

Mid-term Independent Evaluation Report

ILO Program:

“Promotion of Decent Work through the Training of Policy-makers and Innovations” (UNIVERSITAS) (INT/00/M09/ITA) - INT/01/75/ITA

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List of Acronyms used in the report

ACTEMP	Bureau of Employers' Activities of the ILO
ACTRAV	Bureau of Workers' Activities of the ILO
AMIN	Asian Micro-Insurance Network
APPI	Anti-Poverty Partnership Initiative of UNDP
APPI/TIPP	Territorial-decentralized, Integrated, Participatory Program of APPI
ART	Initiative de Appui au Réseaux Territoriaux pour le Développement Humain
CAPE	Centre Africain de Promotion de l'Entreprise
CBHO	Community-Based Health Organization
CCA	UN Common Country Analysis
CDF	World Bank Comprehensive Development Framework
CODEV	Development Cooperation Unit of the ILO
COES	Comite Olimpico de El Salvador (El Salvador's Olympic Committee)
COMUANDE	Coordinator for Andean Women's Workers Project
COOP	Cooperative Branch of the ILO
CSR	Corporate Social Responsibility
CTA	Chief technical Advisor
DGCS	Direzione Generale Cooperazione allo Sviluppo (Italian Cooperation Agency)
EDINFODEC	Education, Information, Formation, Documentation and Decentralized Coop. (UNDP)
EPZ	Export-Processing Zone
EVAL	Evaluation Unit of the ILO
IDEASS	Innovations for Development and South-South Cooperation
IFP/DIALOGUE	In Focus Program on Social Dialogue of the ILO
GLU	Global Labor University
IDB	Inter-American Development Bank
HDRNet	Human Development Resource Network of York University
ILO	International Labor Organization
ILC	International Labor Conference
INDE	Instituto Nacional de Deporte (El Salvador's National Sport Institute)
IOC	International Olympic Committee
IUP	International Inter-University Program
KSU	Kennesaw State University
LED	Local Economic Development
LEDA	Local Economic Development Agency
MAE	Ministero degli Affari Esteri (Italian Ministry of Foreign Affairs)
MATAC	"Modernizacion de la Administracion del Trabajo en America Central" Project
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
NCF	National Common Framework for Sport and Development
NGOs	Non-Governmental Organizations
NOC	National Olympic Committee
ODA	Official Development Assistance
PAHO	Pan-American Health Organization
PACIP	Pan-African Convention on Investments and Partnerships
PDHL	Programme de Développement Humain à niveau local du UNDO
PRODERE	Program for Displaced Persons, Refugees and Returnees in Central America
PRSP	Poverty Reduction Strategy Papers
RELACENTRO	Proyecto Libertad Sindical, Negociacion Colectiva e Relaciones de Trabajo en Centroamerica.

SOC/POL	Social Security Policy and Development Branch of the ILO
SEWA	Self-Employed Women's Association (India)
STEP	Strategies and Tools against Social Exclusion and Poverty Unit of the ILO
TESED	Territorial Socioeconomic Development Training Program
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework
UNDP	UN Development Program
UNOSDP	UN Office for Sport and Development
UNOPS	UN Office for Project Services
USAID	United States Agency for International Development
TOR	Terms of References
UCOP	Unité de Coordination Opérationnelle pour la Programmation d'UNIVERSITAS
YSP	Youth Sport Program
WB	World Bank
WHO	World Health Organization

The evaluation of the UNIVERSITAS Program took place in October and November 2006. A first draft of the report was submitted to ILO on November 21st. Comments from ILO were received on December 12th 2006. This revised version was forwarded to ILO on January 22, 2007.

The evaluators, Messrs. Michel Del Buono and Marco Marchese, would like to express their gratitude to all ILO staff members and partners of UNIVERSITAS who collaborated with the evaluation team, including the Italian Ministry of Foreign Affairs, and colleagues in many institutions and countries. Special thanks go to the Program manager Mr. G. di Cola and to Ms. Carla Henry of EVAL for her guidance to, and support of, the evaluation team.

Postscript and Addendum (January 2007).

Comments were received from ILO on 12th December 2006 and were generally helpful if, at times, excessively detailed. This evaluation report is rather long already, and it would become excessively so if it were to have to cover everything in great detail, hence the final report will not introduce matters of detail or specifics that will not materially alter the overall evaluation of the Program.

Comments fell into three categories:

- Some felt the evaluators were too critical and underestimated Program achievements;
- Others gave comments that indicated the evaluation was about right and added some facts, including some specific indications as to issues raised in the draft report; and, finally,
- EVAL kindly consolidated and summarized the comments sent and asked the evaluators to consider them. It further suggested that responses/recommendations be made more explicit and presented in a postscript to avoid disturbing the flow of the existing draft report.

Consequently, the evaluators decided to respond to comments as follows:

- Write a new section on 2006 Program activities because the TORs of the mission asked that these be part of the evaluation. While it is not usual to evaluate ongoing activities, these do show a new direction in the Program, and there is a need to inform as to its current activities. A new section (Addendum) is therefore added just before the executive summary, after this *Postscript*.
- Introduce some modifications in the text to correct factual errors, or changes of emphasis, or improved presentation.
- Respond to the EVAL-consolidated comments in this *Postscript*, keeping in mind that the evaluators are not the executing agency nor the managers of the Program, and, as such, there should be a limit to the specificity and ‘prescriptiveness’ of their recommendations.

Response to Consolidated comments and mission recommendations.

EVAL sent comments under 8 headings which will be grouped and dealt with in turn below, from the more general to the more specific.

1. This report makes no specific recommendation as to where the Program should be located institutionally, other than the fact that a rethinking is required, but does mention alternatives (remain in CODEV; at the Institute; Integration; Skills; New York, ...) which must be analyzed by ILO and decided upon. Whether the Program is moved or remains at CODEV, however, the remaining recommendations will apply equally. While the Program is still at CODEV, this department should take greater responsibility for ensuring that the Program follows normal project cycle management practices, and that adequate records are maintained to permit assessment of performance in future.
2. The ILO should revive the Task-Force (or some similar body) to assist with planning and review of annual work programs and resource allocations. The Task Force would also review and comment on progress and annual reports. The Task Force would therefore complement (or supply) the technical/substantive guidance not currently available from CODEV. Even if the Program were moved from CODEV, it would still require this kind of broad guidance because of its range of activities, easily spanning several of ILO’s “sectors”. This body should be created formally and given certain prerogatives but with care taken that it not banish all flexibility from the Program. The ‘Institute’ should clearly be part of this body.

3. For its remaining life (a definite closing date for the project should be set for the Program, perhaps jointly with the donor, the department/unit that will host the Program, and the coordinating body that assists it), the Program will endeavor not to expand its range of action or number of interventions, concentrating its activity on fewer, longer-term actions and partners. In sport, other than perhaps when acting as a resource to the UN Office of Sport and Development, the Program will work within the areas of expertise/mandate of ILO (integration/social insertion of youth, skills, employment). Similarly, the Program manager, flanked by the Task Force (or a similar body), and the management of its host unit should scrutinize better and more carefully the institutions chosen as ILO partners, with the ultimate concern being sustainability and the establishment of more standard criteria for predicting success. Similarly, more easily apprehended performance indicators should be established, perhaps in cooperation with the Task Force, and used by all parties in following the progress of activities (this appears to have been done in the case of 2 activities included in the 2006 work-plan).
4. The program should plan and resource appropriate exit strategies for partners/activities that are not yet sustainable, or which have yet to yield benefits (e.g. El Salvador). The program should also examine whether any final support is needed in activities that are broadly completed or close to sustainable (e.g. Cuba, York University, GLU).
5. Finally, while the financial reporting system of ILO as a whole is not really responsive to the need for supervision, monitoring, or evaluation, a Program as complex and varied as Universitas should make a special effort at financial/implementation reporting. If at all possible, the Program should report its physical and financial progress annually and cumulatively by main activity rather than simply by sector. It might also indicate which activities are closed and which are ongoing. While perhaps the Program manager would need assistance to do this, the evaluators are of the opinion that resources to do this would be well spent.
6. If the Program should be planned to extend beyond 2008, another evaluation should take place towards the end of 2008 to see whether the Program has been able to concentrate its efforts better and to improve the quality of its planning and reporting. Should the Program be planned to end in 2008, then only an ex-post evaluation should be considered.
7. Since true multi-donor projects must meet exacting standards of openness and transparency, they tend to be rare, large, costly, bureaucratic, and heavy to manage. Smaller, bilaterally-financed projects/programs are more common and less demanding of donor resources and commitment, and so ILO/CODEV should make an effort, when securing bilateral funding for any given project or program, to ensure that the agreement respects or allows for the proper enforcement of internal rules and regulations. While, realistically, efforts must be made to accommodate donor priorities and requirements, nonetheless, institutional responsibilities and mandates also matter. Minimal internal reporting requirements must be met, adequate supervision and monitoring must exist, and clearances when required, must be obtained in accordance with internal procedures. Evaluations, internal or external as the case may be, need to be conducted prudently to ensure accountability and to properly discharge the fiduciary responsibility.

While there are other small recommendations in the text, by and large they are subsumed under the 7 headings above. In certain cases, e.g. about publication of the unpublished Capitalization studies, the evaluators agree with the comments received that perhaps there are better uses for the resources of the Program at this stage than publishing slightly outdated reports. In the final analysis, this

Program has not performed badly overall, given difficulties of funding and of working through partnerships. What has been difficult had been to evaluate it because of the length of time it was active and the insufficiency of formal, systematic reporting, let alone the difficulty of understanding whatever financial reporting there is. The following paragraphs, the *Addendum*, describe 2006 Program Activities.

ADDENDUM: UNIVERSITAS: 2006 Program Activities

This section of the report deals with UNIVERSITAS activities in 2006. Originally, the evaluation team had decided to skip the most recent activities for two reasons. Firstly, these activities are still ongoing, or planned, hence not well-suited for an evaluation, which is by definition something taking place “ex-post”. Secondly, for obvious reasons, no report for 2006 activities was available yet, even though some of them were known to the evaluation mission through other types of documents, or conversations with the Program manager.

After receiving comments on the preliminary draft and to more fully comply with the terms of reference, the evaluators decided to include a description of 2006 activities in the final version of this report. Of course, it is not possible to comment on the results, let alone the outcomes, of the latest activities if for no other reasons that they are not concluded yet and, in some instances, barely started. This section will consequently comment on the direction of these activities and examine whether this direction is consistent with the one suggested elsewhere in this report. In other words, to see whether these activities embody or reflect the lessons learned so far by the Program.

By and large, the perception is that UNIVERSITAS is increasingly shifting from a conventional development initiative based on programs and projects to something with a strong focus on “partnership development”, or a kind of technical “liaison office” working as a fulcrum of inter-university and inter-agency partnerships. The use of the term “Liaison Office” is not intended to belittle the importance of the work done, should the work of “liaison” not be regarded important, but rather to give an idea of the current core business of the Program and of the large-scale university network the Program has been developing during these years and which comprises universities as diverse as Cornell (i.e. undergraduate internship program), Bocconi University (i.e. Certificate in fashion industry management), and the University for Foreigners of Perugia (i.e. Master/Certificate in Disaster Management).

Partnership development is not something new in the Program but, more recently, has come to account for the lion’s share of work. This has also caused the partial abandonment of some previous program components (e.g. local development). The increasing accent on partnerships is either a cause or consequence of the location of the Program in CODEV, a non-technical unit, and perhaps of the professional origins of the Program manager, from PARDEV (Partnership Development), a unit of CODEV specializing in inter-agency partnership development. This may have had an impact on the nature of the Program and on its evolution.

In this respect, the Program manager provided the evaluation team with a document that reported on about 150 universities part of the UNIVERSITAS global network. Unfortunately, due to time constraints, it has not been possible to verify the nature of each of these relationships. Yet the impression is that many of them are based on loose ties, or “weak ties”, to use a term coined by American sociologist Granovetter. Such ties are no less important than strong ones; in fact, research has proved that the former are often more important than the latter to achieve important goals. The same could be said of the weak ties UNIVERSITAS entertains with the universities part of its network, which may enable the Program to be present in more places and have some voice in

several initiatives spread across the globe. While this may be a conjecture, it is clear that an evaluation mission has a hard time assessing a Program working through weak ties precisely because the long-term outcomes can be influenced by so many other variables and that a cause-effect relationship can be uniquely identified only with very great difficulty. Furthermore, the above report said little about what actual tasks were carried out through these linkages (weak or robust, i.e. formal or informal).

The remaining part of this section will, therefore focus on some strong ties and, in particular, on those that UNIVERSITAS has recently established with the two Italian universities of Perugia and Bocconi-Milan. The former, which heads a wider network of Italian universities, has been “recruited” by the Program, together with University of the Marche, to design a Master/Certificate in Disaster Management in collaboration with Sri Lanka’s University of Peradeniya. Bocconi, easily the best-known Italian university abroad mainly on account of its management courses, has been involved in upgrading the skills of the Indian textile sector, especially in fashion industry management. Together, these two activities are expected to absorb most of the additional € 1 million that the Italian government has recently disbursed.

Of the five criteria of relevance, effectiveness, efficiency, impact, and sustainability, only the first can be applied to something still being planned or underway. And, in this respect, both projects seem to make sense and be relevant. The Master/Certificate in Disaster management targets both Italian students and Sri Lankan civil servants and faculty. The latter, given the crisis-prone country where they live and work, will particularly benefit from such a course. The Certificate in “Management of fashion and design companies” is intended for “young Indian executives/professionals able to work as managers in the fashion and design-based sectors for Italian/European and Indian companies”. In this instance, courses on high value-added stages of production like design, may have an impact on the upgrading of the large Indian textile industry. And upgrading via the transition from manufacturing to knowledge work is universally seen to lead to economic growth and poverty reduction. The fact that the high-fashion section of Italy’s leading employer association (i.e. Altagamma of Confindustria) is part of this activity means that there is an economic/commercial dimension too. It is a bit of an open secret that part of the objectives is to reinforce the relationships and synergies, in the face of globalization, between two important industries of both countries: Italy’s fashion industry and India’s textile sector.

Both activities are guided by formal project documents. In its first years, the Program had displayed a certain degree of informality in activity management. An original work-plan had been prepared in 2002 but guided activities until 2005. Formal project documents contain concrete expected outcomes, outputs, and indicators. So far, the Program had mainly considered the Millennium Development Goals as indicators but this made evaluation all but impossible because the Program was too small to be assessed against broad MDG objectives. In some specific instance (e.g. the training on local development in Central America and Cuba), the Program also worked with more concrete performance indicators, but this was the exception rather than the rule. In 2006, on the contrary, the Program seems to have learned to work with more concrete indicators. So, for instance, the project concerning the Master/Certificate in Disaster Management expects to train 30 Sri Lankan faculty in disaster management through the Certificate and 30/40 students through the Master’s degree; to organize 5 seminars on disaster prevention in Sri Lanka for 130-50 community leaders; etc. Similar straightforward objectives have also been fixed for the project on skills development in the Indian textile industry. The evaluators of these activities will therefore have an easier time as they will have quantitative objectives and results.

Another element common to both projects is the search for co-funding, which has been a distinctive feature of the Program throughout its duration. The two projects are assigned € 1 million, but an additional \$ 600,000 (i.e. roughly equivalent to €420,000) are to be supplied by external sources. Finally, the Bocconi project also provides for a self-evaluation by the university on the training and didactic material and, along with ILO, on the development of the project as a whole.

Conversely, one potentially problematic issue arising from these two projects is that it further broadens the range of action of the Program, which now includes disaster management and fashion industry administration. Added to sport, local development, labor studies, and social dialogue carried-out by the Program at different times, this makes for a wide range indeed. Perhaps, this wide-ranging field of action is made possible exactly by the peculiar nature of the Program, which, by insisting on partnerships (without preordained subject matter, except in the most general terms...) and relying on universities with their borderless range of expertise, does not necessarily have to have a strong expertise in the subject areas in which it works.

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One final consideration regards the recommendations for the future. On the Perugia and Bocconi projects there is not much to say. Both projects are based on formal PRODOCs (approved by ILO, by the donor?), which include concrete indicators and give roles to relevant ILO regional offices. If anything, the participation of the ILO technical units, especially until the internal task-force is revived, should also be encouraged. Such involvement is made explicit in the project on skills development in the Indian textile industry, where the participation of the ILO SKILLS department is expected, while it is less evident in the Certificate in disaster management, where the technical contribution of the Italian-funded ILO unit working on post-crisis situations (CRISIS) might have been considered. Finally, in respect of the Bocconi project, given its partial commercial orientation, the co-funding component should be particularly stressed in order to ensure that development funds are exclusively used for development purposes.

Executive summary

The idea of a program of activities supporting the several mandates of ILO with respect to decent work, human development, and social dialogue and inclusion had been mooted before 2000, following the Copenhagen Social Summit in March 1995. This led to the emergence of a development intervention called “Promotion of Decent Work for Training and Innovation”, known more simply as UNIVERSITAS. The “UNIVERSITAS” Program officially started in May 2000, when the Italian government and the International Labor Organization (ILO) signed a collaboration agreement that established an Italian trust fund of Lit. 15 billion (i.e. roughly equivalent to \$ 7.5 million at the exchange rate of the time). However, the Program only effectively took-off one year later (June 2001), when the first tranche of the funding was made available to the ILO in two different installments. The following disbursements occurred only in late 2005.

Background

This evaluation was conducted under the ILO’s policy requiring that all projects (development interventions) exceeding funding of US\$ 500,000. and lasting longer than 30 months are to be evaluated independently, once in mid-stream and once upon completion. The terms of the agreement with the donor required only a joint evaluation at the end of the project, planned for a three-year life. However, under the ILO’s evaluation policy, this project or program should have been evaluated some time ago, perhaps in 2004. Various reasons for its non-compliance with this policy were given.

The original agreement signed in May 2000 reports that “the program aims to investigate in depth the local development approach and give it a broader field of activity and application through a better integration of the elements of social dialogue, labor rights, and social protection, as well as through the extension of local development partnerships to social and economic development agents and academia”. The Program was to coordinate closely with other Italian-funded programs and institutions (UNDP, APPI-TIPP, UNOPS, PDHL, EDINFODEC).

Objectives and design

Part of the Program’s approach was also closer collaboration between ILO units, to ensure a holistic view of development problems. UNIVERSITAS, therefore, styled itself as one of the first in-house programs to transcend the borders of ILO’s relatively insular units, and planned its activities in integrated fashion with support and inputs coming from the different organizational units. For what must have been good and valid reasons (perhaps because it was a non-technical program with emphasis on partnerships, the need for ‘intersectoral’ work, ...), the Program was located in the Cooperation for Development unit, CODEV, of ILO, a non-technical unit whose main responsibility is donor relations.

The main objectives of the Program were listed in an annex to the 2000 Agreement roughly as stated below.

- Capacity-building of local policy-makers and future leaders or workers dealing with social and economic development on the topics of the Decent Work Agenda by drawing, *inter alia*, on an international network of universities and training institutions able to modify and complete curricula, and offer courses as needed.
- Research and innovation in the areas of poverty reduction, social inclusion, and decent work at the local level.
- Knowledge-sharing in human and local development through, among other things, the identification and diffusion of social innovations.

- Promotion of social dialogue as a key tool to foster social and economic development at the national and local levels.

More immediate objectives/activities were also listed in that annex. Based on these development and immediate objectives, Program management went on to prepare the work-plan for 2002-2003 (*i.e.* activities by main component) and the “expected results” of UNIVERSITAS. These documents together, rather than a formal project document, represent the main approximate benchmarks against which to assess program performance.

The initial budget of US\$ 3.6 million was expected to be spent jointly by ILO’s “Sectors” (\$ 1.6 million and CODEV (\$ 2.0 million). By the end of 2003, US\$ 2.8 million had been spent, and only US\$ 08 were left.

The Program was set-up as a Trust Fund and created an elaborate supervision structure with a Consultative Committee, then an Italy-ILO Task Force, then an ILO management structure with a Program Manager/UCOP. In turn, the Program Manager reported to the head of CODEV and was, some of the time, flanked by an internal ILO Task Force. Below the UCOP and ILO Task Force, a Scientific Committee was supposed to help coordinate work downstream and ensure quality.

Since the design of the Program did not contain any indicators, the methods chosen to assess results has been through interview of main stakeholders and other participants, and on identifying any results obtained from the activity in terms of continued functioning, or continuation of activity flowing from any Program contributions. The evaluation mission visited some of the major activities and partners and tried to obtain a view of program inputs and outputs through various means. It is possible that these methods may have failed to show the evaluators some activities which may have ended in the past, or not left behind active programs or concrete outputs.

Performance and evaluation

The report gives a brief note on the performance of each of the components/activities of the Program, namely: Capitalization studies, Publications, Inter University Program, TESED, Global Labor University, IDEASS, PACIP, UNIVERSITAS Website, Social Dialogue, and Sports. Since the Program is very varied, it is difficult to provide an overall evaluation of performance. Performance by main components shows some with good performance, other with average, and a few with lower than average performance.

The effectiveness of the Program is a difficult concept to estimate. It seems obvious that where the Program has been able to do work, it has been effective in using the means at its disposal to good advantage.

The efficiency of the Program is difficult to analyze, in part because the financial reporting system is not very supportive of this task, and in part because the use of the partnership approach, whereby the Program may finance only a small part of some task, makes it difficult to claim credit for the benefits. Some components, such as the Cuba program, the International University Program centered at York, and the GLU must be considered cases of efficient use of program resources. By the same token, the fact that only some amounts of program resources can be traced to highly efficient uses begs the question of how efficient overall was the Program. In the absence of accounts showing funds used by each activity, any judgment should be considered highly speculative and subjective.

The sustainability of interventions depends crucially on choice of institutions with which to partner. Though the choice of persons can sometimes play a role, it is secondary to that of the institution.

The parts of the Program that have managed to establish themselves sustainably are linked to solid institutions or have set themselves up into a web of solid institutions. So, like many other things in this Program, some parts of it have reached sustainability and some haven't. But in some other Program activities, the very concept of sustainability to be applied to them is tentative.

Institutional Framework

The Consultative Committee, made-up of high officials from the donor and ILO was meant to meet infrequently, perhaps yearly. The Italy-ILO Task Force was a more technical body and was expected to meet twice yearly. It did meet formally several times, as it was supposed to give more operational guidance to the Program, being made-up of lower-ranking, more technical officials of both parties. The paucity of formal meetings is due to the fact that Italy frequently uses less formal channels to supervise many of the interventions it funds. In fact, the Program was closely and diligently monitored from the Ministry of Foreign Affairs for the first two years through frequent visits to ILO.

UNIVERSITAS forced ILO sectors to work together and for some time they did. In any case, support from the sectors was essential to UNIVERSITAS, to guarantee its acceptance within the institution. All in all, whether difficult or not, the process of intersectoral work received a boost through UNIVERSITAS and the impetus for such work seems to have survived the quasi-demise of the Program in 2004-5.

