Independent evaluation of the ILO's strategy for Technical Cooperation 2010–2015*, Evaluation Office (Geneva, ILO, 2015).

Recommendation 2

- 121.** *The ILO should better codify and clarify the organizational presence and structure of the ILO project office in Amman.* Improved management structures and a clear modus operandi would enable the ILO to manoeuvre within political challenges and ensure smooth implementation of the programme portfolio in non-resident countries.

Responsible units	Priority	Time implication	Resource implication
DDG/FOP, DDG/MR, ILO ROAS, ILO project office in Amman	Medium	Long term	Low

Recommendation 3

- 122.** *In a situation of crisis, the ILO's position in addressing the crisis should be made at an early stage, clarifying the response priorities and adopting facilitating processes to adequately address the crisis.* Systematically assessing needs, developing set-up guidelines, and more efficient mobilization of human resources are good strategies for interventions in a context of fragility.

Responsible units	Priority	Time implication	Resource implication
DDG/MR, DDG/FOP, ILO ROAS	Medium	Long term	Medium

Recommendation 4

- 123.** *The ILO should facilitate the translation of its stock of knowledge into action by enhancing the visibility and branding its intellectual work.* Knowledge generation is seen as an added value of the ILO. The evaluation captured a common perception of the ILO as being a successful agency in conducting studies, "sitting on big amounts of knowledge". Steps should be taken to use this to leverage action.

Responsible units	Priority	Time implication	Resource implication
DDG/POL, ILO ROAS	Medium	Medium term	High

Recommendation 5

- 124.** *The ILO should further strengthen its results-based management system and risk-management practices and capacities by upgrading data collection and monitoring and evaluation systems.* DWCPs should have comprehensive outcome monitoring frameworks and should articulate explicit major assumptions or risks that underpin their design.

Responsible units	Priority	Time implication	Resource implication
PROGRAM, ILO ROAS, tripartite constituents	High	Medium term	High

Recommendation 6

- 125.** *In Lebanon and Jordan, the ILO should ensure that gender mainstreaming is systematic across all projects.* This could be accomplished by developing an integrated gender strategy for the countries to guide the policy-oriented dialogue with decision-makers and collaboration with partners, and to ensure that men and women are equally benefiting from its interventions.

Responsible units	Priority	Time implication	Resource implication
DDG/POL, ILO ROAS, tripartite constituents, other UN agencies and partners	High	Medium term	Medium

Recommendation 7

- 126.** *The ILO should pay greater attention to the sustainability of the structures and initiatives it creates.* Sustainability concerns should be integrated more effectively into the DWCP’s planning and monitoring processes. This could be accomplished by developing a sustainability plan for the Decent Work Agenda, and elucidating the ILO’s and tripartite constituents’ commitments to ensure the sustainability of interventions.

Responsible units	Priority	Time implication	Resource implication
ILO ROAS, tripartite constituents, development partners	Low	Long term	Low

Office response

- 127.** The Office welcomes this evaluation as an opportunity for further learning and improvement of its programmes of cooperation in Lebanon and Jordan. However, it considers the overall assessment of the ILO’s performance as “somewhat satisfactory” unjustified in view of the accomplishments of the Office in the two countries. The evaluation assessment appears to overly rely on individual opinions as expressed throughout the report, instead of being based on a proper analysis of results and impact. Of the seven recommendations made, ROAS accepts five recommendations fully, and two partially.
- 128.** Given the magnitude of the crisis, and the importance of the regional response, the Office stands to learn from the ROAS experience. The evaluation report briefly discusses knowledge generation and its use, and the Office welcomes the recommendation for the way in which it can systematically ensure that the important amounts of knowledge generated through the Syria crisis response may effectively be filtered into the global ILO work on peace and resilience. Operational constraints in regard to a vastly expanding portfolio were mentioned in the report, but there is no recommendation on how the Office should work to meet those needs at the administrative, finance, and programming levels.

Recommendation 1

- 129.** The Office accepts this recommendation. The ROAS recommends that a role for workers and employers should be included in the reference to the policy-making process, as well as the inclusion of the ILO constituents under “responsible units”.

Recommendation 2

- 130.** The Office welcomes this recommendation. The temporary outposting of a DWT specialist to act as Country Coordinator needs to be reinforced and made sustainable by further regular budget-based staffing of the project office. A more lasting and predictable Office representation should be considered – beyond DC projects – in this country of regional strategic importance.

Recommendation 3

131. The Office accepts this recommendation. While the Office was initially slow in setting itself up for the Syrian crisis response, it accelerated its actions and led the UN-wide response within the jobs and livelihoods sector as of 2013–14, as reflected in the Jordan Response Plan, the Lebanese Crisis Report Plan, the Regional Refugee and Resilience Framework and the Jordan Compact. It is hoped that, based on the lessons learned and rich experience gained from the present crisis response work, the ILO will be enabled to put a rapid response facility to future labour market crises in place.

Recommendation 4

132. The Office welcomes this recommendation. Efforts are continuously undertaken to systematize the use of knowledge generated through its work, for example, by strategic reviews of evaluations and lessons learned exercises. More can be done, particularly with regard to the dissemination and use of the knowledge base within and beyond the Organization.

Recommendation 5

133. The Office partially accepts this recommendation. The ROAS systematically and rigorously follows the ILO's evaluation policy in all independent and internal evaluations in the region. The above notwithstanding, monitoring and evaluation practices are being improved, particularly in larger crisis response projects; and comprehensive capacity building has been put in place with a view to establishing a culture of the RBM. There is room for improvement in data collection at project level, provided that sufficient resources are allocated to this purpose.

Recommendation 6

134. The Office partially accepts this recommendation. Although the gender dimension is mainstreamed and strategically integrated across DC projects, there is scope for the sharpening of tools with a view to increasing overall effectiveness. The ROAS will conduct a gender audit for a more in-depth exploration of the issue, to serve as a stocktaking exercise and guidance moving forward.

Recommendation 7

135. The Office accepts this recommendation. While sustainability concerns constitute part of the planning for ILO programmes and projects – and assuming that where the evaluation refers to the Decent Work Agenda – what is meant is that DWCPs and ROAS will strive to further develop the DWCP sustainability plans for the countries concerned.

Draft decision

136. *The Governing Body requested the Director-General to take into consideration the recommendations of the three high-level independent evaluations presented in document GB.334/PFA/7 (paragraphs 33–39, 71–79 and 120–126) and to ensure their appropriate implementation.*