A controversial feature of this Program is that it is embedded into CODEV, a unit of ILO whose main responsibility is to manage relationships with donors. The placement of the Program in CODEV ensured a measure of bureaucratic non-interference, or independence, enabling the Program to more easily and fully respond to donor priorities at a time when this might have been important. The location of any activity could, as such, be neither good nor bad. A logically more important concern of the evaluation mission would be rather whether the Program coordinator (or manager) obtains the administrative and substantive supervision and guidance he needs and deserves. Opinion seemed split on this issue: while the evaluators interviewed only 2 CODEV managers, one of whom said he could and did provide substantive guidance and the other said he couldn't/didn't, other ILO staff interviewed seemed to believe such guidance was not forthcoming. In sum, it would seem that CODEV can provide the administrative supervision, but considers itself ill-equipped to deliver the technical and substantive guidance needed. Cases of CODEV managers that provided substantive guidance to the program manager thus could be considered exceptional.

On this matter, perhaps ILO senior management should consider whether the conditions that led to the location of the Program in CODEV still prevail. The evaluation mission thinks that perhaps they no longer do. Many other departments have been mentioned as possible hosts: the Institute, Integration, Skills, the New York Office of ILO... Furthermore, at the height of its activities, in 2002-2003, the Program benefited from the workings of the ILO Task Force which advised the program manager but stopped working in early 2003. These circumstances would suggest the need to re-establish this group, or to consider alternatives.

The ILO Task Force met during 2002 and until early 2003. No document setting-up the Task Force and giving it attributions has been found, but a set of minutes of Task Force meetings has been examined. While it is not clear what attributions it really had, there is no dispute about its existence and functioning, and its consequent usefulness to the Program manager. To the knowledge of the evaluators, the Scientific Committee was never formed and thus never met (evaluators were informed that the Donor appeared to have had second thoughts on this body and decided to eliminate it).

Financial aspects

After the first disbursements in late 2001 and early 2002, the Program had hardly any funds in 2004 and 2005. The proximate cause was that the donor was no longer disbursing funds, in spite of a presumably serious commitment on both sides to abide by their agreement. In spite of this, what transpired is that somehow, the Program “ceased to be of interest, or ceased to be a priority, for Italy”. This situation seemed to have prevailed until mid-late 2005 when some disbursements resumed.

It appears that another payment of € 1 million has been authorized, but not effected yet. It should be noted that, if this final payment were effected, Italy would have gone a long way towards meeting its commitment in terms of funds, disregarding the fact that it did not use the Trust Fund that was established with such fanfare in 2000. Obviously, the ILO should make every effort to convey to the Italian authorities that they need to live-up to their commitment to the ILO, and finish disbursing the funds initially committed. Italy and ILO should then entertain a dialog on their joint priorities and how these should help define program objectives and activities during the next 18-24 months.

What next?

Normally, one recommends that a program keep doing what went well. To some extent this will be the case here. The Program, through some final resource transfers, should complete (end?) several successful programs that are reaching sustainability (e.g. the International University Program, the UNIVERSITAS-Cuba Program, GLU, ...). It should also put additional resources where these will enable participants who have performed well but are not sustainable, to gain long-term benefits (e.g. El Salvador). This could be termed its exit strategy from these activities.

The Program could also look for new things to do within its broad objectives, though the general view of the evaluation mission would be to reduce the dispersion of activities by concentrating somewhat on larger and longer-term ones. Within these new things, Italy and the ILO need to discuss their joint priorities. Some ideas have been mentioned by the program manager and may also have been discussed in preliminary manner with Italy. These discussions should be widened to include at least internal ILO stakeholders, and completed. Further, an agenda for the Program should be agreed as soon as possible for the rest of the Program’s planned life, in a break with the past, where the work-plan agreed in 2002 seems to have remained in force until 2005. An ex-post joint evaluation should be budgeted for and scheduled to coincide with the end of the Program.

In addition to completing ongoing activities and planning for new activities, sport, which is both new and ongoing, should be considered in the future of the Program. Sport has become an important component since its introduction into the work-plan of 2002-2003. If sport is becoming ever more the vehicle of choice to reach youth by dint of the importance attached to it by Governments including Italy’s, the UN, and others, then perhaps ILO should also support this work. *Ceci dit*, as a mature, professional institution with an important role, the ILO can only offer its support in areas of its competence and mandate.

A synoptic table of the components and outputs of the Program is attached below.

A Synoptic view of the main activities of the UNIVERSITAS Program

Program components	Objectives	Activities	Results	Partners	Status
Research & Capacity-building					
<i>Capitalization studies</i>	Taking stock and systematizing knowledge in the fields of human and local development. Addressing the Program, especially with regard to the IUP and the LED training sessions in Central America.	Nine capitalization studies carried out. Additional special papers on ‘communication for development’ and ‘gender mainstreaming’ completed.	Inputs provided to the modules of the IUP, as well as of the training session on LED in Central America and Cuba. International study on the extension of social protection through CHBOs disseminated to the international community.	York University. UNOPS. Professors from Italian and French universities.	Completed. Their publication in a printed edited volume, or at least in the website , is encouraged.
<i>Publications</i>	Spreading academic knowledge in the fields of the Program. Providing ‘hands-on’ inputs to field practitioners.	Publication of both training and academic material.	Two manuals on LED, one manual on labor dispute conciliation, one book on sport and youth employment (i.e. Beyond the Scoreboard) and one edited book on international cooperation practice published. Two IDEASS brochures published. Hundreds of articles posted at the HDRNet website.	York University. UNOPS and UNDP. IFP/Social Dialogue (within the ILO)	Completed
<i>International. Inter-university Program (IUP)</i>	Network of Cuban and Central American universities created. One network has its hub at York University, another one has centers at Bocconi, and Perugia Universities in Italy. GLU has a network of 2 German Universities and is linked with universities in Brazil and South Africa (see below)	York University heads and animates a group of Canadian, Central American and Caribbean Universities. Italian Universities participate in curriculum development. German Universities offer degrees to people from the world or work.	Developed an M.A. Degree in Human Development. M.A. about to be offered in York University and perhaps also soon at Florence and Havana University. University Network validated curriculum for M.A. and helped develop also number of Diploma programs offered in Central America and Cuba.	York University (Toronto, Canada), Florence, Bocconi, and Havana Universities,.	All programs currently active essentially without support from ILO. York and Havana especially established sustainability.

<i>TESED Training Program</i>	Building and sharing knowledge on local economic development for civil servants and development workers in the developing world.	Short (1-3 weeks) training courses and longer (8 weeks) diploma courses on LED. One-off events like workshops and conferences. Support to local universities for the improvement of their courses on human and local development.	Training on LED mainly offered in Cuba, Guatemala and Nicaragua. Training in Albania and Mozambique as part of the Youth Sport Program (YSP).	UNDP/APPI. PHDL. UNOPS. National universities.	Completed.
<i>Global Labor University (GLU)</i>	Offering people from the world of work and the labor movement postgraduate qualification in the field of human development, including labor standards. Establishing a network of unionists and researchers interested in advancing knowledge about union-related topics.	Seminars and meetings of preparation to launch the first pilot MA program in Germany. Postgraduate Curricula development. Taught MA programs.	Implemented two MA programs on labor studies: one in Germany at University of Kassel & Berlin school of economics and another in South Africa at the University of Witwatersrand.	University of Kassel and Berlin School of Economics. Friedrich Ebert Foundation and Hans Bockler Foundation. German Ministry of Cooperation. DGB (German union). University of Witwatersrand. South African government. COSATU (South African union). ACTRAV (within the ILO).	Ongoing. MA at Kassel and Berlin School of Economics is at the third edition. First edition of the MA at the University of Witwatersrand will start Jan. 2007. Talks are ongoing to start similar MA degree programs in India and Brazil as well.
<i>Global Partnership for Skills Development Using University Networks (2006 Prodoc)</i>	Developing skills for youth employment and skills and employability policies and programs for decent work.	Master/Certificate in Disaster Management and Certificate in management of fashion and design enterprises.	Not applicable. Both Master/certificates are still at the planning stage. The Project document was approved in May 2006.	University for Foreigners of Perugia. University of Marche. University of Peredeniya, Sri Lanka. Bocconi University. Indian National Institute of Design.	Planning stage.
Knowledge sharing					
<i>IDEASS</i>	Identifying and disseminating good practices of social development. Transferring these practices through south-south cooperation projects.	In-depth studies of the innovations identified. Dissemination through brochures and events. Implementation of cooperation projects to transfer these experiences from one developing country to another.	Five innovations identified, two of which have also been transferred through cooperation projects. From the financial viewpoint, the Program has funded the identification and dissemination of two	UNDP. UNOPS. SOC/POL (within the ILO); Cuban National Academy of Sciences	On-going. Further innovations could be transferred, starting from those already identified.

			innovations and the transfer of one.		
<i>PACIP</i>	Sharing and diffusing knowledge about private sector development in Africa. Organizing regional business forums.	Supported the preliminary stage of the initiative by co-funding meetings and workshops aimed at making the business world aware.	The business plan of PACIP will be approved in June 2007 by the Pan-African Confederation of Employers.	Pan-African Confederation of Employers. Private businesses. ACTEMP (within the ILO).	Ongoing. It is at the pre-launch stage.
<i>Program website</i>	Spreading and sharing knowledge about the Program.	Implementation of a website.	Website functioning in three UN official languages (i.e. English, French, and Spanish).	N/A	Ongoing. It needs to be updated and to be more comprehensive of the activities carried out by the Program.
Social Dialogue					
<i>Labor dispute (manual & training)</i>	Improving the labor dispute settlement system in three Central American countries (El Salvador, Nicaragua, Honduras).	Diagnostic studies on the national labor dispute practices of each of the three countries. Design of action plans aiming at streamlining the labor dispute mechanisms. National tripartite validation workshops for each of the action plans. Technical assistance.	Adaptation and translation of a manual on labor dispute settlement. Training of labor conciliators. Actual change of labor dispute legislation in El Salvador.	Project MATAC. Project RELACENTRO. National governments and social partners. IFP/DIALOGUE (within the ILO).	Completed.
<i>S. Domingo Tripartite Agreement for a Sub-regional Labor Agenda</i>	Creating a common sub-regional agenda on labor policy for the Central-American region.	Support of 14 national workshops of preparation to the final tripartite meeting in S. Domingo.	Adoption of the sub-regional labor agenda in 2002, which insisted on the promotion of employment, the creation of decent work opportunities, and the respect of freedom of association.	Project RELACENTRO. Project PRODIAC. IFP/DIALOGUE (within the ILO).	Completed.
Partnerships for Sport and Development					
<i>First ILO Workshop on Sport and Development</i>	Creating an international forum where UN development agencies and the world of sport can meet and share	First ILO workshop on sport and development (23 April 2003) with large participation of the world of sport (International and	This workshop ushered UNIVERSITAS into the world of sport. It followed the elaboration of the Youth Sport Program and	N/A	Completed. It inaugurated the sport component of the Program, which eventually resulted into the focus on youth employment.

	experiences and good practices.	national Olympic committees; international sport federations) and development (UN agencies, ministries of labor and cooperation, etc.)	the involvement of UNIVERSITAS in the organization of the UN Global Youth Summit (October 2006). It also led to the 2005 KSU Conference on “Effecting social change through women’s leadership in sport”.		
<i>Youth Sport Program (YSP)</i>	Mainstreaming sport into development and using sport as a tool for socioeconomic development and poverty reduction.	National workshops creating a dialogue between the world of sport and that of development. Project on women’s cooperative in Boane, Mozambique.	Elaboration of the national common framework on sport and development in Albania and Mozambique. Creation of women’s cooperative producing school uniforms and vegetable in Mozambique. Partnerships among sport federations in Senegal.	International Olympic Committee (IOC). National Olympic Committees (NOCs). National Ministries of Sport. UK Sport. Local Economic Development Agencies (LEDAs)	Ongoing. It needs to be revitalized in Albania mainly through youth policy advocacy and in Mozambique by scaling up Boane’s initiative.

1. Introduction

1.1. Historical Background

The idea of a program of activities supporting the several mandates of ILO with respect to decent work, human development, social dialogue and social inclusion had been mooted before 2000, as a result of the Copenhagen Social Summit in March 1995. Following the full description of this new paradigm, Italy was the first major donor to put significant resources into interventions to implement human development and local empowerment. The late 1990s were also years in which, thanks to new information technology, the creation of networks linking researchers and practitioners in different parts of the world to exchange information and experience became possible. And networks naturally led to partnerships. Creating links between university-based researchers and practitioners close to the field brought rigor and relevance together with contacts and communication with the grass-roots, enriching the work of both sets of people. The quality research carried out by universities in the South and the North thus came to strengthen the array of tools needed to chip away at the problems of poverty, using the agenda of decent work, human development, and local empowerment.

The emergence of a development intervention called “Promotion of Decent Work for the Training of Policy-makers and Innovation” (INT/00/M09/ITA) – which has come to be known more simply as UNIVERSITAS – can therefore be framed in this twofold context. In fact, this report will use the term “Program” which is used in the agreement between Italy and the ILO, and by its Coordinator.¹ There is some confusion with respect to how UNIVERSITAS should be called, but some of this conceptual confusion will be revisited below in the program design section. The fact that there are differences of opinion as to the nature of this intervention does not facilitate its evaluation, because it is unclear which standards should apply. In any case, the mission will do its best to conduct an impartial review of all aspects of the intervention.

1.2 Scope and methodology of the evaluation

1.2.1. Rationale, purpose, and objectives of this evaluation.

This evaluation was conducted under the ILO’s policy requiring that all projects (development interventions) exceeding funding of \$ 500,000. and/or duration of 30 months are to be evaluated independently once in mid-stream and once upon completion. A request went out recently from the newly-decentralized Evaluation unit of ILO (EVAL) to all projects subject to this policy which had not yet been evaluated. UNIVERSITAS happened to be in that status and its Coordinator took action to satisfy this requirement. Terms of Reference were prepared and cleared by EVAL, and two external, independent consultants were appointed to carry-out the evaluation, which started in early October. This evaluation may also express some indications, or guidelines that may be of use in the determination of the application of recently received resources in the next, closing phase of the Program.

The terms of the agreement with the donor required only a joint evaluation at the end of the project. However, under the ILO’s policy, this project should have been evaluated some time ago, perhaps in 2004. Various reasons for its non-compliance with this policy were given, notably, that the donor may not have wanted an evaluation in 2003 or 2004; that there were no funds to carry-out the evaluation; or perhaps, an oversight. At all events, the evaluation mission considers that in spite of all these difficulties, an internal evaluation could and should have been conducted, if only to inform

¹ The Evaluation unit of the ILO (EVAL) would prefer to call UNIVERSITAS a project, and its coordinator a CTA. However, the evaluators thought that the use of such terms might be too far from the reality of the intervention.

management, and to comply with minimal institutional standards of internal reporting. The perceived lack of information about the Program and any confusion this caused, could have been avoided with an internal evaluation in, say, mid-2004. That would have been most helpful for this evaluation as it would have systematized the record of the Program and inventoried work, some of which is now over 5 years old and only vaguely remembered.

The purposes and objectives of this evaluation are therefore: i) to comply with ILO policy, ii) to account to the donor for expenditures under the intervention, iii) to ascertain and describe the main results of the intervention, iv) to provide findings, conclusions, and recommendations that can contribute to the improvement of the programming of ongoing operations (a discontinuation of the intervention is not being considered in this evaluation).

It is intention of the ILO to guarantee the independence of external evaluations by assuring a clear separation of line management from the evaluation exercise. At the ILO, evaluations are expected to assess projects and programs according to the five criteria of relevance, impact, efficiency, effectiveness and sustainability. The purpose of evaluations is also to inform stakeholders as to program progress, improve project/program performance, contribute to organizational learning, and reinforce accountability and transparency.

The development intervention subject to this evaluation received funds from Italian Cooperation as follows: A first disbursement of \$ 1.4 million, took place in mid-2001 and a second one of \$ 2.2 million took place in early 2002, out of an initial commitment of Lit. 15 billion (about \$ 7.5 million). No disbursements then occurred until late in 2005 when about \$ 0.8 million were disbursed. Not covered in the analysis of this evaluation are these \$ 800,000. plus another \$ 1.2 million received in 2006, (\$ 2 million received in 2005/6), except insofar as this evaluation will make suggestions as to the design of the continuation of this development intervention under this recently-received funding. If the additional \$ 1 million which was approved, but not disbursed yet is received, Italy will have gone a long way towards compliance with its initial commitment to the program (Lit 15 billion).

A description of the delivery carried out under this development intervention will be given below under project implementation and performance where delivery will be compared with the *a priori* objectives and program activities.

1.2.2. Scope and methodology of the evaluation

The scope of the evaluation as shown in the TORs of the evaluation mission is summarized below.

“The evaluation should cover the activities of the first phase [sic] of the Program [sic] from July 2001 through June 2006. The evaluation should provide useful information about the:

- Results and performance of the Program in respect to the objectives initially established by the parties: e.g. strengthening partnerships with the UN system aimed at promoting decent work and poverty reduction; increased expertise on social and economic development at the local level through the involvement of universities; etc.).
- Efficiency of the tools produced with the above objectives in mind.
- Relevance of the Program with respect to the ILO Decent Work Agenda and the Millennium Development Goals (e.g. the 8th goal: developing a global partnership for development).
- Validity of design as it informs the second phase [sic] of the Program
- Lessons learned and the different training needs emerging during the first stage;
- Effects of the Program beyond the expected results and its sustainability;
- Special concerns as appropriate.”

It should be noted that the objectives of the project as reported here are not exactly as they appear in early project documents, and that the scope of the evaluation, though acceptable, is not exactly as one would expect (tools or instruments are not usually analyzed, though this evaluation will comment on the partnership approach used by the Program). Furthermore, the objectives of the program are restated in almost every document, and thus, they cannot be expressed with any precision.

Program documents (including the TORs above) often mention phases, stages, and periods. There is much arbitrariness in their definition. In point of fact, the Program is essentially phase-less, though it has suffered from a prolonged period of slow activity when funds were exhausted in the year 2004, until mid-2005. The slowing down of activities in that period could thus be considered the end of a first, and the beginning of a second phase. There may also be periods characterized by the predominance of some activity (e.g. sport-related activities after 2003). The initial agreements mention a Start-up phase, an Operational Phase (which ended-up being merged) and there is reference in the Agreement to a “First” Module of UNIVERSITAS, though no other module has ever been mentioned. So, the intervention does not, in the opinion of these evaluators, have *a priori* recognizable “phases”, and so, this evaluation will treat the period under review, 2001-2005 as a single phase of the project.

This evaluation mission proposes to end its examination of delivery as of the end of 2005 because: a) there is no systematic information on ongoing activities and the 2006 annual report has not been released yet; b) 2005 is a convenient cut-off date because few activities were going on, at least in the early part of the year, due to a shortage of funds; c) it hopes that its recommendations as to the planning and work of the Program will be taken into account for the design of the next two years of delivery. To sum up, the present evaluation assesses the planning and organizational approach, the implementation strategies and outputs, as well as the management and overall performance of the program “Promotion of Decent Work through the Training of Development Policy Makers and Innovation” for the period June 2001-December 2005. (This paragraph now superseded, see Postscript and Addendum which summarize 2006 activities).

This evaluation was carried out by a team of two external consultants reporting to EVAL, who were not familiar with the Program, and in clear separation from its line management. The evaluation started with an initial desk review, which included the original program agreements, the summary and interim reports from 2001 through 2005, and several other program documents (i.e. country plans and activity reports, workshop reports, meeting briefings, etc.). This initial phase was followed by field missions to visit partners participating in major activities of the Program (i.e. York, Canada; Atlanta, USA; San Salvador, El Salvador; La Havana, Cuba) and by interviews at Geneva’s headquarters with ILO staff who participated, at some time and in some ways, in the activities of the Program. In some cases, interviews were conducted by telephone and email, especially when the volume of activity did not justify a trip by one of the evaluators. While the evaluation mission made efforts to talk to as many partners as possible, some were unreachable (esp. some faculty members of Kennesaw State University in Atlanta and a few ILO managers who may have retired or been rotated away from HQ). However, these methods may have failed to show the evaluators some activities which may have ended in the past, or not left behind active programs or concrete outputs. The evaluators also took a brief trip to Rome to ascertain the donor’s intent and expectations, as well as to review the financial history of the program.

The agreement of 2000 contained an annex setting out the justification and main priorities (i.e. development objectives) of UNIVERSITAS, together with some of its proximate objectives and activities. This broad, early formulation of objectives has guided the work of the Program

throughout its duration and remains valid to this day, though some of the specifics have changed and objectives have been restated many times. Furthermore, the Program has emphasized from its earliest days partnership, --not all of which were or can be defined *a priori*--, multi-disciplinarity, a holistic approach, innovative ideas and methods, and a demand-driven flexibility inclusive of partner and stakeholder needs and priorities.

In fact, the program being evaluated does not have a project document *per se*. Its objectives, purposes, and some of its “means of action”, are described in documents dating from the beginning of the program, namely the annex mentioned above, the Plan d’Action for the start-up period, June 2000 to Dec. 2001, and the first and only work program prepared by UNIVERSITAS for 2002-2003. It is from a review of these documents that the Evaluation mission was able to establish a basic list of intermediate objectives and activities listed below (see section 2) which will be considered as the starting point for the evaluation.

In 2002 also, the language of the Program changed from French to English and this entailed a change of terminology from Plan d’Action and Plan d’Opérations to essentially, Work Plans. Other terminology changes also took place (*e.g.* from Catalogue d’Innovations to IDEASS to describe the mechanism used to identify and transfer innovations). While this may seem a detail, it is important to know what documents and activities are being described or discussed.

2. Program Description

2.1 UNIVERSITAS background information and chronology

The UNIVERSITAS program officially started in June 2000, when the Italian government and the International Labor Organization (ILO) signed a collaboration agreement that established an Italian trust fund of Lit. 15 billion (i.e. roughly equivalent to \$ 7.5 million at the exchange rate of the time) at the ILO.

The conceptual origins of UNIVERSITAS trace back to the mid-1990s world summits on social development and to the ILO Decent Work Agenda, which had first been announced the year before at the 1999 International Labor Conference (ILC). At the 1995 Copenhagen Social Summit, world leaders had committed themselves to poverty reduction, employment creation and social integration. Five years later, at the Geneva special session of the UN General Assembly (i.e. Copenhagen+5), leaders reaffirmed these pledges and further emphasized the importance of extending social protection and making education more inclusive, as well as of gender equality and local empowerment. As regards local empowerment, the training of development workers and policy-makers, as well as the identification and dissemination of best practice at the local level, became priorities. All these elements, to different degrees, are part of the Program object of this evaluation. On the other hand, the new Decent Work Agenda called for greater integration of ILO’s four main traditional areas of work: a) labor standards; b) employment creation; c) social protection; d) social dialogue.² At the operational level, this entailed increased in-house interaction among the different sectors and departments of the ILO, and this has, in fact, been a source of both strength and difficulties.

While the formal agreement launching UNIVERSITAS was signed in June 2000, the Program only effectively took-off one year later (June 2001), when the first tranche of the funding was made available to the ILO in two different installments of \$ 1.4 million and \$ 2.2 million. The first part was to cover the start-up phase, which was initially meant to last six months but subsequently

² In the jargon of the ILO, these areas of work are called “sectors” and represent the main four branches of the organization. Each of them consists of several departments, which in turn may comprise different programs.

extended to finally cover the period June 2001-April 2002. The second installment was to support the activities of the first work-plan 2002-2003, after which further funding should have been received. However, it was only at the end of 2005 that additional resources were disbursed by the donor through its annual voluntary contribution to the ILO (€ 680,000 in 2005 and € 1 million in 2006). This caused a vacuum in 2004 and 2005, a period in which many activities had to be, willy-nilly, downsized or sidelined. Nevertheless, operations did not stop completely because partners found alternative sources of funding and the Program management economized on whatever resources it had received in order to stretch activities over time³.

This funding gap also explains why there have only been two work-plans up until now: a) the action plan to use the first disbursement of \$ 1.2 million;⁴ b) the work-plan 2002-2003, to use the rest of the first tranche of financing disbursed, namely an additional \$ 2.4 million. No other work planning document has been prepared since May 2002 and the work-plan of 2002/03, consequently must be considered valid up to the end of 2005, which is the final year taken into consideration by the present evaluation. (Ditto above: new Addendum summarizes 2006 activities).

2.2 Program design and strategy

Since the very beginning UNIVERSITAS started as a program focusing on local economic development, decent work, and human development, seeking innovative ways of addressing the same (rather than the traditional project approach). The original agreement signed in June 2000 reports that “the program aims to investigate in depth the local development approach and give it a broader field of activity and application through a better integration of the elements of social dialogue, labor rights, and social protection, as well as through the extension of local development partnerships to social and economic development agents and academia”.⁵

These goals have been pursued essentially through partnerships and a multi-disciplinary and networking approach. As mentioned above, this approach arises from the Program’s links to the Decent Work Agenda, which since 1999 was calling for greater cooperation and integration of action among the ILO’s sectors and departments. UNIVERSITAS, therefore, styled itself as one of the first in-house programs to transcend the borders of ILO’s relatively insular units, and planned its activities in integrated fashion with support and inputs coming from the different organizational units.

More specifically, the ILO sectors that have been active since the beginning in/through the Program are:⁶

- Development Cooperation (CODEV): this department, which is not part of any of the ILO four sectors, hosts the unit coordinating the Program (UCOP)⁷.
- Employment: namely, the cooperative branch (COOP) and its “Local Economic Development” (LED) program.
- Social Protection: especially, the “Social Security Policy and Development” (SOC/POL) Branch.

³ The Program even used interest that had been earned while funds were banked awaiting their use. Cofinancing from Kennesaw State University played a crucial role, at this juncture, for the survival of the Program.

⁴ Comité Consultatif Italie/BIT, Plan d’Action UNIVERSITAS pour l’utilisation de la première tranche de la contribution italienne au Module 1 d’UNIVERSITAS, Genève, 28 mai 2001.

⁵ Personal translation from French from the Annex I “Program ‘Promotion du travail décent par la formation des cadres et l’innovation’ (UNIVERSITAS)” of the June 2000 «Collaboration entre le Gouvernement de la République Italienne et l’Organisation Internationale du Travail ».

⁶ The first “sector” of the ILO, “Standards”, never participated in the Program.

⁷ In the French acronym, UCOP stands for “Unité de Coordination Opérationnelle pour la Programmation d’UNIVERSITAS”.

- Social Dialogue: through both the In-focus Program “Dialogue” (IFP/DIALOGUE) and the bureaux of workers’ (ACTRAV) and employers’ activities (ACTEMP).

Partnerships have also been established outside ILO with other UN agencies and universities. UNIVERSITAS was originally asked to work in close collaboration with other programs funded by Italy in the UN system, with the aim of enhancing impact and the efficiency of resource use. In fact, UNIVERSITAS was meant to be an integrator, giving a framework and structure to the other Italian-financed programs and, perhaps, supporting them in turn, too.

The four programs concerned were:

- The UNDP Trust Fund “Anti-Poverty Partnership Initiative” (APPI), where Italian technical cooperation provided financial support.
- The joint UNDP-Italy program which was part of the APPI initiative called “Territorial-decentralized, Integrated, Participatory Program” (APPI/TIPP). This was implemented by the UN Organization for Project Services (UNOPS).
- The joint UNDP-Italy program called “Program of Human Development at the Local Level” (PDHL)⁸, which was implemented by UNOPS.
- The project “Education, Information, Formation, Documentation and Decentralized Cooperation” (EDINFODEC) managed by UNDP and implemented by UNOPS and which was based in Rome and supervised the execution of the international activities of the PDHL program.

But, the main partners of the Program over the years have been the universities. Since the outset, the relationship the Program established with academic institutions has been twofold. On the one hand, UNIVERSITAS aimed to improve the curricula of university-level courses on international development by strengthening the human development and decent work components. On the other hand, the university network was seen as a useful source of expertise to be used for projects and initiatives in the countries of intervention⁹. Universities, or several university-based scholars, were also given the important task of initially guiding the Program through a set of nine studies (i.e. ‘capitalization studies’) on the relationship between decent work and human development, and in relation to ILO’s usual mandates and subjects (*e.g.* social dialogue, social policy, workers’ and employers’ organizations, tripartism, local economy, etc.).

Universities were therefore called to play a pivotal role in the design and operations of UNIVERSITAS. They were asked to be the main instrument to teach skills related to human and local development, one of the main program objectives. But they also had a second important function of seeking for sustainability through both the co-financing of the capacity-building activities carried out at the local level and their institutional continuity upon the Program’s termination.

A corollary of the central role played by universities in the Program has been a new focus on youth. And this being ILO, the concern was for their insertion in the labor market. At this point, in September 2002, perhaps spurred in part by the nomination of the Program Manager as ILO focal point for the UN initiative on “Sport for Development and Peace”, sport became a vehicle for some of the Program objectives.¹⁰ In fact there is no mention of youth or sports in the original agreements setting the objectives of UNIVERSITAS.

⁸ In this report we maintain the original French acronym PDHL (Program de Développement Humain à niveau Local).

⁹ The Program does not have a strong country focus, although Central America represents the region of most active participation.

¹⁰ The reference is, here, to a letter from the ILO’s Director General sent to the UN Secretary-General on 12 Sept. 2002.

Another important corollary of the intensive recourse to universities is the mechanism of networking or knowledge-sharing, which has taken different forms and served different purposes. The Program originally envisioned information exchange through traditional cooperation projects transferring innovations on poverty reduction and social inclusion from one place to another, as well as more technologically innovative tools such as internet platforms. Another goal was to stir up the international debate on human development and decent work and, in so doing, to benefit both university-based researchers and practitioners in the field. In the end, the program came to work through loosely-related university networks.

Finally, a last area of concern has been social dialogue, which the Program meant to further through both institutional tripartite dialogue and direct support to workers' and employers' activities. Social dialogue was also a sort of cross-cutting issue, meaning that the involvement of workers' organizations and employers' associations was to be sought whenever and wherever practical. This has led to the organization of several seminars and training activities in partnerships with ACTRAV in Algeria and ACTEMP in Tunisia and Kenya. However, the activities that have seemed more representative to the evaluation team in the area of social dialogue have been the Global Labor University (GLU) and the Pan-African Convention on Investments and Partnerships (PACIP), which have consequently been more closely analyzed in the course of this report.

2.3. Program Objectives ¹¹

The four development objectives of the Program are listed in the annex of the 2000 original agreement and are presented below in more synthetic form:

- Capacity-building of local policy-makers and future leaders or workers dealing with social and economic development on the topics of the Decent Work Agenda by drawing, *inter alia*, on an international network of universities and training institutions able to modify and complete curricula, and offer courses as needed.
- Research and innovation in the areas of poverty reduction, social inclusion, and decent work at the local level.
- Knowledge-sharing in human and local development through, among other things, the identification and diffusion of social innovations.
- Promotion of social dialogue as a key tool to foster social and economic development at the national and local levels.

The most immediate objectives/activities through which the development goals were to be achieved were initially outlined as follows:

- Creation of a university network that will represent the point of reference for the training- and research-related activities of the Program.
- Establishment of a scientific committee comprising representatives of the UN agencies and of the universities associated with the Program.
- Organization of periodic seminars under the aegis of the scientific committee.
- Technical support to national working groups that were to be set up in the countries of intervention and would have the task of:
 - Organizing programs of training and innovations.
 - Establishing institutional relationships with national partners and engaging in resource mobilization.
 - Organizing national seminars on local training needs.
- Development of innovations in the areas of decent work through the capitalization of pilot experiences and action-research. Diffusion of these innovations through seminars, training

¹¹ Both the objectives and activities are drawn from the annex of the original cooperation agreement between the Italian government and the ILO signed in June 2000.

sessions, and internet platforms, for them be adopted, adapted, and used easily also in other contexts.

- Provision of direct and remote training.
- Building a reference documentation on human development and decent work through both on-line, virtual libraries and the Program's own publications.
- Realization of a scholarship program for developing-country young professionals.

Based on these development and immediate objectives, Program management went on to prepare the work-plan for 2002-2003 including the "functional scheme" (*i.e.* activities by main component) and the "expected results" of UNIVERSITAS, which, together with the goals mentioned, represent the main benchmarks against which to assess program performance.

Table 1: The Functional Scheme [sic] of UNIVERSITAS

UNIVERSITAS Functional Scheme	
Capacity-building	<ul style="list-style-type: none"> ▪ Capacity building on local and human development for developing country policy-makers, development workers, etc.
Innovation	<ul style="list-style-type: none"> ▪ Identification of innovative best practice at the local level in economic development and social inclusion. ▪ Dissemination of these innovations (inward or outward) through south-south cooperation (Catalogue des Innovations/IDEASS).
Partnership Development	<ul style="list-style-type: none"> ▪ Partnerships with universities for joint activities and joint fund-raising. ▪ University-network on sport-related activities incl. curriculum development in areas of sport relating to ethics, leadership, and insertion in the labor market. ▪ Support to national activities on sports-related issues. ▪ Selection of new countries and outline of additional country action plans.
Intl. Inter-University Program (IUP)	<ul style="list-style-type: none"> ▪ Identification of the university partners in both the beneficiary and developed countries. ▪ Support to development of university curricula (degree and diploma courses) on the themes of human development, local development, and decent work. ▪ Creation of an international (Master's) curriculum on human development and international cooperation. ▪ Use by development field staff of the international expertise from the universities associated with the Program.

While the table above is fairly descriptive of the objectives of the Program as they appear in original documents, these objectives are not formulated precisely the same way in other subsequent program documents reviewed.

Table 2: UNIVERSITAS' Expected Results (Work-plan 2002-2003)

Expected Results	
Processes	Products
<ul style="list-style-type: none"> ▪ Network of universities established and functioning. ▪ ILO inter-sectoral delivery capacity improved. ▪ Partnerships with other donors established and cost-sharing increased. ▪ Capacity for training and innovation on local development in beneficiary countries built. 	<ul style="list-style-type: none"> ▪ Project for the transfer of innovations defined, tested and disseminated. ▪ Curriculum on human development and international cooperation designed and training modules tested. ▪ Kit for a training program on local development for policy-makers realized and tested.

<ul style="list-style-type: none"> ▪ Capacity of the beneficiary country universities to participate in the international curriculum on human development and international cooperation built. 	
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The structure of country plans was also defined in the 2002/03 work-plan. Four countries were initially selected for intervention (i.e. Cuba, El Salvador, Guatemala, and Mozambique) and plans for all four countries were meant to insist on the same three main activities: a) capacity-building on local development for national policy-makers and development workers; b) identification and transfer of innovations; and, c) support to universities especially in the South, as part of the IUP initiative.

2.4. Budget

The following tables, included in the Workplan 2002-2003, indicate budget allocations by sector and activity. Since additional funding beyond what is in this budget was only released in October 2005, then the table below basically shows the budget for the entire period covered by this evaluation, which stops at the end of 2005 (ditto, see Addendum).

Table 3: UNIVERSITAS Budget allocated by ILO Sectors

Sector	Start-up Phase (June 01-April 02)	Operational Phase (2002-2003)	Total
Social Dialogue (tot.)	168,000	222,000	390,000
<i>ACTRAV</i>	<i>54,000</i>	<i>86,000</i>	<i>140,000</i>
<i>ACTEMP</i>	<i>74,000</i>	<i>88,000</i>	<i>162,000</i>
<i>Dialogue</i>	<i>40,000</i>	<i>48,000</i>	<i>88,000</i>
Employment (EMP)	164,000	225,000	389,000
Social Protection (SP)	372,000	490,000	862,000
CODEV (UCOP)	504,000	722,000	1,226,000
Sums to be planned (by UCOP)	240,000	552,555	792,555
Total	1,448,000	2,211,555	3,659,555

As can be gathered from the table, above, about \$ 2 million out of \$ 3.6 million remained to be either programmed or spent by the Program Management Unit, a considerable amount of discretion and the mark of a program that must have been designed only in outline, *grosso modo*. On the other hand, the fact that the Program intended to work through ILO sectors does not seem so prominent since the amounts considered for those units total about \$ 1.6 million. Clearly, there are a number of possible confusions in these two tables, the first being that one wonders whether the funds assigned were meant for the units or the functions they discharge, and the other one being that additional “sector” work could be conducted under the funds left to be programmed by Program management. Unfortunately, data to allow comparisons with this table are not available for actual Program expenditures. The evaluation mission will recommend a change in financial reporting methods.

Table 4: UNIVERSITAS Budget allocated by activities

Activity	Start-up Phase (June 01-April 02)	Operational Phase (2002-2003)	Total
Capitalization studies, validation workshops & technical assistance	437,000		437,000
International capitalization study	50,000		50,000
Tech. assistance SP+ EMP+ACTEMP	217,000		217,000
Initiative on the transfers of innovation	40,000	150,000	190,000
Publications	40,000	150,000	190,000
University network on "Development & Intl. cooperation"	40,000	135,000	175,000
Planning of the network and country tech. Assistance	100,000	(see "country activities" line)	100,000
Methodological seminars in Turin	100,000		100,000
Web	20,000		20,000
UCOP		200,000	200,000
Presentation missions in the beneficiary & donor countries (i.e. resource mobilization)	80,000		80,000
Diffusion		100,000	100,000
UNOPS services	84,000	60,000	144,000
Country activities to be planned in the operational phase		864,000	864,000
Sums to be planned (by UCOP)	240,000	552,555	792,555
Total	1,448,000	2,211,555	3,659,555

Financial delivery

The system of financial monitoring at ILO is designed as an accounting system and not a program or project monitoring system. The financial information is reported through budget lines, sometimes by unit responsible for the activities, and a system of budget revisions is used every year, or every time an important change happens to a program/project or to its funding. It is not obvious how one year links-up with the following one, nor is the meaning of columns marked "Allocations" easy to grasp. While it might be possible with some patience and determination to understand the figures provided, it would not be easy, and this evaluation mission really does not have the time. So what is reported here is only a measure of actual expenditures by the Program over the years. The reader will find the financial information as reported by ILO in the Annex section of the report. In any case, the success and sustainability of any of the activities implemented by the Program has virtually no relationship to the size of the financial contribution (provided it exceeds some low threshold, say, \$ 25,000.). Please find below a short table showing program expenditures by year. The shortage of funds is clearly visible as expenditures dropped to a third (2004) and then a quarter (2005) of previous levels.

Table 5: UNIVERSITAS Allocations, Expenditures and Delivery Rate (2001-2005) (in \$. 000)

	2001			2002			2003		
	All.	Exp.	D.R. (%)	All.	Exp.	D.R. (%)	All.	Exp.	D.R. (%)
ACTRAV				66,8	27,3	40.9	91,6	85,5	93.3
ACTEMP	119,7	110,4	92.2	57,4	46,3	80.6	21,1	14,8	69.9
DIALOGUE	25,6	25,6	100.0				38,4	35,2	91.7
COOP	107,0	77,2	72.2	552,4	355,5	64.4	588,7	466,7	79,3
SOC/POL	120,2	111,0	92.4	218,7	200,7	91.8	318,4	274,5	86.2
CODEV	168,2	137,9	82.0	642,9	506,6	78.8	416,1	416,1	100
Total	540,6	462,1	85.5	1,538,1	1,136,4	73.9	1,474,4	1,292,9	87.7

	2004			2005		
	All.	Exp.	D.R. (%)	All.	Exp.	D.R. (%)
ACTRAV	6,135	3,612	58.9			
ACTEMP	6,336	0	0.0			
DIALOGUE	3,185	0	0.0			
COOP	130,0	76,8	59.0	53,3	32,5	61.0
SOC/POL	58,7	56,7	96.6	24,8	17,3	69.8
CODEV	275,3	246,0	89.4	200,1	198,4	99.2
Total	479,7	383,1	79.9	278,2	248,3	89.2

Source : ILO financial reporting (note : excluding agency costs, provision for cost increase and contingencies)

2.5 The institutional set-up.

Discussion of the budget outlines leads into the institutional set-up of UNIVERSITAS. Table 3 shows that a significant part of the resources have been allocated to UCOP, the coordination Unit of the Program. This Unit was and continues to be located at the “Development Cooperation” (CODEV) department of the ILO, which is basically responsible for donor relationships (incl. partnerships) and resource mobilization, while projects and programs are commonly managed directly by the technical departments or sectors. Having the coordination Unit (UCOP, basically program management) placed within CODEV, UNIVERSITAS has therefore represented an exception to the rules of the ILO. One of the questions that will be touched in the latter part of this report is consequently whether this uniqueness has represented an advantage or disadvantage for the efficiency of the Program and whether there are any lessons that can be drawn from this approach that can be of use to other ILO program and projects.

In addition to the Coordination Unit, Program management was supposed to function through an “institutional mechanism” described below:

- A Consultative Committee, which was to be the highest coordination body and consisted of high-level officials of the Ministry of Foreign Affairs (MAE) and ILO; this, the ultimate management organ of the Program, would meet infrequently, perhaps once a year.
- An Italy-ILO task force consisting of the Program coordinator and of the managerial staff of the Technical Cooperation Directorate (DGCS) of the MAE.¹²
- An ILO internal Task-Force comprising the departments more closely involved in the development of the Program (i.e. CODEV, IFP/DIALOGUE, ACTEMP, ACTRAV, SOC/POL, COOP/LED), with certain presumed authority and responsibilities¹³.
- A Scientific Committee encompassing representatives of the ILO departments, UN agencies, and universities associated with the Program and which had the role of addressing the

¹² Respectively, DGCS stands for “Direzione Generale per la Cooperazione allo Sviluppo” and MAE, for “Ministero degli Affari Esteri”, or Ministry of Foreign Affairs.

¹³ The evaluators were not able to find any document describing the mandate (role, duties, authority) of the Task Force.

Program's training and university curriculum activities; this organ was downstream of the other three, and to the extent it functioned, it would have acted more like an operational coordination organ than a supervisory one as the others are, or were meant to be.

The effectiveness of this institutional set-up, whether it was actually formed, and how well it worked will also be evaluated in the course of the report, as will the UNIVERSITAS claim of linking itself to the achievement of four of the eight Millennium Development Goals (MDGs): poverty eradication and hunger (goal 1); gender equality and women empowerment (goal 3); environmental sustainability (goal 7); development of global partnership for development (goal 8).¹⁴

2.6. Context and relevance of Program design

A snapshot of UNIVERSITAS, would probably show a loosely organized program with a focus on local and human development and whose approach has privileged the use of partnerships and knowledge-sharing, and with sizable resources for activities that were yet to be defined. So, the objectives should be assessed against the context of the intervention, which has been Central America (and Cuba) and, more specifically, El Salvador, Guatemala, Nicaragua and Honduras.¹⁵

Human development, which is the first broad goal of the Program, has its most common and widely recognized index in the UNDP Human Development Index (HDI). This comprises four indicators referring to three broad development domains: life expectancy (health); literacy rate and gross school enrolment rate (education); real GDP per capita (economic welfare). A quick review of the HDI in Central America at the beginning of the intervention shows that the four local beneficiary countries performed poorly in absolute and relative terms, when compared to their neighbors. In particular, all their national indicators were below the corresponding regional average, with the exceptions being Nicaragua's school enrolment rate, El Salvador's real GDP per capita, and Cuba's superior performance (not reported in the table). The need for human development in these countries was therefore compelling. Cuba's needs were more in terms of resource transfer and technical assistance.

Tab. 5: Human Development Index in Central America, 1998

Country	Life expectancy (years)	Literacy rate (%)	Gross school enrolment rate (%)	Real GDP per capita (PPP \$)	HDI	World Ranking
Costa Rica	76.2	95.3	66	5,987	0.797	48
Belize	74.9	92.7	73	4,566	0.777	58
Panama	73.8	91.4	73	5,249	0.776	59
El Salvador	69.4	77.8	64	4,036	0.696	104
Honduras	69.6	73.4	58	2,433	0.653	113
Guatemala	64.4	67.3	47	3,505	0.619	120
Nicaragua	68.1	67.9	63	2,142	0.631	116
C. America	70.9	80.8	63	3,988	0.707	N/A

Source: UNDP, Human Development Report, 2000.

As regards local development, Central America was a likely region for intervention on account of the experience of PRODERE, a program funded by the Italian government in the early 1990s whose goal was to reintegrate displaced people, refugees, returnees, and former combatants through small

¹⁴ From the document, "UNIVERSITAS and the UN Millennium Declaration Goals", Geneva, 2002.

¹⁵ The first two countries had, indeed, been picked out since the very first programmatic documents, while the last two also had activities implemented in the early stage of the Program, though they were not in the first group of beneficiary countries.

enterprise and cooperative development.¹⁶ The main distinctive element of PRODERE was that instead of intervening at the central government level as traditionally done by most technical cooperation programs, it adopted a bottom-up and decentralized development strategy whose cornerstone was the establishment of local economic development agencies (LEDAs). The main task of these agencies was to facilitate the achievement of a consensus among their members (i.e. the local stakeholders) on the best economic development strategy for a given area or territorial unit, as well as to provide financial and technical assistance to small business start-ups and existing enterprises.

As a result, the choice of Central America as the main geographical focus of a program with a strong accent on human and local development was fairly obvious. Further, the Program often sought to work closely with LEDAs, not only in Central America, but also in the other countries of intervention,¹⁷ especially with the aim of promoting new ideas such as the extension of social protection at the local level.

While there are many other countries, especially in Africa, that would meet the need criterion more easily than Central America, it should be noted that an important determinant of program activity was the strategic interest of Italy. On that score, Central America is certainly a valid choice. In Africa, Italian interest has historically been limited to the Mediterranean and the Horn, with the later addition of Mozambique, where Italian institutions played a major role in the peace process (and petroleum producers like Angola, whose resource endowments and incomes make it difficult to justify Official Development Assistance, ODA, for them).

However, the main design shortcoming of UNIVERSITAS concerns performance indicators¹⁸. There is, in fact, a lack of parameters against which to assess achievements. As mentioned above, the Program claims to pursue the MDGs, but since there is hardly any real link to Millennium Development Goals or targets¹⁹, it is hard to see how they can provide or be used as indicators of performance. Firstly, because the concrete contribution of a relatively small program like UNIVERSITAS to such wide-ranging targets as the halving of poverty or the elimination of gender disparity at all levels of education can be but minimal. Secondly, because the very relationship between the Program and some of the MDGs addressed is loose. This is especially the case with “poverty and hunger eradication” (goal 1) and “environmental sustainability” (goal 7). The former is such a broad goal that most development programs can be said to aim for it. The latter simply does not seem to find much room in the Program and is not an area of significant expertise in ILO. In the end, the only reasonably strong relationship of the Program with the MDGs is, “partnerships for development” (goal 8), while, to some extent also, the empowerment of women (goal 3) has been served.²⁰ In both cases, however, more concrete indicators should have been created to let external observers see how these goals were addressed and to what extent they were attained. Unfortunately, however, this has occurred only in few cases, one of which has been on the occasion

¹⁶ It should be remembered that in the early 1990s countries such as Nicaragua, El Salvador, and Guatemala were just emerging from a decade of civil conflict.

¹⁷ For instance, the LEDA of Durrës in Albania and Matola’s in Mozambique.

¹⁸ A full page of comments on the first draft asserts that indicators were defined but fails to give any. This suggests a problem of semantics. We acknowledge where we have found precise indicators (see below footnote 21).

¹⁹ Each MDG is broken down into different more specific targets, which are indeed the real indicators of the MDGs.

²⁰ As to the latter, UNIVERSITAS has often tried to mainstream the gender component in its initiatives. Some of them, like the creation of a seamstress cooperative in Mozambique, have actually targeted exclusively women. The conference at KSU addressed change through women’s leadership in sports, and some of the Cuban activities seem to inordinately favor participation by women.

of the capacity-building sessions on local development in Central America and Cuba in the early stage of the Program (see sections on implementation and performance).²¹

A last element of concern, which is partly related to the lack of performance indicators, is represented by the Program's emphasis on partnerships. No doubt, intra-organizational and inter-agency alliances bring about a more complete picture of development problems and thereby enable practitioners to tackle such problems in a more integrated way. At the same time, however, partnerships are clearly a process not a product, so that the intended outputs of a partnership should always be clarified in advance. This has not always been the case with UNIVERSITAS. Nor can the number of partnerships in itself be regarded as synonymous with good performance if their outcomes are not clear or well-defined or, as is sometimes the case, fail to materialize altogether²².

In sum, the Program has wide general objectives and sometimes ill-defined immediate objectives/activities. Still the evaluation mission was able to put together a sufficiently clear picture for its purposes. In part for this reason, and because of the absence of performance indicators, this evaluation cannot be considered rigorous from the formal point of view although it can and does address the issues of substance in the design and performance of the Program.

To complete the discussion of relevance and program design, the evaluators' views on program design are summarized below.

- The choice to work on human and local development in Central America, as well as in Albania and Mozambique, was appropriate on account of the human development situation and the tradition of local development work in these countries. All these countries also share the characteristic that they form part of Italy's countries "of concern".
- However well chosen the subjects or intervention were, the Program has not afterwards chosen to set itself more easily quantifiable or monitorable objectives and activities
- In some way also, the Program decided to further define/refine its operations (design?) through studies and research to be conducted under its own funding (e.g. "Capitalization" studies)...
- Performance indicators are, however, almost entirely lacking, which makes it difficult to gauge the Program's attainment from a quantitative point of view. Nor can his drawback cannot be compensated by making the number of partnerships or networks a performance indicator.

3. Implementation

This section describes UNIVERSITAS' activities and outputs broken down by main components. The components are consistent with the development objectives presented in the section on the design of the Program. As will become evident, this division is more functional (to the purpose of the evaluation) than real, since the objectives present significant overlaps and number of activities fall in these overlapping areas. Ideally, the evaluators would have liked to attach a financial figure to the activity but this is not possible.

²¹ In this specific case, for instance, the Program fully achieved the quantitative targets set (i.e. number of people trained), proving that it had the capacity to deliver. One more reasons to regret the paucity of indicators in respect of other program components.

²² Cases in point are seminars and workshops without reports as to what was discussed and what conclusions were reached, and what, if anything, these led to.

3.1. Research & Capacity-building

3.1.1. Capitalization studies

The very first activity of UNIVERSITAS consisted of a series of studies – which have been called “capitalization studies” – on the relationship between human development and decent work, on the one hand, and nine topics of traditional concern to the ILO, on the other hand (i.e. social protection, social dialogue, workers’ and employers’ organizations, local economic development, gender mainstreaming, etc.). These papers were contracted out to scholars and practitioners who mainly took stock and systematized the knowledge available in their respective academic fields with regard to decent work and human development. The output was a set of studies, reported in the annex section of the report, which were mostly presented and validated through international workshops. One of these, for instance, was held in Geneva in October 2001 to discuss and endorse the results of the two papers by Prof. Canzanelli (University of Naples) on local economic development, human development, and decent work.

The role of the capitalization studies has, however, gone beyond taking stock of the situation about human development and decent work in different scientific fields. These studies were asked to address the implementation of the Program by suggesting concrete lines of action. This was done to some extent by some of the papers. The papers on local development and social protection seem to have had more influence on the elaboration of UNIVERSITAS country plans and on actual work planning – if anything because the two topics were more central to the activities of the Program – while others, such as the study on social dialogue in Central America, were less useful because they did not find strong field evidence of the object investigated.²³ The most comprehensive of the capitalization studies was the one published by the STEP²⁴ unit with the title of *Extending social protection in health through community-based health organizations (CBHOs): Evidence and challenges*. This was an international study that saw the active participation of 40 high-profile professionals and scholars in the field of social protection and benefited from the review of over 100 documents and 280 international schemes of health-care extension at the local level. Among others, inputs to this study came from the World Bank (WB), the Inter-American Development Bank (IDB), the Pan-American Health Organization (PAHO), the World Health Organization (WHO), and the US international cooperation agency (USAID). Still today, this study remains authoritative, and is one of the most complete in the area of health-protection at the local level.

As concerns the other studies on decentralization, education, and environment, their impact on UNIVERSITAS has been more through its influence on the elaboration of the training modules of the International Inter-University Program (IUP), which is an initiative under the responsibility of York University (i.e. see the specific section of the report).

Finally, quite surprisingly, not all capitalization studies have been published in the website of UNIVERSITAS (www.ilo.org/UNIVERSITAS). Indeed, only those on local economic development, social dialogue, and social protection are currently available on the website, while some of the others can only be found in the “twin” website of York University “Human Development Resource Network” (HDRN) (www.yorku.ca/hdrnet) in Toronto.

3.1.2 Publications

²³ These comments are based on interviews with the ILO technical specialists who should have more directly benefited from the findings of the capitalization studies.

²⁴ STEP stands for “Strategies and Tools against Social Exclusion and Poverty” and is a unit part of the “Social Security Policy and Development” branch of ILO.

As a program with a strong emphasis on research and training, publications were one of the most important potential outputs of UNIVERSITAS. In the frame of the Program, publications were not necessarily the result of academic work, but could also flow from the direct experience of practitioners.²⁵ Neither did they always come in the most traditional way (i.e. printed version). In fact, the Program has sometimes preferred publishing on-line, probably both to reduce costs and facilitate the knowledge-sharing aspect of its mandate. In Central America and Cuba, participating Universities also produced CD-based publications for people with difficulty accessing the Internet. A list of the most significant publications supported by UNIVERSITAS, indicating availability by medium, is given in the Annex.

3.1.3 The International Inter-University Program (IUP) & the York Secretariat

A Memorandum of Understanding (Sept. 2002 – December 2004)²⁶ was signed with York University in which, among 10 main items in the TORs, it was stipulated that York University should prepare a Master's degree in Human Development with the collaboration of a network of universities (in the event, Central American, Cuban, and European ones), and a portal and online library ("Information Gateway", in 4 languages) dealing with topics and knowledge of interest to researchers and practitioners in the field of Human Development, broadly defined. To coordinate this work and manage other necessary relationships, the University was asked to create an International Secretariat for Human Development.

This International Secretariat was formed in 2003 and functions as a full-fledged unit of the University, with access to University budget resources. The Secretariat is supporting the development of the curriculum for three post-graduate diploma courses in local human development and international development as part of the international consultation process for curriculum development. The Secretariat has involved several members of the international university network in this process.

As a continuation of this work, a project was developed (in consultation with Central American universities) for a regional Master's program on the themes of local human development and international development. This project would include international faculty exchanges, joint research, internships, workshops, and bibliographic support through HDRNet. The project is being discussed with regional representatives of donors in Nicaragua, Honduras, and Guatemala as well as with other international donors who are active in capacity building in Central America. This work was developed in close collaboration with the ILO and the UNDP/APPI regional coordinator for Central America.

The Information Gateway, viz., [Human Development Resources Network](#) (HDRNet) has been fully functional in three languages since March, 2003.²⁷ The HDRNet is currently functional in four languages (English, Spanish, French, and Italian), and currently archives 768 articles with abstracts in these languages. A newsletter is sent out to subscribers every month with the latest additions. There currently are 664 subscribers from 81 countries. There appears to be a steady increase of interest in the site as indicated by the number of subscribers and the amount of information downloaded from the site. Overall, HDRNet has a strong potential to serve as a tool for the three

²⁵ For instance, the brochures of the "IDEASS-Transfer of Innovations" project. Further details on this project are given in the specific section of the report.

²⁶ The contract with York University was for US\$ 132,000. Just over the period of the MOU, York University either contributed or mobilized an additional US\$ 150,000. Much larger resources have been mobilized since then for the normal operation of the site and portal, as well as the International Secretariat.

²⁷ The costs of operation of HDRNet at present are equivalent to about US\$ 80,000 *per annum*.

masters programs that have been developed or are now under development at the University of Florence, at York University, and at the University of Havana.

The system contains 11 main topics, each with approximately 10 sub themes. All of the archived articles are abstracted in English, Spanish, and Italian. The documents, selected by members of the Network and abstracted by graduate student assistants from participating universities, provide a critical perspective on the themes central to the research and practice of human development and international cooperation, including the innovations promoted by UNDP and ILO through the IDEASS project. The HDRNet archives documents produced in all the site's languages, coming from the different development and cultural contexts of the global North and South. A key feature of this Gateway is the opportunity for research conducted by scholars in the South to be accessible to, and gain visibility in the Universities and intellectual circles of the North.

HDRNet offers unrestricted access to the documents it archives. HDRNet is particularly intended for those engaged in a critical praxis of human development through international co-operation, either as practitioners or as academics. HDRNet is intended to address two critical inadequacies that are necessary for such a critical praxis of development. First, there is an inadequate representation of the South in defining what constitutes knowledge for human development. Underlying this is an extreme inequality of access to information for research communities based in the South; cultural, professional, linguistic, or political barriers to dissemination of their research; etc. Second, perspectives on local development are not presented in as systematic a manner as desirable. In particular, there are rather varied understandings of local development which have different implications for development actors and agencies. HDRNet is a forum for furthering debate on these meanings.

As to the Masters of Arts programs, York University and its cooperating universities in Cuba and Central America approved the M.A. curriculum at a meeting in La Habana in 2005. A version of this MA is being taught at the Unesco Chair on Human Development at the University of La Habana, and a version of it will be offered at York University in 2007. The diploma programs in local human development were taught in Central America only once, but they are taught successfully and continuously in Cuba, including most recently in new subjects, and in provincial universities around the country, making this knowledge effectively accessible to people outside the capital city for the first time.

The UNIVERSITAS Program in Cuba, largely the IUP and IDEASS, in addition to a physical investment in the restoration of the facilities of the Càtedra Unesco de Desarrollo Humano, deserves a special word of comment. Cuba does recognize the role of UNIVERSITAS-ILO in vastly improving teaching and learning conditions at the Catedra Unesco, introducing the concepts of the transfer of innovations, and starting-off the graduate programs in HDL (Diploma and MA). But Cuba uses the name "UNIVERSITAS-Cuba" to differentiate itself from the ILO Program. It has become institutionalized with a large number of financial and technical partners, especially the UNDP's PDHL and the Human Development Chair (Càtedra) at the University of La Habana. The IDEASS program has become institutionalized within the Academy of Sciences of Cuba, and is a full partner in the ART world-wide website.

3.1.4 The Training Program on "Territorial Socio-economic Development" (TESED)

The work of UNIVERSITAS on direct training consisted mainly of the TESED program, which was headed by the LED unit of the COOP branch (i.e. Employment sector). The TESED initiative was based on the results of the capitalization studies, especially the two on local economic

development,²⁸ and the international study on the extension of social protection at the local level done in collaboration with the World Bank.

The stated original objective of the TESED initiative was to build and share knowledge in developing and transition countries. To do this, it resorted to a network of both universities and development agencies²⁹ to uphold local economic development processes and policies being implemented in the field. As a result, TESED had a strong partnership-based approach where partners mainly consisted of local institutions such as universities and government bodies with an interest in poverty reduction, enterprise development, human development, and decent work.

Together with these partners, capacity-building sessions were based on an initial analysis of local training needs. More specifically, the TESED initiative was made up of three elements: a) basic training courses for local development facilitators; b) diffusion of knowledge on TESED at the national level through conferences, workshops, etc.; c) back-up of developing country universities on their educational programs dealing with aspects related to TESED (e.g. strengthening of university curricula, establishing links between developed and developing country universities, etc.). This last part was done in partnership with York University and largely overlaps the International Inter-University Program (IUP). Consequently, it will not be touched here again.

Other than the work on university degree programs, the core business of TESED was represented by the training courses for local development facilitators.³⁰ In this respect, a training course of seven modules, lasting 40 hours each (i.e. one week), was conceived and offered mainly in Central America. The participants included representatives of national and local governments, workers and employers' associations, NGOs, LEDAs, and universities. Some examples of these training sessions are given below.

Nicaragua: A one-week training module on LED projects was carried out in Managua in partnership with APPI and saw the participation of 60 representatives of national and local government bodies. UNIVERSITAS also contributed to the training of young entrepreneurs by reinforcing the local economic development component of the curricula of the “Central-American Institute of Business and Administration” and of the “Public Administration and Vocational Training Institute”.

Guatemala: Three training modules were given on the topics of “LED strategies and planning”, “Territorial competitiveness and social inclusion”, “LED and globalization”. In this case too, the activity was done in partnership with APPI, which contributed \$ 20,000.

Honduras: In Honduras, a main issue of concern was urban poverty on account of a special project on the same subject carried out by UNDP and UNOPS in Tegucigalpa. As a result, a thematic

²⁸ The two capitalization studies on local economic development were carried out by the same person who provided a great deal of the TESED capacity-building sessions in the field.

²⁹ The universities part of this network were: Madrid, Insubria-Varese (Italy), Piacenza (Italy), Grenoble (France), York (Canada), Lisbon (Portugal), Duisburg (Germany), the London School of Economics (UK), Cornell and John Hopkins (USA). As for the development agencies part of the network, they encompassed: European Association of Development Agencies (EURADA), International Liaison Service for Local Economic Development Agencies in Developing Countries (ILS-LEDA), SEBRAE (Brazil), Shannon Development Agency (Ireland), Bilbao Development Agency (Spain).

³⁰ A local development facilitator is defined as “an employee of public or private institutions that deal with policy-making either at the national or local level”. S/he should know the general approach on TESED but need not be a specialist. S/he has to have the appropriate skills to work with a group of other people belonging to different institutions”.

workshop was organized in March 2003 at the National Autonomous University of Honduras with the participation of over 100 people from national ministries, municipalities, universities, etc.

Cuba: In Cuba, the TESED training program achieved the status of a full-fledged diploma course for TESED facilitators covering the entire set of topics envisaged in the typical training course model (see the annex section).

South Africa: A review of the state of educational programs on local development was carried out in March 2003 in South Africa and involved over 45 universities. A validation workshop followed in July of the same year, which concluded that while LED is an increasingly popular theme in South Africa too, there is, as yet no specific degree program exclusively devoted to it.

Albania & Mozambique: In Albania and Mozambique, the TESED initiative was merged with the sport one. Hence, the social insertion of youth was pursued via training in sports and local development. These aspects are treated in the section dealing with the sport component of UNIVERSITAS.

3.1.5. *The Global Labor University (GLU)*

The Global Labor University (GLU) initiative, which basically refers to two Master’s degree programs in Germany and South Africa, was originally a joint effort between UNIVERSITAS and the Bureau of Workers’ Activities (ACTRAV). In particular, UNIVERSITAS contributed financially (\$ 78,000) and technically in the early stage of the project by facilitating the network of universities which finally designed the curricula of the degree programs and by organizing the preparation workshops that resulted in the launch of the pilot Master program in Germany in 2004. More specifically, consultations and meetings arranged and backed by UNIVERSITAS were held in Manchester, Brussels, Germany, Malaysia, and Singapore in 2002 and 2003.

The main targets of the GLU are trade union leaders/experts and graduate students with an interest or commitment to the union movement. The long-term objective of this initiative is consequently to offer a higher degree to representatives of the labor movement on human development issues such as poverty alleviation, employment creation, social justice, and labor standards. Another stated goal of GLU is the creation of a network linking unionists and researchers to advance comparative research on labor- and development-related issues.

Both Masters – the German one currently in its third edition and the South African one, whose first edition will take place next January – were designed in close collaboration and consultation with the national trade confederations and are consequently driven by their demands. This explains, for instance, the slightly different topics of the two Masters. The German degree is more specifically on “Labor policies and Globalization”, while the South African one will be on “Labor and Development”. Another difference between the two pedagogical offers is that the German Master is a partnership between two universities (i.e. University of Kassel and the Berlin School of Economics) whereby students spend one semester in each of them, whereas the South African Master is entirely taught at the University of Witwatersrand.

Table 6: Selection of main courses offered at GLU

University of Kassel/Berlin School of Economics	University of Witwatersrand
Trade union strategies in a global economy	Labor and development
Governance of Globalization	Economic policy, globalization and labor
Strategies of multinational companies and labor	Labor movements in developing society
Economic policy and union strategy	Global institutions and economic restructuring
International labor standards and development	Development as ideology and practice

Organizational development of trade unions	Sociology of land and agrarian reform in S. Africa
Gender and globalization	Labor in the global economy
Regulating global finance	Globalization, social policy and social development

In the selection process of both Masters, attention is placed to both gender and geographical balance. In particular, in the past three editions of the Kassel/Berlin Master at least 50 percent of the seats were reserved to women, in pursuance of the original gender mainstreaming component of UNIVERSITAS. A number of scholarships are also provided thanks to the support of two German foundations, The Friedrich Ebert and the Hans Bockler Foundations, which have been active financial partners of the Program since the very beginning.

While the two Master programs are definitely linked to each other, they are not fully integrated and would not allow students to take one semester in each locale, nor is mutual recognition of credits guaranteed.

Finally, GLU is currently trying to expand its activities and courses in other countries too. In Brazil a class will be hosted and held in 2007 with a content focusing on corporate social responsibility (CSR) and multinationals. In India, talks have started with the “Self-employed Women’s Association” (SEWA) to arrange courses for their members on the informal economy. In Malaysia too, attempts were done to start a Master program, but with no success due to political reasons (i.e. lack of support from the national government).

3.2 Knowledge sharing & Innovations

3.2.1. The Initiative “Innovations for Development and South-South Cooperation” (IDEASS)

IDEASS is an inter-agency initiative (i.e. ILO/UNIVERSITAS, UNDP/APPI, UNOPS) which has its foundations in the belief that there are several innovative practices in the fields of social and economic development at the regional level whose dissemination could contribute to world development. With this idea in mind the initiative, which is still ongoing, support social and cultural practices, products, and technologies that have contributed to human development, valorized environmental resources, reduced social exclusion and unemployment, and proven to be cost-effective. This goal is pursued through three main activities: a) the identification and selection of innovations; b) the promotion of these innovations through brochures and events; c) the transfer of the innovations to other developing countries through south-south cooperation projects.

UNIVERSITAS has been active especially in the employment and social inclusion domains of this initiative. Within the internal task-force of the Program, SOC/POL has more closely followed this initiative with the active participation of ACTRAV and ACTEMP. Originally, the intention was to pinpoint up to twenty innovations and to implement eight transfer projects (i.e. two per each of the four initial beneficiary countries). But the well-known financial problems suggested a reduction respectively to five (identifications) and two (transfers). Thus, five social innovations were closely investigated and disseminated through brochures and the internet (www.ideassonline.org). Of these five good practices, two were also transferred to other developing countries through cooperation projects. The lack of funds to continue working actively in innovations may have resulted in the shifting of the management of the IDEASS program to other agencies.

IDEASS-Cuba, on the other hand, has identified 10-12 innovations from Cuba, of which 4-6 are at an advanced stage of transfer abroad. Furthermore, Cuba has identified two innovations from

abroad that it is in the process of transferring inwards. Some (3 or 4) of the innovations it has identified domestically proved to be unsuitable for transfer abroad. The list below mentions a few of the many innovations documented in Cuba (not all of which are in areas of interest to ILO):

- i) Stabilak, a method of stabilizing fresh milk over longer periods without refrigeration;
- ii) Biorat, a natural rodenticide;
- iii) Bactivel ® and Griselfs ® , mosquito bio-larvicides;
- iv) Methods of restoration of historical city centers;
- v) Creation of artificial bogs for treating polluted water; and,
- vi) Interactive science museums.

Since the “Social Protection” sector took the lead of this initiative, it should be noted that not all the publications and transfers were funded by UNIVERSITAS. The Program’s financial contribution has particularly regarded the “Ricancie experience”, from the stage of identification to that of transfer,³¹ and the COMUANDE one, which has stopped at the phase of dissemination through the publication of the brochure. The other innovations have mostly been followed and funded by SOC/POL.

3.2.2. The Pan-African Convention on Investments and Partnerships (PACIP)

As part of the knowledge-sharing component of the Program, UNIVERSITAS has contribute \$ 30,000 to the launch of the Pan-African Convention on Investments and Partnerships (PACIP), an initiative headed by the ILO Bureau of Employers’ Activities (ACTEMP). The involvement of UNIVERSITAS was especially crucial at the preliminary stage (2003/2004), when meetings and workshops were organized to circulate the idea among Africa’s employers associations.

The original plan backed by UNIVERSITAS was slightly different from the one which is currently being implemented. Initially, the idea was to set up a think-tank that would focus on enterprise promotion in Africa.³² Nevertheless, after internal discussions, the Pan-African Confederation of Employers realized that this plan did not correspond to the demand coming from the members and that a smaller scale project focusing on knowledge-sharing more than knowledge-building would be of greater usefulness. The present design of PACIP followed, i.e. as a network of business leaders, whose activities essentially consist of: a) reviewing the information available in studies on African private sector development so that it can be of direct and practical use to the members (i.e. entrepreneurs and businessmen); b) organizing events and fora linking the worlds of business and politics in Africa.

The business-plan of PACIP is expected to be approved in June 2007 by the Pan-African Confederation of Employers. Membership will be fee-based, and this will guarantee the sustainability of the initiative.

3.2.3. UNIVERSITAS Website

Since UNIVERSITAS is a program that focuses a great deal on knowledge-building and knowledge sharing, as well as on networks and partnerships, a functioning and effective website is of overriding importance. UNIVERSITAS designed and implemented a website (www.ilo.org/UNIVERSITAS), very early in its life. The site is currently divided into five main subsections: “General information on the Program”, “Activities”, “Program countries”, “Partnerships and networks”, “Studies and publications”. Most of the information is available in English, French, and Spanish.

³¹ A detailed description of this case is provided in the annexes of this report.

³² The name proposed was *Centre Africain de Promotion de l’Entreprise (CAPE)*.

3.3 Social Dialogue

Other than the Global Labor University (GLU) and the Pan-African Convention on Investments and Partnerships (PACIP) – which have respectively been more closely followed and implemented by ACTRAV and ACTEMP and which can be regarded more as “research” and “knowledge sharing” than actual “social dialogue” – the work of UNIVERSITAS on social dialogue has essentially invested two other items.

The first concerned in 2002 the support of 14 national workshops in Central America on “Practices of workers’ organizations in social dialogue”. These were meant as preparation to the Sub-regional tripartite meeting in Santo Domingo, which eventually resulted in the adoption of the regional tripartite labor agenda. Some of the commitments national governments and social partners of eight Central-American countries made in this agenda comprised: promotion of employment and decent work; coordination of labor, social, and economic policies; and the recognition and protection of freedom of association in the workplace.

The second and more important item regarded the improvement of the labor dispute settlement systems in three of the four Central American countries where UNIVERSITAS intervened (i.e. El Salvador, Nicaragua, Honduras). In this instance, UNIVERSITAS backed two projects that were already being implemented at the time by IFP/DIALOGUE: namely, MATAAC and RELACENTRO.³³

With the financial support of UNIVERSITAS, these two projects mainly sought to deal with some of the criticalities characterizing the labor dispute settlement mechanisms in Central America. In particular, with regard to individual labor disputes, the main issue was increasing resort to the administrative system, instead of the judiciary system, for conflict resolution. This caused severe delays partly due to the lack of training of administrative staff on labor dispute resolution principles. At the collective level, on the contrary, the foremost problem was the undue politicization of the conflict-resolution mechanism. That is to say, decisions that in theory were to be taken by ministerial intermediate-level staff were in practice made directly by the minister.

The foremost objective of MATAAC and RELACENTRO, in respect of the partnership with UNIVERSITAS, was consequently to streamline the labor conflict-resolution systems in Central America in collaboration with the corresponding national workers’ and employers’ organizations. At the individual dispute level, this roughly entailed rule simplification and the training of conciliators. At the collective dispute level, this meant favoring the emergence of a system less bound to politics.

To achieve these goals, the activities undertaken were: a) diagnostic studies on national labor dispute practices of each of the three countries; b) action plans (to be discussed and deliberated alongside the Sub-regional Office of San Jose, the social partners, and the national governments); c) national tripartite validation workshops of the action plans; d) follow-up to the conclusions of the workshops and technical support (e.g. training of labor conciliators). In this respect, the support of UNIVERSITAS stopped at the stage of the action plans and also included the adaptation to the Central-American context and translation into Spanish of a manual for labor conciliators.

³³ In the respective Spanish acronyms, MATAAC stood for “Modernización de la Administración del Trabajo en América Central” whereas RELACENTRO meant “Proyecto libertad sindical, negociación colectiva y relaciones de trabajo en Centroamérica, Panamá, Belice y República Dominicana”. The former focused on labor administration, while the latter dealt more closely with labor relations.

While these activities and actions were carried out in each of the three countries interested by the initiative, actual change in labor legislation only occurred in El Salvador. Conversely, Nicaragua and Honduras were not as receptive mainly due to political reasons. In Honduras, for instance, the presence of Export-Processing Zones (EPZ) is reported to have been a serious obstacle to a proper follow-up of the observations and recommendations of IFP/DIALOGUE.

3.4. Partnerships for Sport and Development

Sport has progressively become one of the main areas of work of UNIVERSITAS. The first document where the sport component is mentioned is the work-plan 2002-2003, which by default, remained in force until the end of 2005. This document comprised a “functional scheme” and is included in the “objectives” section of this Report. That scheme included the creation of a university network on sport-related topics to support national activities linking sport and local economic development. The overall budget initially allocated by UNIVERSITAS for the sport component was slightly more than \$ 300,000: more specifically, \$ 217,305 for the university network and \$ 90,000 for the activities linking sport and local development.

The paragraphs that follow describe activities and programs working in the area of sports.

3.4.1 UNIVERSITAS and Sport at the international level

The first activity of UNIVERSITAS in the area of sport was the organization of the “1st ILO workshop on sport and development” in 2003. Quoting the words of the organizers, “the ILO workshop on sport and development originated from the goal of creating an international forum where UN development agencies and the world of sport could meet and share experiences and good practices”. The rationale behind the workshop was that sport can contribute to socioeconomic development by generating job opportunities for the youth and enhancing their labor-market skills. Combined with education, sport can also serve as a concrete, positive alternative to child labor and social exclusion.

At the international policy level, this initial workshop led to a close collaboration of UNIVERSITAS with the UN Office for Sport and Development (UNOSPD). This partnership had several consequences, among which: the participation of UNIVERSITAS at the “2nd UNOSDP International Conference on Sport and Development” (Magglingen, Switzerland, 2005); the participation of the Program at the Second Pan-African Youth Leadership Summit (Morocco, June 2005). The influence of UNIVERSITAS in these matters has been noted by the management of the ILO New York Office and the UNOSDP whom the evaluation team interviewed for the purpose of this Report. Other events in which UNIVERSITAS has participated more recently, technically outside of the scope of this evaluation, are mentioned below.³⁴

3.4.2. The Youth Sport Program (YSP)

At the country level, the flagship initiative of UNIVERSITAS in the ambit of sport has been the Youth Sport Program (YSP), which was launched with the objectives of “mainstreaming sport into development” and “using sport as a tool for socioeconomic development and poverty reduction”. The rationale behind the YSP is that currently over 45 percent of the world population is aged less

³⁴ UNIVERSITAS participated in the European Youth Leadership Summit (Vienna, August 2006). UNIVERSITAS also contributed technically to the preparation of the “UN Global Youth Summit” (New York, October 2006). This last summit brought about significant events such as the creation by large private companies like MITTAL of development trust funds; the establishment of a mentoring program by Sun Microsystems; and the setting up of a program of excellence for young leaders

than 24 and that a large proportion of it suffers from unemployment or underemployment. Out of the labor market, other serious problems affecting youth, especially in the developing world, include personal violence, increased use of alcohol and drugs, and, of course, HIV/AIDS.

In light of this, the YSP aims to see sport as: a) a vehicle for skills development, both soft and core, for youth; and, b) a source of employment at the local level (e.g. coaches, sport facility staff, and sport associations managers, etc.).

Consequently, the three main goals of the Program are:

- Assessment of the training needs at the local level by putting together sport and development organizations.
- Identification of job opportunities for youth in the world of sport.
- Use of sport to develop labor-market core and soft skills.

The YSP mainly works through a partnership-based approach³⁵ that should result in: a) a coach integrated training tool comprising principles of social and human development (e.g. HIV prevention); b) a network established between sport and development actors.

So far, the YSP has been implemented to some degree in Albania, Senegal, El Salvador, and Mozambique.

Albania: In Albania, the YSP has mainly worked at the policy level, helping the Albanian government and the UN country team to review the national youth policy. A first workshop was held in Tirana in May 2004 with the participation of the ILO, the UN country team (UNCT), the National Olympic Committee (NOC), and the national ministry of youth and sport. The main outcomes of the workshop were the establishment of the “National Directorate of Sports for All” within the Albanian Ministry of Youth and Sport and the elaboration of a “National Common Framework for a partnership on sport and local development” (NCF). The NCF is essentially a matrix that provides sport institutions, UN agencies, and private actors with a framework to establish partnerships and link them to development tools such as the UN Common Country Analysis (CCA) and Development Assistance Framework (UNDAF), as well as the World Bank Comprehensive Development Framework (CDF) and Poverty Reduction Strategy Paper, (PRSP). In other terms, the NCF is an instrument that aims to facilitate the cooperation of the actors involved in technical cooperation by helping them define their roles and coordinate their inputs.

In the specific instance of Albania, the NCF identified nine areas of potential cooperation between UN agencies, sport institutions and private actors, which included “sport and improved health conditions at work”, “sport policy advocacy”, “youth and sport in the development agenda”, etc. Each of these areas was further broken down in more specific activities that could be undertaken by the different partners involved.

One year later, in April 2005, most of the partners involved (i.e. the NOC, the UNCT, and the Albanian government) met again to launch the joint program on “Youth and sport for development”. This program hinged upon three main areas of cooperation: pro-youth policy advocacy; capacity-building; educational and employment services for the youth. Even though the purpose of the meeting was exactly the start-up of this initiative, the official document growing out of this workshop was not signed by the Albanian government for internal political reasons.

³⁵ Partners have included sport federations, national Olympic committees, NGOs, etc.

Since then, Albania's YSP has shifted its focus more toward the project level. More recently, for instance, the Office of the UN Coordinator proposed a project in the region of Kukes, which had as main core points: "youth mobility" and "tourism, history, and folklore promotion". The former implied the participation of local young people to cultural exchange programs and sport events abroad, while the latter entailed the use of young persons as tourist guides promoting the history and cultural heritage of their own region. The rationale for both activities is the enhancement of local youth's leadership skills. At the moment, the project is looking for donors and should be done in collaboration with the IOC.

Senegal: Upon request of the national Ministry of sport at a workshop held at the end of 2004, the YSP has mainly worked in Senegal on the elaboration of an inventory of sport-related jobs. The outcome of this "exercise" should be the identification of training needs that are unmet by the traditional curricula of the educational system. The same workshop also generated partnerships among different sport federations: for instance, the fishing federation decided to collaborate with the rowing federation to repair and maintain the boats of the latter.

Mozambique: A detailed explanation of the Mozambican YSP is provided in the annex section of the present report. Here it suffices to mention that in Mozambique the YSP worked in very close collaboration with the IOC and the national ministries of labor and sport, as well as with the financial support of UK Sport.

In Mozambique too the YSP intervened at two levels. At the project level, the establishment of a women's cooperative manufacturing school uniforms was facilitated and the corresponding training provided. Moreover, a local sport centre was rehabilitated and sporting activities for primary school children organized. At the policy level, it was arranged a workshop at the end of 2005 in Maputo on the topic of "Youth Integration and Vulnerability Reduction through Sports" with the objective of mainstreaming through a NCF sport and development strategies in the national policy agenda of Mozambique.

El Salvador: In El Salvador, the sports program was launched with a conference in early 2005 under the title: "Trabajo Decente e Insercion Social de Jovenes a Través del Deporte en El Salvador". Its goal was to "seek mechanisms of employment creation through the development of sports, by fostering the widening and deepening of the sports system". The main partner was the Ministry of Labor though many other institutions participated, including especially the Ministry of Youth, the National Sports Institute, and the Olympic Committee of El Salvador (COES).

The conference came-up with over 20 recommendations for action, of which 3 were the most important:

- One sought to change the sports legislation to reopen certain training institutions, to allow sports to be classified and remunerated as other trades and professions: the draft law has been prepared and has been sitting in the legislature awaiting passage.
- The second one was to create a training centre for coaches and technical staff as employment specialties, and conduct a study of trades and possible jobs connected with sports. The re-creation of the school also requires the passage of the new sports law.
- The third one was to use 4 centers (Centros Obreros) of the Ministry of Labor, vastly underutilized at present, for activities directly related to employment, especially in sports. A technical assistance proposal for a French center (CREPS) has been prepared but the lack of follow-up on the part of UNIVERSITAS seems to have immobilized this matter. France and Guatemala are reputed to be most advanced in the use of similar centers. Should no funds be available, then only French assistance would be possible as they would fund it themselves,

while Guatemala could provide assistance if a source of funding were available for the activity.

A source of difficulty in El Salvador comes from the fact that the link-up between UNIVERSITAS and the country is with the Ministry of Labor, whose mandate covers only a small part of the activities (those most closely linked with employability skills and employment itself). In this country, there is a need to bring in additional partners, most likely the Olympic Committee (COES), who has resources and a certain sustainability, the Ministry of Youth (SJ), and the National Sports Institute (INDE).

Perhaps a small grant to conduct the study of employment specialties connected to sports, and some funds to pursue the request for Technical Assistance on the use of the Centros Obreros could give a reasonable closing to this activity, as the former could be conducted by a team led by the Olympic Committee, and the latter, by a team led by the Ministry of Labor.

3.4.3. Kennesaw State University and the UN Year of Sports and Development.

Kennesaw State University (KSU) is part of the State University System of Georgia and is located just north of Atlanta. It held one of the flagship conferences within the framework of the UN's Year of Sports. The "Summit" as it is called, took place in Oct. 2005 under the title "Effecting Social Change through Women's Leadership in Sports". In an inversion of roles, it was KSU that made a contribution (\$ 150,000) to UNIVERSITAS. KSU also paid for the conference. Italy also contributed directly with \$50,000 and the Ministry of Foreign Affairs participated in the summit. While the event was successful, and attracted many top sports personalities, especially women, it did not bring forth large, obvious benefits to the University. The event's high cost (perhaps \$ 150,000.) and the relative lack of experience of KSU in global matters (it had been only a community college a few years earlier) caused a loss of enthusiasm among the organizing faculties. A change in leadership shortly thereafter spelled the end of the collaboration with UNIVERSITAS.

The conference had come-up with a number of proposals and suggestions, but only one was acted on, and it was something KSU had wanted to do anyway, namely to create a centre for global change and women's leadership in sports. The Center was created at about the time of the Conference and it is now a fledgling institution with a rather narrow mandate.

A cooperation agreement between KSU and UNIVERSITAS is still in force and, among other things, it mentioned the development of a curriculum for a graduate course in Sports, leadership, and ethics (decent work..). This has not been done, nor has the creation of a network of universities to work on this curriculum. However, KSU merits a special mention because it was a partner that supplied funds to UNIVERSITAS at a time when the latter was financially weak

4. Performance

This section gives a brief note on the performance of each of the components/activities of the Program, in the order in which they are presented in the previous section called Implementation.

4.1. Capitalization studies

Rather than simple research papers, capitalization studies were real action-research tools: i.e. research whose findings have guided the projects and activities of the Program. This has been especially true for some of the studies, namely those concerning local development and social protection, while for the others the impact on the Program seems to have been less strong and

influenced mainly the IUP initiative. The evaluators would have also expected the entire set of capitalization studies to be posted in the public website of the Program, but this is not the case. Given the time and resources invested in these studies and considering the range of information they contain, they should be placed on the site.

4.2. List of Publications

The Program produced a significant number of publications. At the same time, due to financial constraints throughout 2004 and 2005, the number of printed publications is lower than would have been expected. For the future, in a likely condition of “budget constraint”, the evaluators would suggest that the Program find some way of making future work accessible by way of publication or electronically³⁶. While publications on-line are less costly and theoretically available to everyone who has access to the Internet, they may sometimes be less accessible,³⁷ and this clearly undermines their impact.

4.3. The Inter-University Program (IUP)

The IUP must be considered an unqualified success of the Program. The initial investment of UNIVERSITAS of \$132,000. in its agreement with York University helped raise over \$ 200,000. at the time, and much more since then, as the internet portal continues to function and the online library grows. The International Secretariat was formed and is now a regular part of the University. The MA degree has been agreed and validated in a meeting led by York University with the participation of Central American and Cuban Universities, in Cuba in 2005. The University of La Habana offers an MA in Human Development and York is planning to offer it in 2007. Diploma courses were offered only one time in Central America but continue to be taught in Cuba. The network recently suggested that some small amount of resources should be made available to give the network some small project on which to work, so as to give immediacy to the networking rather than doing it for its own sake. More on this in the next section dealing with suggestions for the future.

4.4. The Training Program on Territorial Socio-Economic Development (TESED)

The training provided mainly in Central-America on LED fulfils one of the main original objectives of the Program: i.e. the training on LED of civil servants and development workers. Clearly, planning and delivering training sessions by industrial-country professors in developing countries is not an inexpensive activity and this may partly explain why a full-fledged diploma course on local socioeconomic development was possible only in the case of Cuba, where the presence of a strong and consolidated institution like the Chair of Human Development (and perhaps easier access to free technical assistance) facilitated the task and permitted the delivery of courses in many provinces other than the Capital. In other cases, on the contrary, the training provided had to be of shorter duration, ranging between one and three weeks. UNIVERSITAS Program assistance was also more generous towards Cuba than Central America.

Notwithstanding some evident temporal limits, the TESED initiative, which was the first concrete one after the capitalization studies, had the merit to disseminate knowledge on one of the core topics of the Program and, at least as important, to do so in a quantifiable way. For instance, this enables the evaluation team to better appreciate the work started by UNIVERSITAS and continued

³⁶ Comments suggested not to publish remaining capitalization studies as some may be dated; we agree with comments.

³⁷ The evaluation team experienced this problem, for instance, during its search of the capitalizations studies on the web.

on by UNIVERSITAS-Cuba (Chair of Human Development, PDHL) in Cuba, which resulted in a spreading of diploma courses on local and human development across the country.

Together with IDEASS, TESED is also one of the initiatives where the relationships with other programs funded by the donor, which was part of the program mandate, are more evident. In this specific instance, the partnership with APPI certainly permitted a greater outreach than would have otherwise been possible.

To summarize, the evaluation team is not in a position to say whether enough money was spent on this component of the Program. To be sure, had additional resources been available, LED training should have been an area for further investment, considering the emphasis of the Program objectives on capacity-building and local development. At the same time, it does not follow from the previous point that were resources to be available now, UNIVERSITAS should come back to do what it used to earlier. Each Program has its own life-cycle and the evaluation team does not see direct training on LED as a component of the concluding phase of the Program.

4.5. The Global Labor University (GLU)

The institutional chef-de-file of the Global Labor University (GLU) is ACTRAV, while UNIVERSITAS provided financial (i.e. nearly \$, 80,000) and technical (i.e. use of the university network) support especially in the launching phase of the project.

To the eyes of the external evaluators, GLU has been one of the most successful investments done by UNIVERSITAS,³⁸ especially from the cost-effectiveness point of view. Today, GLU has a well-established (and well-funded) MA program in Germany that is at its third edition and is on the point of starting another Master's degree in South Africa. Talks are underway to activate similar programs in Brazil and India too, so that this incipient network of ILO-related Masters in labor studies might soon become larger and more visible.

Other than academic merit which is beyond the scope of this evaluation, the main strength of the GLU initiative is its sustainability. UNIVERSITAS gave some seed money and so did ACTRAV. This initial allocation enabled the GLU idea to spread and find other long-term donors (e.g. unions, private Foundations, etc.) willing to fund the following stage of project implementation. Another merit of GLU is that it fits very well the original objectives of the Program, especially those concerning university networks, the promotion of decent work, and gender mainstreaming. Also, the contents of the Master's degrees seem to be mostly driven by the main beneficiaries of the initiative, i.e. the unions of the countries of intervention, and this is another positive element. This accounts, for instance, for the slight difference in the didactic offer of the two Masters currently on offer.³⁹ Finally, the choice of partners seems to have been correct. Large and influential trade confederations are, in fact, partners of the project everywhere it is established or tries to establish itself.⁴⁰

4.6. The Initiative "Innovations for Development and South-South Cooperation" (IDEASS)

³⁸ Of course, the evaluation team had neither the time nor the mandate to assess closely the performance of GLU, so that all the opinions on GLU in this sections are merely expressed in relation to UNIVERSITAS in general and its objectives in particular.

³⁹ Technically, the first edition of the South African Master will start only next January 2007, but this is such a close date that also this master can be considered already ongoing (for instance, applications, if not student selection, must be already in progress).

⁴⁰ For example, DGB in Germany, COSATU in South Africa, and SEWA in India.

The IDEASS initiative embodies an original way of looking at social innovations and transfer of “good practices” in the developing world. The central and active role of UNIVERSITAS in the launch of this initiative is clear. At the same time, due to its financial problems, the Program has fallen short of expectations with regard to the concrete number of innovations to be disseminated and transferred. This is evident also by looking at the IDEASS website where innovations in the ILO’s more typical provinces (i.e. labor and social protection) are a small minority compared to those in the areas of environmental protection and patrimony. For the last phase of the Program, the evaluation team would therefore suggest that some of the innovations already identified (see annex section) be advanced to the stage of transfer through south-south cooperation projects. In particular, the experience of LEDAs in Central America has proven to have a good development potential for other regions as well (e.g. Mozambique, Albania, etc.) and would moreover closely fits the mandate of the Program. Perhaps some assistance to the Cuba IDEASS program might also be in order.

4.7. The Pan-African Convention on Investments and Partnerships (PACIP)

The Pan-African Convention on Investments and Partnerships (PACIP) is still an incipient activity which will be officially launched in summer of the 2007. As a result, there is not much to say yet. Even so, one can reasonably argue that fee-based membership should guarantee the financial sustainability of the project, at least as long as it provides quality services to its dues-paying members. Moreover, the leading role of the Pan-African Confederation of Employers should also guarantee the ownership of the initiative by the beneficiaries (i.e. African employers).

4.8. UNIVERSITAS Website

While the structure of the website is clear, the information available is dated. Most of the documents provided date back to 2002 and 2003, while few relate to 2005 and 2006. Of course, this partly mirrors the fact that the years in between were poor in terms of activities due to the well-known financial problems faced by the Program. However, posting material on a web-site is not costly and might have helped maintain a more active image of the Program in its dark years. Another issue is comprehensiveness. As compared to the set of activities the evaluation team has found, the website lacks in completeness. For instance, as mentioned in other parts of this Report, the section on “Studies and publications” only includes a limited number of the capitalization studies initially carried out. Given the sizeable amount of resources spent on these state-of-the-art papers, the publication of all of them would be desirable, at least in the Program’s official website. Similarly, a timely and comprehensive posting of material on the site could have constituted both an institutional memory bank for the Program and maintained an exhaustive list of activities, something which is nowhere to be found. In any case, now that resources are available, some serious thought should go into defining a role and audience for the website

4.9. Social Dialogue

Of the UNIVERSITAS original objectives/activities, social dialogue has been the component with the lowest volume of activities, as also shown by the low budget allocation reported in the previous sections of the report.

Core social dialogue activities – which do not include either GLU or PACIP – have essentially been limited to the improvement of the labor dispute settlement process in Central America, an activity which has naturally been executed by the ILO unit with competence on the subject (IFP/DIALOGUE). The goal has been attained only in one of the three countries of intervention, though the reasons for this lacklustre performance can be ascribed neither to UNIVERSITAS, nor

to IFP/DIALOGUE, but rather to the domain of national politics, a risk that policy reformers always need to take into account.

4.10 Partnership for Sport and Development

Sport was originally introduced in the Program in 2002 through the first and only UNIVERSITAS work-plan. Since then, the role of this component has grown, especially during the years of financial constraints. Unsurprisingly, therefore, the main co-financing contribution the Program received came in the domain of sport when Kennesaw State University organized the conference on women's leadership in 2005. While in the specific case of KSU a better institutional choice could have been made, in recent years the field of sport has also enabled the Program to strike partnerships with more recognized bodies such as IOC and UK Sport. Moreover, sport has been instrumental for the Program to form a close relationship with UNOSPD and thereby use sport from the viewpoint of youth employment. Two examples of this are the UN Youth Global Summit and the YSP.

Sport has therefore represented an innovative and promising area of work, also considering the recent emphasis of both the UN and Italian Cooperation on the role of sport for development. At the same time, the evaluation team found that the Program should pursue a better balance between policy and project work. Great efforts have been made on brokering among different partners, but this happened in part to the detriment of more concrete projects. To give an example, tools like the National Common Framework for Sport and Development (NCF) may be useful to help different institutional actors grasp unseen synergies. But for this to turn into concrete partnerships and actions, further follow-up and technical assistance is needed.

This may be the case, for instance, in Albania and Mozambique. In Albania, the sudden refusal of the national government to formally approve the Program "Youth and sport for development", for which it had already convened a launching conference in April 2005, is illustrative of the risks associated with investing time and resources only at the policy level. Changes of governments, sometimes even only cabinet reshuffles, may change priorities and thwart months of work. In the case of Mozambique, in line with the evaluators' point of view, further support could be provided to ensure the sustainability of the women's cooperative established in Boane (e.g. through training diversification) and to help consider how the authorities could replicate the initiative elsewhere, something being mooted by partners at the country level.

5. Assessment of Results, Conclusions and Recommendations

Since the design of the Program did not contain any indicators, the methods chosen to assess results have been through interview of main stakeholders and other participants, and on identifying whether any results were obtained from the activity in terms of continued work, or continuation of work flowing from any Program contributions. The evaluation mission visited some of the major activities and partners and tried to obtain a view of program inputs and outputs. It is possible that these methods may have failed to show the evaluators some activities which may have ended in the past, or not left behind active programs or concrete outputs. It is only on rare occasions that it has been possible to assess results in quantitative ways (e.g. the number of works available on the HDRNet, the number of subscribers to its monthly letter, number of people participating in LED training, number of innovations,...). These results are mentioned at various places in the text of the Report. In large part, the rest of the evaluation is mainly a qualitative interpretation of the results of

program operations. As such, though some of the comments received have pointed out gaps in this report's coverage, the evaluators have only made changes where the omission seemed material enough.

5.1 Standard measures

The relevance of the Program has been discussed early in the Report, together with the description of its design. So, only a few summary considerations will be offered here. There is little doubt that the main objectives of the Program were and remain relevant: employment, if possible, decent employment is now seen as *a sine qua non*, a long-overdue admission that work conditions the well-being of a family as nothing else does. Similarly, the use of partnerships is becoming also unavoidable, as collaborative work becomes the norm, and process becomes almost as important as product (a phenomenon this evaluation mission does not enthusiastically endorse). Training, capacity-building, and sharing of information are more important now than when the Program started. In conclusion, program development objectives and methods remain relevant, and can guide the future operations of the Program.

The effectiveness of the Program is a difficult concept to estimate. It seems obvious that where the Program has been able to do work, it has been effective in using the means at its disposal to good advantage. Some activities may not have led to good actual outputs (e.g. the search for cofinancing, see below for more on this subject), and some operations started well but failed to reach objective results. Some of these case can reach a level of effectiveness (e.g. El Salvador) while some other ones may not (e.g. KSU). The judgment on this matter must be a qualified one: a few operations have been effective, a few can still reach a good level of effectiveness, a few may need to be written off.

The efficiency of the Program is almost impossible to analyze, in part because the financial reporting system is not very supportive of this task, and in part because the use of the partnership approach, whereby the Program may finance only a small part of some task, makes it difficult to claim credit for the benefits. However, as mentioned elsewhere, it seems that the size of the financial contribution had little to do with the actual result of operations. In this sense, a small expenditure in a program that later obtained excellent results must be counted as a good investment. In this sense, therefore, things like the Cuba program, the International University Program centered at York, and the GLU must be considered cases of efficient use of Program resources. By the same token, the fact that only small amounts of Program resources can be traced to highly efficient uses begs the question of how efficient overall the Program has been. In absence of detailed accounts showing funds used by each activity and its results, any judgment here should be considered highly speculative and subjective. In part, this is due to the fact that the nature of this Program is not fully defined: is it a technical assistance project, if so, it is rather large. Is it a capital assistance, or investment project, probably not, in the light of its activities. One would have to conclude that it is a rather large technical assistance project, and for that reason should have avoided some of the problems of (small) technical assistance projects, namely that an excessive share of the funds go to agency and coordination costs. Unfortunately, owing at least in part to the fact that the Program was underfunded for 2 years (while agency and coordination costs continued to accrue) impacts the efficiency in the use of resources in the sense that costs were incurred in some period, but with little output.

Sustainability

Since most of the interventions of UNIVERSITAS are not commercial ventures, their sustainability must inevitably be linked to sources of permanent or semi-permanent support.⁴¹ Such support can only happen, and can only exist within a strong and sustainable institutional framework.

The choice of institutions with which to partner is thus crucial to the survival/sustainability of interventions, though the choice of persons can sometimes play a role, it is secondary to that of the institution. The parts of the Program that have managed to establish themselves sustainably are linked to solid institutions or have set themselves up into a web of solid institutions. For example, the inter-university network is centered on York University, a solid educational institution, with a secure future. The Cuba offshoot of UNIVERSITAS has worked its way into a large web of supporting institutions, but principally UNDP's PDHL, an important gateway for financial and technical assistance, and the University of La Habana, a solid and sustainable, if somewhat financially poor, institution. The IDEASS component in Cuba hived itself off to the Academy of Sciences.

In other cases, where a multiplicity of institutions of differing sizes and strengths work together in bits and pieces, there are greater difficulties for a sustainable supporter to emerge. This approximates the case of El Salvador where no institution feels responsible for large pieces of the task at hand, and it is slipping away. It may still be possible to turn the situation into a relative success with some attention and a bit of resources. In the case of GLU, signals point to a successful transition towards sustainability. So, if there is a lesson to be learned here, it is that links have to be with solid partners. While it is difficult to tell in advance which are the best partners, perhaps the Program could start studying how to select partners systematically rather than perhaps more haphazardly, as one feels may have happened at times in the past. The lackluster performance of Kennesaw State University in a task that was not excessively complex gives pause for reflection, though some of the causes of this performance were accidental, outside the control of the Program.

However, priorities change, even within solid institutions, as change is now universal, the service rendered (or whatever) must also be capable of evolution. For instance, the fact that LED became important politically in Cuba made it possible for the Program to continue being relevant there by reinventing itself as a decentralizing supplier of knowledge and training to development agents locally. The programs of GLU and York have adapted to priorities, e.g. gender became a preoccupation of Canadian authorities and resources flowed in that direction, which HDRNet was able to draw upon to improve and expand its coverage, making itself even more attractive as an online library and research instrument. GLU is migrating geographically to places where there is demand for their product and cooperating teaching institutions are available.

In El Salvador, sustainability was not quite reached because the main institutions that support the Program have mandates that cover only small parts of the whole agenda. Again a more judicious matching of tasks and responsibilities may make success possible, with some of the activities reaching sustainability. Dropping the program where it stands now would negate the possibility of any sustained benefits. Supporting some activities through the MinLabor that are clearly linked to employment would probably work. Similarly, some activities through the INDE (has a huge budget allocation) or the COES (has people with enthusiasm/vision and some financial resources) could work in areas also closely related to sports and the possibility of making a living off it. Would that mean sustainability? It would at least mean that the Program would have given some institutions the means to start something that could become self-sustaining in future, namely, start a growing trend of training and then employment in sport and sport-related activities, trades, industries.

⁴¹ Unless they were meant, as many were, to inform or sensitize audiences, or perhaps advocate for some of the programs of the ILO, or demonstrate some novel approach of raising funds from non-traditional donors, *i.e.* once-and-for-all activities.

So, like many other things in this Program, some parts of it have reached sustainability and some haven't. But in some other Program activities, the very concept of sustainability to be applied to them is tentative. How can sustainability be judged in the case of once-and-for-all actions? Well, perhaps, one way would be to see if partners continue to execute these once-and-for-all actions. One might be tempted to say the same thing about the "National Common Framework for Sport and Development", because here too, it is basically a method for doing certain things, a kind of more complicated checklist, whose usefulness depends on whether it is truly helpful or not, and whether people use it, in which case, sustainability becomes an empirical question, and can be checked at the appropriate time, some time after the end of Program inputs.

5.2. Management, institutional system and Program design

The Program was set-up as a Trust Fund and created an elaborate supervision structure with a Consultative Committee, then an Italy-ILO Task Force, then an ILO management structure that was relatively underdeveloped with a Program Manager/UCOP (although most of the time, the Program Manager worked alone, the task was formally assigned to the "Unité de Coordination du Programme UNIVERSITAS", UCOP). In turn, the Program Manager reported to the head of CODEV and was, some of the time, flanked by an internal ILO Task Force. Below the UCOP and ILO Task Force, a Scientific Committee was supposed to help coordinate work downstream and ensure quality.

5.2.1 Mixed Donor-ILO bodies

The Consultative Committee, made-up of high officials from the donor and ILO was supposed to meet infrequently, perhaps yearly to consider matters at the level of policy or major guidelines. While it did meet infrequently, it was not possible to determine how often because this Committee, set-up for the purpose of supervising UNIVERSITAS exclusively (large program, trust fund structure) was often confused by ILO staff with the Annual Review Meetings which, of course, dealt with all Italian-funded projects and programs at ILO. While this body might have met infrequently as such, after the initial meeting, there may have been meetings held parallel or alongside the Annual Review Meetings.

The Italy-ILO Task Force was a more technical body and was supposed to meet twice yearly, however, the evaluators were not able to find out precisely how often the Italy-ILO Task Force met over the period of the Program, but it is known that it did meet formally a couple of times. This body was supposed to give more operational guidance to the Program, being made-up of lower-ranking, more technical officials of both parties .

While this seems like a neglect of supervision by the donor, or a neglect of good record-keeping by the Program, it is not in fact nearly so bad as it appears. Italy frequently uses less formal channels to supervise many of the interventions it funds, and in fact, discussions with staff members and the donor suggest that in its first year or two, the Program was closely monitored from the Ministry of Foreign Affairs through frequent visits to ILO. On this score, the evaluators find that the Program was supervised diligently by the donor, at least in the initial period, while it was using substantial amounts of donor funds. This supervision might have diminished once the Program had fewer resources to work with as a reflection of its (hypothetical) diminished consistence with Italian priorities.

5.2.2. Internal ILO bodies: Supervision and guidance of the Program

The ILO Task Force last met in early 2003 and this accounts for the fact that the evaluation mission had difficulties finding relevant documentation and staff that remembered its workings. In fact, while no document setting-up the Task Force and giving it attributions has been found, a set of minutes of the Task Force has been examined. While it is not clear what attributions or prerogatives it really had, there is no dispute about its existence and functioning, nor of its usefulness to the Program Manager. However, very early in the Program (Minutes of the Meeting of 17 December 2001), members of the Task Force were asking that though flexibility should be maintained, there was a need to institutionalize (more, better...) the operations of the Task Force. The fact that this did not happen gives rise to some of the cases reported to the evaluation mission that intersectoral work could not be reliably programmed as it was sometimes conditioned by personal relations rather than institutional ones. In conclusion, the Task Force may well have played a useful role and its reinstatement should be considered by ILO management and, though it should be created officially and given precise attributions, it should still seek to maintain the flexibility that is desirable in the operations of a large multi-activity program.

To the knowledge of the evaluators, the Scientific Committee was never formed and thus never met. Comments on the first draft indicate that the donor had second thoughts about this institution and decided to eliminate it.

5.2.3 Institutional impact of UNIVERSITAS within ILO.

Perhaps to make of necessity virtue, UNIVERSITAS forced ILO sectors to work together and for some time they did. In any case, support from the sectors was essential to UNIVERSITAS, to guarantee its acceptance within the institution. Still, this must be counted as a partial success because ILO clusters or sectors do not easily or often work together. Furthermore, UNIVERSITAS seemed to be open to new ideas, as opposed to the somewhat rigid approach espoused by ILO's sectors. However, the intersectoral process was not easy and some past members of the ILO Task Force suggest intersectoral work was an arduous task. Also, it seems that intersectoral work is much easier to carry-out in the field and perhaps greater involvement of ILO field staff might have eased matters. But UNIVERSITAS was centralized in Geneva, and so, field staff, of necessity, could not participate more than it did. Because of some of this, in-house cooperation was often unpredictable. In the view of some staff, even as they applauded the attempt to get a more holistic approach in the way ILO works, and thought that programs such as UNIVERSITAS were needed, they considered that UNIVERSITAS came across as excessively centralized, bureaucratic, and difficult to work with. In the view of other persons, either intersectoral work was not unduly difficult, or continued once started under UNIVERSITAS. All in all, whether difficult or not, the process of intersectoral work received a boost through UNIVERSITAS and the impetus for such work seems to have survived the quasi-demise of the Program in 2004-5. The evaluators are unaware of the status of any intersectoral work at present.

5.2.4. Program location/positioning

A controversial feature of this Program is its location in CODEV, a unit of ILO whose main responsibility is to manage relationships with donors, mobilize funding for all of ILO, and act as interface between technical units and donors. This has given rise to a number of comments, some critical, about the unhappy location of the Program. The location of any activity could, in fact be a compromise between the wishes of the donor and the flexibility, or otherwise, of the receiving institution's management structure, and as such, be neither good nor bad.

A logically more important concern of the evaluation mission would be rather whether the Program coordinator (or manager) obtains the administrative and substantive supervision and guidance he needs and deserves. This can also be expressed as whether CODEV is in fact able and willing to give the appropriate supervision and guidance. Another consideration could be in terms of strategic positioning, that is, where is the Program best located to either contribute to major tasks or benefit from positive externalities. Finally, it has been mentioned that, since CODEV is also in charge of partnerships, the placement of UNIVERSITAS in CODEV has a measure of justification.

Opinion seemed split on this issue: while the evaluators interviewed only 2 CODEV managers, one of whom said he could and did provide substantive guidance and the other said he couldn't/didn't, other ILO staff interviewed seemed to believe such guidance was not forthcoming. In sum, it would seem that CODEV can provide the administrative supervision, (in terms of clearances, approvals of tasks, missions, work-plans, budgets, etc.) but considers itself ill-equipped to deliver the technical and substantive guidance needed. Cases of CODEV managers that provided substantive guidance to the program manager thus could be considered exceptional. In the end, the evaluation mission sided with the prevailing opinion because, a unit which is not meant to supervise projects will, in general, not have the capacity to do it though, at times, some of its managers may have the personal capacity to do it.⁴²

The organizational location of the Program in CODEV may have originally been a response of the ILO to the request for flexibility on the part of the donor, considering that the Program was meant to explore innovations (either doing new things the old way, or old things in a new way, or more implausibly, new things in a new way). The placement of the Program in CODEV ensured a measure of bureaucratic non-interference, or independence, enabling the Program to more easily and fully respond to donor priorities at a time when this might have been important.

The evaluators conclude that while the past cannot be changed, perhaps ILO senior management should consider whether the conditions that led the location of the Program in CODEV still prevail. The evaluation mission thinks that perhaps they no longer do. Furthermore, at the height of its activities, in 2002-2003, the Program benefited from the workings of the ILO Task Force which advised the Program Manager in some ways and helped coordinate work. This Task Force stopped working in early 2003. The fact that the Program now lacks the help that the Task Force could provide would suggest the need to re-establish this group, or to consider an alternative host department/unit/sector for the Program, where such assistance could be forthcoming as a matter of course.

5.2.5. Was UNIVERSITAS too wide and scattered?

UNIVERSITAS seems to have been designed as a vehicle to deal with unusual, original, or new types of activities. In its initial part, it dealt mainly with capacity-building and training for development workers, local development, and in some ways, with the decent work agenda. It also built university networks. There is no mention of youth or sports in the original program documents. However, shortly thereafter, by 2002, the intensive work with universities, employment, and local development led to an emphasis on youth. At the time of this evaluation, sport is thus both an old component and a new one.

The addition of sport to the domain of the Program made it even wider than it already was. When is a wide net too wide? Even if things can be linked imaginatively to the primary objectives of the Program, it does not necessarily mean that they are the things to be done. At some point, too much

⁴² This section reformulated to conform with the executive summary: the prevailing opinion is not that of CODEV managers (evenly split), but that of all ILO staff interviewed by the mission.

spread must hit managerial and methodological limits. Perhaps this point has been reached in this Program. So, in the end, the criterion is not whether one can force any activity to fit into the objectives, but whether this activity is crucial and needs to be carried out, and would be missed if it were not. By this criterion, the Program may well have been too dispersed. Analogously, while the thin spreading of funds could be a useful way of maximizing the number of partners and exposure, just how thinly should funds be spread? A single Program, (no- matter how ambitious its conception), that was short of funds for a third of its life must limit itself in some way, and definitely cannot do everything. All sorts of new, attractive and popular things emerge all the time in international circles... perhaps the excessive diversification of the Program is due to its longevity? If so, then Italy and ILO must carefully consider the horizon they are willing to place on this Program, and take measures to maximize the completion of tasks and accrual of benefits. Another way to avoid excessive spread could be to leave past activities that have been completed and carry on new ones, provided they can be fitted within the framework of the Program. This paragraph is closely related to the section below called What next?

5.2.6. Financial problems.

For two years in 2004 and 2005, the Program had hardly any funds. The proximate cause was that the donor was no longer disbursing funds, in spite of an agreement signed by a Minister and the ILO's Executive Director, a presumably serious commitment on both sides to abide by their agreement. In spite of this, what transpired is that somehow, the Program "ceased to be of interest, or ceased to be a priority, for Italy". This situation seemed to have prevailed until mid-late 2005.

At that time, sustained efforts by the Program manager seem to have borne fruit and a disbursement was effected in late 2005. This disbursement took the form of a participation by UNIVERSITAS in the "ventilation" of the Italian Voluntary Contribution for that year, and not through the mechanism of the Trust Fund which had been set-up for this Program. A further disbursement was made in 2006 again through the vehicle of the Voluntary Contribution, but the sum accorded to the Program was added to the amount of the Contribution, so, in fact, other Italian funded projects did not directly suffer from having to support UNIVERSITAS through that mechanism.

It appears that another payment of Euro 1 million has been authorized, but not effected yet. There has been a change of government in Italy, but it is to be hoped that their re-examination of priorities will not unduly delay the work that is already funded and underway, or about to be. It should be noted that, if this final payment were effected, Italy would have gone a long way towards meeting its commitment in terms of funds, disregarding the fact that it did not use the Trust Fund that was established with such fanfare in 2000. Obviously, the ILO should make every effort to convey to the Italian authorities that they need to live-up to their commitment to the ILO, and finish disbursing the funds initially committed. Italy and ILO should then enter a dialog on their joint priorities and how these should help define program objectives and activities during the next 18-24 months.

5.2.7 Fundraising

It is unusual to find funds to seek other funds within a development intervention. Yet the Program had an item of about \$ 80,000. assigned to mobilization of additional funds. This has been a distracting influence on the manager and other participants (including ILO staff in the Task Force)⁴³. It should be obvious from the outset that other donors are unlikely to put funds in a project or program that is managed informally and directly by the donor. A true multi-donor program must

⁴³ The evaluators found two cases of funds coming to the ILO from co-financiers, neither of which is a traditional donor. UK-Sport donated \$ 22,000 for Youth Sport Program in Mozambique, and KSU provided \$ 150,000 to UNIVERSITAS. Other co-financing came by direct contributions to beneficiaries, whether in cash or kind.

meet conditions of openness and transparency that are truly iconic, and the interests of the several donors must be taken into account, which means that no single donor can exert more than a proportionate influence. The proportion may well be unrelated to the precise amount of the contribution (unless they are wildly different, in which case a minor contributor might have no influence at all) and so, a program of this type must have broadly commensurate contributions. With Italy having pledged \$ 7.5 million, any other donor would have had to pledge a substantial amount to be able to claim a voice in the program. So, when continued support to the Program was conditioned on it getting contributions from other donors (apparently at the request of the donor), that condition could not be met. Therefore, most activities seeking other contributions (from conventional donors, directly to ILO) were not very successful.

However, in specific cases, like within some activity of the Program effectively controlled by some institution, contributions from others are possible and did happen, (e.g. Cuba, York, GLU). The Program's partners (keeping in mind that UNIVERSITAS often funded only a small part of activities) raised substantial resources to carry out the joint activities. At times, these partners succeeded in getting support from external donors (e.g. Netherlands, Canada, Germany) and this is reported in the table entitled Cost Sharing, attached as Annex.... where it is shown that up to US\$ 3.4 million (almost equivalent to Italy's contribution to the Program) in additional resources were spent for activities carried out jointly by the Program and its partners.

5.2.8. And who shall network the networkers?⁴⁴

It is ironical that in a program working through networking and partnership, participants noted that they felt isolated from other parts of the Program. This observation was made by colleagues at York University, at Kennesaw State, by partners in El Salvador, and finally by Cuba. There is a feeling that links with other parts of the Program are weak, and that radial links with Geneva and program management are, at best, tenuous. While the Program Manager cannot be a baby-sitter, a certain amount of interaction among various parts of the Program can only be useful. For example, perhaps the York-centered network could have helped Kennesaw State University overcome some of its difficulties with dealing at the global level. It is certain that a link-up between the GLU and York University and its network (of Central American and Cuban Universities) could be extremely beneficial to both groups. For example, some funds and energy could be expended to link-up York, Cuba, Central America, and perhaps the German or Italian University networks to help develop the Sports-Skills-Decent Work curriculum which has barely started. These link-ups should be facilitated, and then those that develop synergies and joint-products will survive, and those that fail to develop some value-added will wither. It should be noted that in comments on the first draft, staff working on GLU indicated a need/desire to link-up with Italian universities, while program management indicated that perhaps some of the apparent lack of links could be due to lack of interest by the other parties.⁴⁵ One of the evaluators during a recent visit to Kenya discovered that a major university network is being set-up in the Horn of Africa with EU funding to help deal with development problems in that area (Horn of Africa Universities Consortium), perhaps this network could also benefit from some of the networking established under UNIVERSITAS.

⁴⁴ The title of this paragraph was "Les cordonniers sont mal chaussés/En casa de herrero, cuchillo de palo" but this attempt at levity was not well received, hence the revised paragraph title.

⁴⁵ Comments indicate that York was indeed invited to KSU summit.

5.3. What next⁴⁶

In terms of what next, then, some activities are meant to help as exit strategies while others, are meant as new activities. There have been hints in the text at several places about things that the Program should, could, or might do. Though it is not the job of evaluators to decide the activities of a program being evaluated, some small things have been mentioned in specific terms. Normally, one recommends that the program keep doing what went well. To some extent this will be the case here, though the fact that the Program was meant to innovate could justify moving to other areas (as is, in fact, going on under the new funding). This is elaborated below under exit strategy.

5.3.1. *New Departures*

An evaluation is much less sanguine about new things, as its sights are directed backwards in time. In any case, given the earlier discussion of whether the Program has been too varied and dispersed, this evaluation would plead that any new directions or interventions be closely linked to overall Program objectives *stricto sensu*. This is the argument especially about sport, which appears both in the exit strategy and new things. For the sake of completeness, to make sure that new things are considered, the report should mention some new activities. These activities have been mentioned by the Program Manager and may have been the object of some discussion with or consideration from the donor. The evaluation mission suggests that these activities, especially those that have not started be considered within the criteria given earlier, of avoiding further fragmentation of the Program, and of heeding the ILO's mandate and expertise. Any new activity should take into account the (rather modest) claim on resources for the implementation of the several small activities of the exit strategy. Some of these new activities are described briefly in the Addendum at the end of the executive summary.

5.3.2. *Exit Strategies*

As its name implies, these activities should be intended as support leading to the end of program assistance. This end should either consolidate an action which is already on its way to sustainability or give additional support to an activity that has not yet, but can still attain long-lasting benefits. So, it should be a priority to complete the distancing, or hiving-off through some final resource transfer of several successful programs that are reaching sustainability (e.g. the International University Program, the UNIVERSITAS-Cuba Program, GLU...) or to support some ongoing projects that can still realize solid gains.

Logically, those early parts of the Program that have taken flight on their own, by definition need no more resource inputs. But this might be too strict a definition of sustainability: After all, none of the activities are commercial and all are linked to institutions that have competing demands for resources. One of the benefits of having contributed resources to good partners has been that these have been able to parlay these marginal resource inputs into support from the institution at large of which they are part or are linked to. This minimal resource transfer validates also the work of the unit being supported by the Program. In some other cases, resource transfer can be of enormous benefit *per se*, such is the case of Cuba. Though the Cuban program is sustainable, it is still very poor in resources, and also still very angry at the Program for having abandoned it and, allegedly, without disbursing all the funds that were committed in the agreement. In El Salvador, as mentioned earlier, a small resource transfer could go a long way towards securing longer-term program benefits.

⁴⁶ Since we are talking about the future here, some reference will be made to more recent program activities, though technically they fall outside the period under evaluation.

In terms of exit strategies, a few activities in El Salvador could qualify for support. Perhaps a small grant to conduct the study of employment specialties connected to sports, and some funds to pursue the request for Technical Assistance on the use of the Centros Obreros could give a reasonable closing to this small program, as the former could be conducted by a team led by the Olympic Committee, and the latter, by the Ministry of Labor. This would encourage the two main partners to seek concrete benefits for these activities and represent a parting gift from, and an exit strategy for the Program.

Similarly, also as exit strategy, but also a goodwill gesture, and maybe to rescue the reputation of the ILO and Italy in the Island, some aspects of the Cuban program could be given a small, final transfer of resources.

The IUP also made the point through the International Secretariat at York that networking is fine, but it must also at some point have an object. Doing a small project together was mentioned as something that could help, but doing a small project requires resources, even if on a modest scale. In a way, this would be using the network created by the Program to do some work for it. It was mentioned earlier that perhaps some networks could be used to design the sports-related curriculum (see above p.49: “Who shall network the networkers”): perhaps this network could be asked to do it. Since Universities make-up the link, they might then test the course, debug it and offer it on their own, perhaps completing the process well after the end of this Program.

Another possibility, as mentioned in the report, is to strengthen the Boane experience in Mozambique. In particular, the Program could strive to make the women’s cooperative more commercially sustainable or see how this experiment could be replicated elsewhere. The Mozambican government has recently expressed an interest in the latter possibility.

One of the main stated objectives of the Program was the identification and dissemination of social innovations. This been pursued but that achieved only to a limited extent. The evaluation team would accordingly recommend that some of the innovations already identified be transferred through a few south-south cooperation projects. One of the potential candidates might be the LEDA experience, which has proven successful where it has been implemented⁴⁷ and has the further merit of perfectly fitting the original mandate of the Program. Or else, COMUANDE (i.e. coordination of women’s workers in the Andean region) might also be object of a transfer project if for no other reason that its dissemination through a printed brochure and on-line had already been supported by UNIVERSITAS. In this same line of thought, some assistance to the Cuba IDEASS program might also be in order as they are following several interesting avenues. Please note that the amounts involved here would be minor and not seriously dent the ability to conduct major new activities.

Since several of the items mentioned under exit strategy relate to sport, then it is an ongoing activity. There is, however, a perceived demand for more activities related to sports.⁴⁸ If sport is, indeed, becoming ever more the vehicle of choice to reach youth and help with its many problems, by dint of the importance attached to it by Governments, including Italy’s, the UN, and some large private companies, then perhaps ILO should also support this work.

Ceci dit, as a mature, professional institution with an important role, the ILO can only offer its support in areas of its competence and mandate. For this reason, should the ILO decide to continue

⁴⁷ This was the conclusion of two studies on the LEDA experience in Central America and South-eastern Europe ordered by the Program to partly replace the world forum on LEDA that was to have been organized according to the original plans.

⁴⁸ Starting from the first work-plan in 2002 sport has played a growing role in the Program, which has further gained importance since the UN General Assembly declared 2005 the “International Year for Sport and Physical Education”.

keeping the Program active in sports,⁴⁹ as is most likely, then this evaluation would suggest that the Program work in fields closely related to its area of expertise, namely, employment-related skills (in sports-oriented activities too, where these can be found or promoted) and employment itself. Although the ILO might differ, this evaluator finds it difficult to consider sports *qua* sports as a domain of activity of a program whose main thrust relates to decent work and local development, *i.e.* basically economic and developmental goals. So, sport, yes! But as a means to an end: social integration, insertion, acquisition of skills, employment.

⁴⁹ In fact, sport also opened up new areas of work, such as those relating to the UN youth global summit. The fact is that, today, the Program has accrued particular expertise in this field, which is acknowledged both within (e.g. UNOSDP and ILO-New York) and without the UN (e.g. IOC). This, together with open support by the Italian government to the recent UN resolution on “sport as a means to promote education, health, development and peace” (statement of Ambassador Marcello Spatafora), also creates new prospects as to possible future activities of the Program.

ANNEXES

Annex 1

List of Capitalization studies, Publications, and IDEASS brochures of innovations

List of capitalization studies

- G. Arrigo, *Social dialogue and local economic development in Central America*.
- M. Biagi, *Best practices of social dialogue and local economic development in Europe*.
- H. Pinaud, *Le dialogue social et le développement local économique*.
- G. Canzanelli, *Overview and learned lessons on local economic development, human development, and decent work*.
- G. Canzanelli and G. Dichter, *Best practices and trends on local economic development, human development and decent work*.
- STEP, *Extending social protection in health through community based health organizations: Evidence and challenges*.
- STEP, *Extension of social protection in health: conceptual framework and overview of strategies and organizational arrangements*.
- S. Swartz, *Concept paper for the International inter-university program (IUP)*.
- M. Zambrano, *Mainstreaming of a gender perspective into the human development and decent work approach*.
- E. Fontanari, *Joint planning for local development: The role of intermediaries territorial institutions and of international cooperation*.
- F. Cajiao, *Local systems of education: Educational development, global trends of basic education and innovative teaching models based on participatory mechanism*.
- S. Balit, *Communication for social and economic progress*.
- J. Anderson, *Decentralization, local powers, and local development*.

List of Publications (funded, partly or totally, by the Program)

- *Local Economic Development Agencies*, (updated manual, printed version)
- *How to Establish LEDAs*, (manual, printed version)
- *Beyond the scoreboard: Youth employment opportunities and skills development in the sports sector*, (edited book; printed version)
- *Training manual for labor dispute conciliators in Central America*, (updated Spanish version of the manual; printed version)
- *Human development and international cooperation: Critique, practice and renewal*, (edited volume; printed version, co-funded by UNIVERSITAS).
- *Two Brochures of the IDEASS project*, (printed version in the three UN official languages).
- *Training program to build and share country knowledge on territorial socioeconomic development (TESED)*, (<http://mirror/public/english/UNIVERSITAS/knowledge/index.htm>)
- *Capitalization studies*, (some of them published as printed working papers; others only on-line at www.yorku.ca/hdrnet)
- *Human Development Resource Network (HDRN) website* (www.yorku.ca/hdrnet), over 500 articles on-line on the issues of human development.

IDEASS innovations identified within the framework of UNIVERSITAS

- *The Ricancie experience of eco-tourism in Ecuador*. Brochure published in Spanish and English. Transfer of the innovation to Guatemala.

- *Coordinator for Andean women workers (COMUANDE)*. Brochure published in Spanish and English.
- *The coordination network between actors involved in the development of mutual health organizations in Western and Central Africa*. Brochure published in French, Spanish, Portuguese, and English. Transfer of the innovation to Asia under the name of “Asian micro-insurance network” (AMIN).
- *The Hanna Nassif community contracting approach in Tanzania*. Brochure published in Spanish and English.
 - *The local economic development agency*. Brochure published in Spanish, Portuguese and English.

Annex 2

The Human Development Resource Network (HDRNet)

HDRnet is a specialized information gateway on human development and international cooperation and is envisaged as a platform that brings together United Nations organizations, practitioners and academics, enabling a broad community of participants from many different parts of the world to contribute material they consider relevant to the research and practice of human development. It also archives a wealth of material that is not available through the internet or in other libraries, and makes it available in four languages. HDRNet offers unrestricted access to the documents it archives. HDRNet is particularly intended for those engaged in a critical praxis of human development through international co-operation, either as practitioners or as academics.

HDRNet is intended to address two critical inadequacies that are necessary for such a critical praxis of development. First, there is an inadequate representation of the South in defining what constitutes knowledge for human development. Underlying this is an extreme inequality of access to information for research communities based in the South; cultural, professional, linguistic, or political barriers to dissemination of their research; etc.

Second, perspectives on local development are not presented in as systematic a manner as desirable. In particular, there are rather varied understandings of local development which have different implications for development actors and agencies. We envisage HDRNet as a forum for furthering these debates.

In conjunction, these problems inhibit the systematization of the knowledge that emanates from the research and practices of development at the local level. It is such a systematization constitutes the broad overall objective of HDRNet. Our hope is that the specialized gateway will stimulate the production of new forms of knowledge for human development where disciplinary barriers are dissolved, the divide between scholar and practitioner is overcome, and academic benefits of research are accompanied by concrete social benefits.

HDRNet currently archives 768 articles with abstracts in 4 languages. A newsletter is sent out every month with the latest additions to our subscribers. We currently have 664 subscribers from 81 countries. There appears to be a steady increase of interest in the site as indicated by the number of subscribers and the amount of information downloaded from the site. Overall, HDRNet has a strong potential to serve as a tool for the three masters programs that are now under development at the University of Florence, at York University and at the University of Havana.

Annual cost estimate for HDRNet

Items of expenditure	\$
1 graduate student for 15 hrs per week @ \$15 per hour = \$900 per month (for 4 languages) = 3600 per month	43,000
Faculty supervision (1 full course)	15,000
Technical assistance	3,000
Other (communication, supplies etc.)	3,000
Overheads (20%)	12,800
Total	76,800

Annex 3

UNIVERSITAS-Cuba

At present, the UNIVERSITAS Program in Cuba is completely independent of ILO, institutionally, financially, and technically. In Cuba, it is known as UNIVERSITAS-Cuba in contrast to UNIVERSITAS-ILO which is credited with “originally, long ago...” bringing the concepts and ideas of human development at the local level, training, and innovation exchange. Shortly after that point, UNIVERSITAS-ILO seems to have left Cuba. In fact, UNIVERSITAS-Cuba refers only to the HDL training aspects, with the PDHL having subsumed the LED concept and activities, and the IDEASS part merged into the Cuban Academy of Sciences.

When informed that this is an evaluation at mid-term, Cuban colleagues, incl. UNDP international staff insisted that this should be considered an *ex-post* evaluation. While the mission dissented (the Program was still functioning, both in Cuba and abroad...), they pointed out that though the program was ongoing, its outputs had no link with any program inputs, and are thus closer to impacts than outputs. In this sense, the Cuba program is an outstanding success: the Program is institutionalized and more or less sustainable, but at any rate, independent of UNIVERSITAS-ILO.

Cuban colleagues then pointed out that there was a signed agreement with UNIVERSITAS-ILO including a firm commitment of funds that had not been fulfilled. Whether this is, in fact so, or not (the Program manager claims to have spent all the funds), it creates a problem of appearance for ILO. In any case, if the funds committed were indeed spent, then ILO should have communicated this fact in some way to the beneficiaries.

This may have general applicability, if there are other such signed agreements which may be perceived as having remained incompletely disbursed. Program management should check whether there are more such agreements and check whether they have been fully disbursed.

UNIVERSITAS-ILO committed apparently about USD 255,000. to the Cuba program according to Cuban colleagues, and actual disbursements were about USD 130,000. Whether true or not, the perception is that ILO is renegeing on its commitments, and this has left ILO with a seriously tarnished image in Cuba (even among UN senior staff). Perhaps something ought to be done to reverse this probably erroneous picture.

Among the benefits mentioned by Cuban colleagues (in addition to those from the physical investment at the University, and the learning of the concepts, and initial operations), the opportunity to have met and collaborated with eminent scholars and prestigious institutions (from Italy, Spain, France, Canada, and other Latin American countries) ranks very high. They particularly point out that the collaboration continues in the form of continued participation in the teaching of the MA and diploma programs.

In terms of innovations, though the work did start under the original UNIVERSITAS-ILO, it is doubtful whether any identification or transfer was concluded. The time required to identify, research, document, and asses the transferability (whether inwards or outward) of any innovation is considerable, and so, most likely none were completed. In any case, the Cubans certainly learned how to conduct the process, as evidenced by the relatively large numbers of innovations they documented and started to transfer (10-12 researched, 4-6 being transferred, 1 found to be non-transferable, 2 being transferred inwards).

Annex 4

The TESED typical training course model

TESED training courses were chiefly offered in Central America and were based on the structure provided below. As seen in the specific section of the report, not always were all the modules offered. In some circumstances, it was possible to offer the entire course, while in others different kinds of constraints limited the offer to few modules.

Module	Sessions
LED theories and models in the globalization scenario	<ul style="list-style-type: none"> - Globalization and economic dynamics in the national context: the decentralization issue - Local responses to global challenges - Why LED - Policy and management for LED
LED strategies and tools	<ul style="list-style-type: none"> - Economic development and territory: the position of the national and local systems in the international context - Organizational models of production: different competitive advantages - Objectives of a strategy for LED - Methodology for elaborating a LED strategy - Tools for implementing the strategy - Executing the strategy: exercise on strategic planning
Local competitiveness and social inclusion	<ul style="list-style-type: none"> - Territorial competitiveness: concept and models - The inclusion of vulnerable people into the competitive territorial system - The elaboration and prioritization of integrated strategic territorial development projects.
The organization of the territorial system of economic services: the LEDAs	<ul style="list-style-type: none"> - The social capital to establish the LEDA: How to build it up - The LEDAs in the international cooperation experience - The LEDAs components - The LEDA sustainability - The LEDA management
Territorial marketing	<ul style="list-style-type: none"> - Introduction to the concept of territorial marketing. - Marketing and communication - Policies for attracting external investments - Marketing for economic development - Project financing
Social protection and LED	<ul style="list-style-type: none"> - The concept of social exclusion - The concept of social protection, the objectives and modalities of implementation in practice at the local level - The relationship between social protection, poverty and economic development at the local level - The strategies and mechanism to implement projects.
Territorial economic planning	<ul style="list-style-type: none"> - General notions of territorial planning - Territorial diagnosis - SWOT analysis - Strategic formulation - Monitoring and evaluation - Implementation and governance instruments

Annex 5

Case study on the transfer of the Ecuadorian experience “RICANCIE” to Guatemala

Type of intervention: Initiative on the transfer of innovations (IDEASS)

Period of the intervention: 2003

Resources invested by UNIVERSITAS: \$ 17,465

Resources invested by other partners: \$ 6,000 (UNDP/APPI)

Background and reasons for intervention:

In Ecuador a significant part of the population is consist of indigenous communities, who essentially live in the Andean and Amazon regions. These groups belong to the most vulnerable and poorest segment of the population. For this communities, cultural and natural tourism has represented an alternative to land-exploitive sources of living such as those coming from the timber and oil industries.

In this respect, RICANCIE, a network of ten Quicha communities in the Upper Napo Valley, has been a pioneer in establishing an innovative tourism programme based on the respect for the natural and cultural heritage of the region. The income generated through tourism contributes to the overall improvement of the local community by:

- Strengthening families' income and women's participation in the community activities.
- Reducing the migration flows of the local young people toward the urban centres.
- Raising resources to be used for social purposes such as:
 - Building and maintenance of schools
 - Improving medical services
 - Creating a community emergency fund

For these achievements, RICANCIE has been recognized at the international level as one of the 12 best alternative tourism projects in the world and received in 2003 the “ILO-REDTURS” innovation award.

To sum up, the decision of transferring this “good practice” to Guatemala as part of its UNIVERSITAS national programme was due to RICANCIE's contribution to:

- Local economic development.
- Improved education and enhanced employment opportunities.
- Increased permanence of the youth in the community of origin.
- Indigenous culture promotion.

Actions taken

The transfer project consisted of three stages:

1. The elaboration of case studies on community tourism in Guatemala.
2. A one-week mission (27 July-3 August 2003) of twelve people involved in community tourism in Guatemala to Ecuador to visit the Upper Napo Valley communities and better understand the RICANCIE experience.
3. The realization of a workshop in Guatemala right after the journey to Ecuador. This stage was made up of two internal steps. The first was the actual workshop organized at the

Universidad del Valle de Guatemala where the people who went to Ecuador reported on this experience to nearly 40 community leaders involved in eco-tourism. The second consisted of another journey to Ak Tenamit, a Guatemalan successful community tourism project, with the aim of comparing the two projects and better understanding in which way the Ecuadorian experience could fit into Guatemala's background.

Partners and Roles

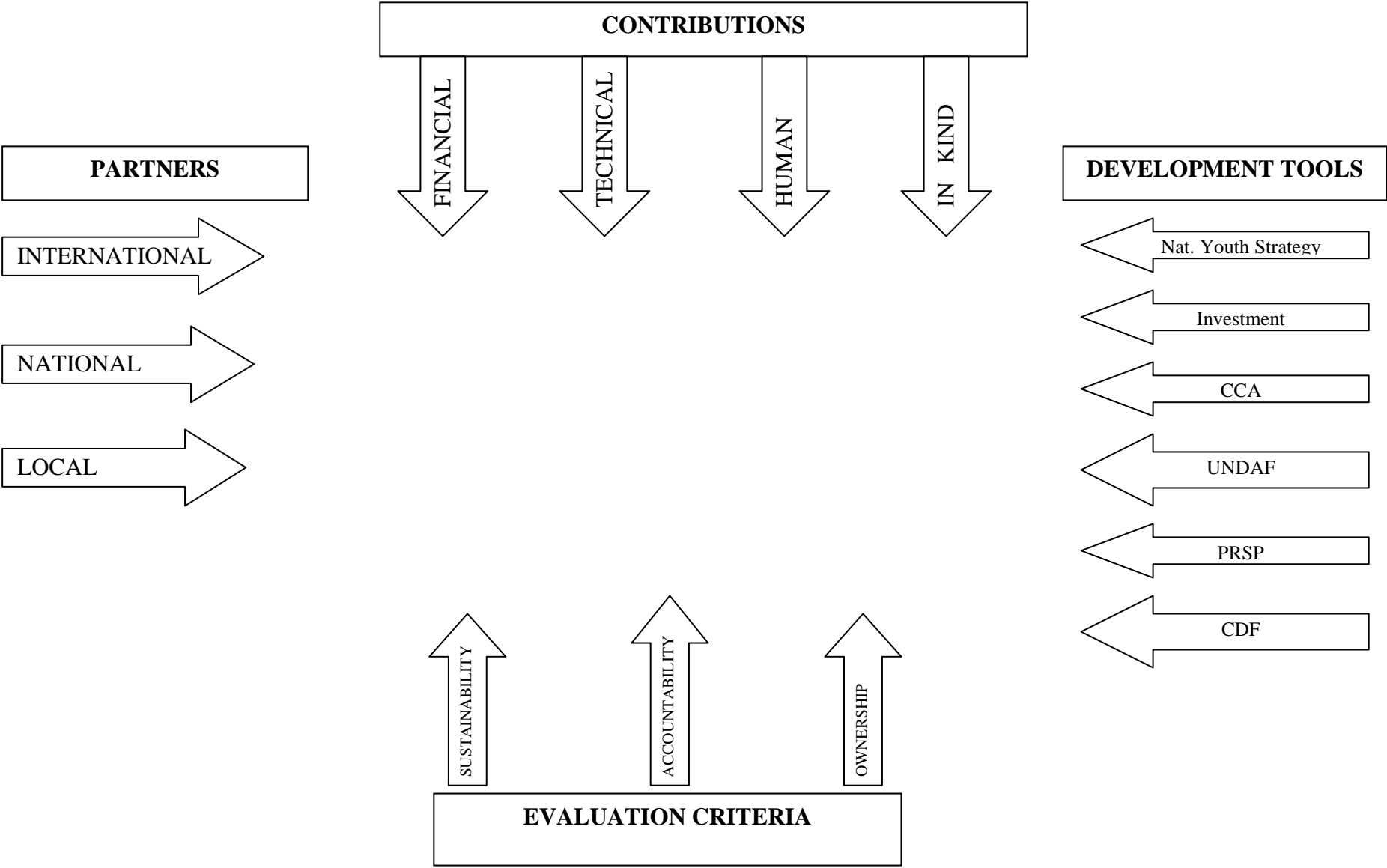
- Anti-Poverty Partnership Initiative (APPI): \$ 6,000 (to partly cover the costs of the visit to RICANCIE)
- Red de Turismo Sostenible (REDTUR): support to the case studies of community tourism in Guatemala.
- Universidad del Valle de Guatemala: organization of the national workshop

Long-term and short-term effects

In the short-term, 12 people directly, and another 40 indirectly through the participation at the national workshop, could benefit from the lessons conveyed by RICANCIE.

In the long-term, the impact on local communities in Guatemala could be akin to the one experienced in Ecuador: i.e. improved environmental preservation; increased employment opportunities; reduced poverty; etc.

Annex 6: The National Common Framework on Sport and Development



Annex 7

Case study: The Mozambique Youth Sport Programme

Type of intervention: Partnership for sport and development

Period of the intervention: since December 2003, ongoing

Resources invested by UNIVERSITAS: \$ 13,000 + \$ 22,000 (grant from UK Sport)

Resources invested by other partners: \$ 38,000 (International Olympic Committee)

Background and reasons for intervention:

Mozambique is one of the countries with the most dismal human development indicators. Life expectancy at birth is less than 42 years, mortality rate per 1,000 live births exceeds 100 percent and HIV/AIDS hits 16 percent of the population aged between 15 and 45, making Mozambique the 8th country in the world most plagued by the virus.⁵⁰

In order to promote socioeconomic development in Mozambique, UNIVERSITAS launched its Youth Sport Programme (YSP) in the belief that: sport-related skills can strengthen the employability of the youth; sport is indeed an industry and can consequently be a source of employment; sport can become a vehicle to promote and diffuse sensitive information such as that on HIV prevention.

Actions taken

YSP action has developed activities at two levels: project and policy levels.

Project level

At the project level, the Programme signed an agreement with the International Olympic Committee (IOC) to rehabilitate the sport centre of Boane, a town 250 km far away from Maputo, and promote socioeconomic development activities around it. The choice of Boane was mainly due to two factors: the local presence of the IOC Olympic-Africa centre and the particular poor performance of this province as compared to the rest of the country in terms of human, social, and sport development.

More specifically, support has been provided to pay school fees for over 600 primary school children from under-privileged families and to bring them back into the educational system. The Olympic-Africa centre has additionally been used as training centre for another 1,000 children from the surrounding villages. As far as UNIVERSITAS is more closely concerned, a women's cooperative has been formed and trained to manufacture school uniforms and produce groceries to serve the school and eventually be sold on the local markets. This has been done in collaboration with the local LEDA of Maputo, which has provided the seamstress trainer.

⁵⁰ Source: World Development Indicators.

Policy level

At the policy level, a national seminar was organized in November 2005 in Maputo on the topic of “Youth Integration and Vulnerability Reduction through Sports” with the participation of the Programme manager and the financial support of the ILO and UK Sport. The aim of this workshop, which was attended by 40 people, was to mainstream sport and development strategies in the national development agenda of Mozambique and, as a by-product, contribute to enhanced HIV prevention.

Partners and Roles

- International Olympic Committee (rehabilitation of the Boane sport centre; provider of sport, school, and women’s cooperative training equipment; organization of physical education sessions).
- Mozambique National Olympic Committee (implementer at the country level of the IOC activities)
- ADEL (provider of the sewing trainer to the women’s cooperative)
- UK Sport (grant provider for the national workshop)

Short-term and long-term effects

In the short-term, 602 Mozambican children have been included again in the national primary educational system. The work of the Boane cooperative has additionally given job to twenty women and supplied uniforms and food to over 600 hundred pupils. A much larger number of children has benefited from the physical education activities mainly carried out during the weekend at the Olympic centre. Finally, the entire community of Boane has seen its access to running water enhanced thanks to the installation of a water pump within the Olympic-Africa centre.

In the long-term, these short-term effects, if made sustainable, can clearly result in long-term outcomes such as improved education and health. In addition to this, at the policy level, the 2005 national workshop has recently led to the mainstreaming of sport for development in the national policies for the youth and has been included in Mozambique’s Poverty Reduction Strategy Paper (PRSP).

Annex 8

Kennesaw State University (KSU)

Discussions with several staff members, officials, and ex-officials of KSU provided a picture of the cooperation with the UNIVERSITAS Program that seems to indicate that the cooperation may have been a once-and-for-all event. KSU seems to have appreciated the collaboration even though it maintained that it was already well on the way to using sports as a means of training for leadership and character. In similar fashion, though UNIVERSITAS emphasized or strengthened relationships with developing countries, such relationships did exist through KSU faculty members (e.g. Dr. Sowell with HIV/AIDS and Kenya, Dr. Adebayo, and others). In the end, UNIVERSITAS in a way merely validated or confirmed the correctness of KSU's own somewhat tentative forays into women, sports, leadership, character, and assistance to LDCs. Further, KSU did not seem to have any interest in any future collaboration.

The main event that took place during the high tide of the UNIVERSITAS-KSU relationship was the conference ("Summit") of October 2005, on "Effecting Social Change Through Women's Leadership in Sports". This conference took place within the framework of the UN's year of sport for development. It seems the conference is remembered in part because of a confusion in funding which resulted in KSU having to foot essentially the whole bill, in addition to providing some funds directly to UNIVERSITAS. In spite of this, KSU considers that the resources spent, though greater than had been anticipated, were effective in getting them to take important decisions, and to accelerate the implementation of the decisions. Another event of some significance was the visit to KSU of Dr. Ogi, the UN Special Advisor for Sports and Peace, which is remembered by faculty members as something meaningful, and for which UNIVERSITAS is given credit. They also appreciate the publication of the book *Beyond the Scoreboard*, which allows the publication of work by KSU faculty.

One of the main outputs of the Conference was the decision to create a Centre dealing with women, sports, and leadership. This Centre has been created and is being inaugurated officially today, Oct. 26 2006 (although it was in fact, created right at the conference). It is called the Global Centre for Social Change through Women's Leadership in Sports and it is under the direction of Prof. Darlene Kluka. The Centre, however, does not seem to want to work with ILO. Both sides accuse the other side of being unresponsive.

Discussion with the associate dean of the Health and Human Services Dept d revealed that there are disagreements over both objectives and methods with UNIVERSITAS... though it also revealed that some plan for future cooperation might be afoot (UNIVERSITAS has made a recent proposal to develop a curriculum for sports and peace in post conflict countries, HHS apparently made an estimate of a budget for \$60K, not sure whether KSU had fwded this to ILO...). Again here is KSU offering its services as consultant, not partner.... message seems not to have been fully understood.

Several other ideas that had emerged from the conference were apparently not acted upon. This is the case for the decision to have greater dissemination among students of the role and mandate of the UN and its agencies (discussion with Centre for Global Initiatives).

Furthermore, it seems that little happened after the Conference... is it a case of KSU feeling it bit-off more than it could chew (the size of the conference got out of hand, as did its costs..),

or is it the fact that a university with a short life as one (it having been a Community College until recently), would find itself beyond its depth working in a global environment with global partners.... While the conference was a success from most points of view, it failed to attract star sports personalities and, so, also failed to generate some additional funds that might have helped cover some of the costs that KSU is (still) unhappy about.

Some personality conflicts might also have contributed to the relative failure of the program to internalize itself within the university and create something with potential for sustainability. Interdepartmental jealousies may also have played a part. This relative failure happened in part in spite of sustained efforts by ILO (UNIVERSITAS Mgr, ILO NYC,...) to support and nudge KSU in the direction of remaining involved in the agenda. Notable is the failure to develop a network, and the consequent (?) failure to make any headway in the development of a curriculum in sports as a vehicle/mechanism for skills training and self development and fulfilment. The lack of this curriculum was felt as far away as Cuba and El Salvador. KSU Vice-President and Provost, however, told me that they were working on the curriculum of a Ph.D. in sports and character/leadership development.... But this fact appeared not to be known to other faculty.

A number of people could not be contacted and so I decided to send them a short questionnaire by email. The persons concerned are:

- i) Dr. Siegel, former President of KSU, now head of Institute for Leadership, Ethics and Character;
- ii) Dr. Sowell, Head of Health & Human Services
- iii) Prof. Adebayo (although I spoke to him on the phone), head of Inst. for Global Initiatives
- iv) Dr. Flora Devine, assistant to president (?) formerly a VicePresident of KSU.

So far (November 17th) no-one has sent a reply.

I had a long conversation with a former faculty member who gave me much background information and allowed me to understand better who is who and how people behaved during the period under review. He and Prof Kluka (who disagreed on everything else) both agreed that the flowery compliments expressed by the former president of KSU and put on the record were often meaningless and used simply to avoid problems, a kind of superficial PR.... from an important personality who cannot but compliment everybody, but were not meant to be taken as proof of actual support. This person received very flattering and flowery letter from the President yet that did not prevent him from getting fired.

The questionnaire I sent KSU faculty is attached below.

Questions in relation to evaluation of UNIVERSITAS program.

Cooperation with ILO/UNIVERSITAS

In your view, what is the essence of that Cooperation?

What did it bring to KSU?

--Ideas? Contacts?

Is the relationship created (when?) still active? Not simply because MOU is still valid....

What is status of relationship at present?

KSU funded some of the activities (perhaps in the amount of US\$ 150K) in which ILO participated. Did KSU also participate in work funded mainly or partly by ILO?
Is “partnership” a useful and user-friendly format to use in this type of work?

The workshop of April 2005

Of the various actions that were raised as possibilities at that time, which ones were carried out?

--Was the Int’l Women’s Leadership and Sports Devlpmt Centre at KSU created?

--Was the proposed Conference in Africa carried out? Did KSU participate?

--Was a contribution made to the Korean University Education and Sport program?

Did KSU attend the conference in April ’06?

--Was funding obtained from the Int’l Council on Sport Science and PE (for knowledge base and knowledge –sharing; character education).

--Was the proposed program for coaches implemented?

--Was the program to raise awareness of the UN and its agencies among students carried-out?

--Were any of the various fora considered for University Presidents set-up?

Any other matter you might wish to raise that would be of interest to the evaluators of the UNIVERSITAS program.

--Your own conclusions as to whether the partnership and effort it required was worthwhile; and

--Whether you will continue (or would consider continuing) this partnership.

Many thanks.

Michel Del Buono (Ph.D. Econs)

Senior (independent) Evaluator of ILO/UNIVERSITAS.

Annex 9

List of People interviewed for the purpose of the evaluation

ILO Staff (16)

Mr. Di Cola, Giovanni	Manager of the Program UNIVERSITAS
Mr. Hembrechts, Orphal	Director of CODEV
Mr. Paraiso Moucharaf	Former director of CODEV/Current director of EVAL
Mr. Graziosi, Antonio	CODEV - Resource mobilization
Mr. Nagata, Atsushi	CODEV – Donor relationships
Mr. Ahmed, Iqbal	CODEV
Ms. Gulino, Adriana	UNIVERSITAS – Former consultant
Ms. Rueda-Catry, Marlene	DIALOGUE
Mr. Hoffer, Frank	ACTRAV
Ms. Carla Henry	EVAL
Mr. Sepulveda, Juan Manuel	ACTRAV specialist/SRO-San José (+)
Mr. Suanzangoo, Francis	ACTEMP
Mr. Vanhuynegem, Philippe	SOC/POL
Mr. Marcadent, Philippe	SOC/POL
Mr. Alli, Benjamin	ILO/AIDS
Mr. Fashoyin, Tayo	Director of SRO-Harare
Mr. Ndjonkou, Djankou	Director of ILO-New York

Non-ILO Staff (29)

Ms. Swartz, Sarah	UNOPS
Ms. Manguera, Mayisha	UNDP-Mozambique
Ms. Lloshi, Eldisa	UNDP-Albania
Mr. Diallo Djibril	Director of UNOSDP
Ms. Masacagni, Katia	IOC
Ms. Lloyd, Pippa	UK Sport
Mr. Aloï, Gianpaolo	Italian Technical Cooperation (DGCS)
Mr. Deodato, Giuseppe	Former Director of DGCS/Current Ambassador of Switzerland
Ms. Mukherjee Reed, Ananya	Prof. - International Secretariat for Human Development, York
Mr. Nuila, Enrique	Executive Director – El Salvador Olympic Committee
Ms. Acevedo, Dinora	El Salvador – El Salvador Olympic Committee
Mr. Salazar, Carlos	El Salvador – Ministry of Labor and Social protection (MTPS)
Ms. Figueroa, Astrid	El Salvador – MTPS
Ms. Callejas, Carmen	Deputy Minister of MTPS
Ms. De Vidales, Ana	El Salvador – MTPS
Ms. Guevara, Claudia	Vice-director of International relations – MTPS
Ms. Gomez, Carolina	General director of the Labor Dept. – MTPS
Mr. Black, Lendley	KSU – Provost and Vice president for academic affairs
Ms. Kluka, Darlene	KSU – Executive Director “Center for social change through women’s leadership in sport”.
Mr. Adebayo, A.	KSU – Executive Director “Institute for global initiatives”
Mr. Johnson, Ben	KSU – Deputy Dean “College of health and human services”

Mr. Marquez, Miguel	Coordinator UNIVERSITAS-Cuba
Mr. Novas, Sergio	UNDP-PDHL
Ms. Richardson-Golinski, U.	UNDP – Deputy resident representative
Mr. Pastrana, Sergio	Academy of Sciences – IDEASS/CUBA
Mr. Diaz, William	MINVEC, CUBA
Ms. Allende, Desiree	Jefe Grupo Desarrollo Local
Ms. Munster, Blanca	Prof. Univ. of La Habana – Center for the study of the world economy
Ms. Ruiz, Reina	Prof. Chair of Human Development – Univ. of La Habana

Annex 10

Draft Terms of Reference of the Evaluation of the Program:

***Terms of Reference
For
Mid-term Evaluation
Of***

Decent Work through Training and Innovation UNIVERSITAS (INT/01/75M/ITA)

ILO Project code:	INT/01/75M/ITA
Country:	Inter-regional
Starting date:	June 2001
Ending dates:	December 2008
Programme location:	Geneva
Programme language:	English French and Spanish
Executing agency:	ILO
Financing agency:	Italian Ministry of Foreign Affairs
Donor contribution:	US dollars 5 million

TERMS OF REFERENCE: EXTERNAL EVALUATION MISSION

I. Background of the Program.

The program “*Decent Work through Training and Innovation*”, commonly known as UNIVERSITAS (www.ilo.org/universitas), is an ILO partnership program funded by Italy through a trust fund agreement worth \$ 15 billion liras, which was signed in June 2000 in Geneva. The ILO UNIVERSITAS’ overall objectives are the following ones:

- a) strengthening partnerships with the UN system at large on programs that address poverty reduction and promote decent work through local development;
- b) enhancing national capacities and UN and donors’ bilateral expertise in the field of local social and economic development;
- c) using the knowledge and the expertise of a network of universities at both the international and national levels;
- d) training local development leaders on international cooperation and local development as part of a larger effort to integrate decent work into other partners’ agendas.

The initial allocation for the Program of \$ 3.6 million has been made available to the ILO in two installments of respectively \$ 1.4 million to cover the Start-up phase (1 June-31 December 2001) and the operational phase (January to June 2002); and \$ 2.2 million (July 2002 to date). A contribution of almost \$ 2 million was received between October 2005 and July 2006 and a commitment was made for an additional million euros at the end of July 2006 for the second phase of the Program.

Means of Action of the UNIVERSITAS Program and Example Activities

Research Action	Local development programs
Fellowships	Disaster Management fro Sri Lanka officials
Internships	Exchange form Cornell University and IDHEAP Lausanne
Studies and Research	Youth skills development in the sports sector
Conferences	2005 International Summit: <i>Effecting Change Through Women’s Leadership in Sport</i> Kennesaw State University; and UN Youth Leadership Summits
Training/ Curriculum Development for Universities	Masters in Cooperation and Human Development with York University and 12 Central American Universities
Technical Assistance/Advice on Policy Issues	Albania and South Africa
Network Development	154 University Members 77 Italian University Members

This program is the first in the ILO that has tackled socio economic local development as a cross cutting issue. This issue lies at the core of the ILO Decent Work Agenda.

In this respect, the World Commission on the Social Dimension of Globalization has emphasized in its report that “empowering the local level; emphasizing accountability of the

local governments; providing support to local production system”, as well as “local values and cultural heritages” are all sensitive areas for sustainable development and resource productivity.

UNIVERSITAS has invested resources, capacity, and research and development on the abovementioned areas, particularly in the start-up phase, and has applied methods and tools to get the constituents and the local authorities, the public and private partners, closer to local needs. Social cohesion and dispute resolutions at the local level have been suited and methodologies applied. The following table indicates the means of action that UNIVERSITAS has at its disposal that allows the program to carry out a wide variety of activities.

As part of the UN Secretary General’s initiative on Sport for Development and Peace, UNIVERSITAS was able to contribute to the UN Report on this issue by developing a methodology through field experiences and pilot activities in Albania, Mozambique, El Salvador and Senegal with the support of the International Olympic Committee (IOC), UK Sport and Kennesaw State University in Atlanta (USA).

UNIVERSITAS has also been mentioned by the Director of the International Partnerships of the UN (UNFIP) as an example of partnership Program within the UN System.

The ILO Director General met in May 2002 with the ILO internal Task Force and the Program Coordinator to enquire about the program activities and publicly commended the work carried out by the Program and its innovative approach in his speech to the ILO Staff of May 2003.

It should also be reminded that the UNIVERSITAS Partnership Program is the first of its kind to include evaluation indicators that frame the Program within the horizon of the Millennium Development Goals (MDGs). The evaluation of the first phase of the program should also take this effort into consideration.

II. Rationale and purpose of the evaluation

This evaluation is in line with the ILO’s policy calling for independent evaluations of all projects over \$500,000. The evaluation will be independent to ensure an impartial assessment of the project’s performance, and to identify and study findings for consideration in the next phase of the project’s design and implementation. The evaluation should address the general concerns of relevance, effectiveness, efficiency and sustainability.

III. Scope of the Evaluation

The evaluation should cover the activities of the first phase of the Program from July 2001 through June 2006. The evaluation should provide useful information about the:

- Results and performance of the Program in respect to the objectives initially established by the parties: e.g. strengthening partnerships with the UN system aimed at promoting decent work and poverty reduction; increased expertise on social and economic development at the local level through the involvement of universities; etc.).
- Efficiency of the tools produced with the above objectives in mind.
- Relevance of the Program with respect to the ILO Decent Work Agenda and the Millennium Development Goals (e.g. the 8th goal: developing a global partnership for development).
- Validity of design as it informs the second phase of the Program
- Lessons learned and the different training needs emerging during the first stage;
- Effects of the Program beyond the expected results and its sustainability;

➤ Special concerns as appropriate

The main clients of the evaluation will be the Office and the Italian donor, however, other stakeholders include national research partners. EVAL, acting as evaluation manager, will receive the first draft of the evaluation that he will disseminate internally to the ILO for comment. The evaluation team will subsequently revise the draft based on the comments received. It will be CODEV's responsibility to circulate the final report to the Italian donor and to other interested stakeholders.

The recommendations of the evaluation will be used to improve the effectiveness of the program, address its second part, and design an exit strategy which will make the achievements of the program sustainable upon its termination.

The mission should be able to look at the findings of the Program activities, such as its delivery, but also at the contribution of the Program to policies at the local, national and international levels. It should look at the role of training in linking the local level, which has been predominant in the first stage of the Program, with the global one, which is more recently receiving increasing attention by the Program.

Recommendations and lessons learned should be used to re-orient the second phase accordingly and better use the outputs and products of the Program.

As mentioned earlier, the Program has selected since the first stage of implementation the evaluation indicators that would allow the Program activities to be assessed against the MDG's too (see www.ilo.org/universitas).

This may constitute a major contribution for both the ILO and the Italian Ministry of Foreign Affairs particularly at this stage in the process of the MDGs' achievements.

IV. Key questions to be addressed

Some of the most important questions to be addressed by the evaluation team are linked to the innovative schemes that UNIVERSITAS has contributed to apply and develop. More specifically:

- *Which were the partnerships promoted and established by UNIVERSITAS within the UN? How did they foster the goals of decent work and poverty reduction?*
- *How many local universities were involved in UNIVERSITAS? Which activities did they implement? Which were the terms of cooperation between UNIVERSITAS and such universities? How many students/beneficiaries did these universities reach out through cooperation with UNIVERSITAS?*
- *Which tools did UNIVERSITAS, in collaboration with local universities, elaborate? How many people used these tools? Can these tools be considered effective with regard to the objectives for which they were devised?*
- *What is the degree of relevance of the program in respect of the Decent Work Agenda (i.e. labour standards, employment creation, social protection, social dialogue) and of the UN Millennium Development Goals? In which way did UNIVERSITAS contribute to any of the MDGs?*
- *Which are the limits, if any, of the program? How can it be improved based on the lessons learnt from the first stage of implementation? Would it be recommendable to restructure and*

enlarge the Program by involving additional sectors of the ILO, UN agencies, and local universities.

- *Is there any goal that UNIVERSITAS has contributed to achieve beyond its original mandate? Is there any unexpected problem that has grown out of UNIVERSITAS activities?*
- *Is the program casting the seeds of its sustainability? Which new elements should be integrated in the program?*
- *Can ILO/UNIVERSITAS serve higher objectives for the ILO, the UN System and the network of Universities.*

V. Methodology

The independent evaluation will apply a suitable methodology, which will include a desk review of all project documents, including workplans, progress reports, publications, tools, training, etc, as well as field missions to at least two project sites. The evaluators should also develop a set of questions for project staff, partners and beneficiaries(recipients). This may include electronic questionnaires, phone interviews and/or focus groups with key individuals to gather feedback on approaches taken.

VI. Inputs and Management Arrangements of the Evaluation

The independent evaluation will be undertaken through a mission to a selected number of countries where the Program is being run and through the analysis of the documents and reports related to the Program activities. In particular the analysis will rely on the following reports:

- a) Report of activities 1 June-31 December 2001:
- b) Report of activities 1 June 2001 - 30 April 2002
- c) Report of activities 1 May - 31 July 2002
- d) Strategic results of the Start-up phase and a Work Plan for the period July 2002 June 2003
- e) Report of Activities January 2002 - April 2003.
- f) Report of Activities May 2003 - May 2004
- g) Report June 2004 – December 2005
- h) Analysis of the UNIVERSITAS Network of Universities and other Academic Institutions (August 2006).

The mission will also refer to the original Agreement and annexes signed by the Minister of Foreign Affairs of Italy and the ILO Director General, as well as the initial work plan for the start-up phase. Documentations, training manuals and other training material are also available in the UNIVERSITAS web page and in the files and records of the Program. Meetings with field and headquarters ILO officials, as well as with the representatives of Universities, the UN partners and the ILO tripartite constituents, will be organized as requested.

A team of two external consultants will carry out the mission. A division of labour may be agreed by which one will carry out, inter alia, the field missions, while the other will prepare the desk work and ensure the contacts with the Task Force members. Michel Del Buono and Marco Marchese will make up the team of consultants.

IV. Main Outputs

The evaluation team will be responsible for:

Developing a methodology for conducting the evaluation (choice of missions, questionnaires, desk reviews, etc);

Completing consultations with major stakeholders

Drafting an evaluation report based on OECD evaluation quality stamp (March 2006) for circulation and comment;

Finalizing an evaluation report which includes an executive summary, description of methodology, findings, conclusions and recommendations, and appropriate annexes.

V. Time frame and field missions

The evaluation will start in mid September 2006 for a period of two months. The consultant will be under contract for the whole length of the period and the senior consultant will mainly carry out the field missions and co-produce the evaluation report, which is to be submitted by mid November 2006. The missions may take place during October 2006 with the following itinerary: Geneva –Toronto-El Salvador - La Habana- Geneva. A second mission may take place to either Tirana in Albania or to Mozambique (to be confirmed). Desk and distance work will be covering the remaining regions where UNIVERSITAS has performed activities (e.g. USA Atlanta, Guatemala, South Africa, etc.)

VI. Sources of information

As indicated under II, the reports mentioned will provide the basic source of information together with the training material produced by the Program. The second source of information will be the field units and the ILO officials who have been involved in the Program, as well as the ILO constituents and the UN partner agencies. A third source of information will consist of selected ADELs (Local Development Agencies) representatives, the local and national authorities, and the university representatives as described in the reports and in the analysis mentioned above. The Program coordinator will be called upon to provide any assistance that the evaluation team may require both in Geneva and abroad.

VII. Delivery of the evaluation report to the clients and dissemination to the public

The evaluation report should be ready by November 17th, 2006 at the latest and will be first disseminated to the main clients of the evaluation: i.e. CODEV and the Italian Donor, selected University partners, UNCG members and UNOSDP Office Director . Subsequently, it will be distributed to the ILO units involved in the evaluation, including the ones in the field. Once agreed by the parties, the report will be finally released for the public and used as appropriate.