# Decent work results and effectiveness of ILO operations: A meta-analysis of development cooperation evaluations, 2013–2016

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# FOREWORD

Development cooperation projects and activities are key instruments for achieving ILO's mission to promote decent work. As part of the Evaluation Office's (EVAL) strategy, regular assessments of the Office's effectiveness in achieving project objectives are carried out on a regular basis.

Two comparable studies were undertaken in 2011 and 2013, respectively, to provide feedback on the effectiveness and operational performance of development/technical cooperation.

Building on experience from these earlier studies, with appropriate adjustment of the methodology to maintain comparability over time, a new study was conducted in 2017. This report presents the findings of an assessment covering final independent evaluations, which was completed between 2013 and 2016.

This meta-analysis broadly confirms the findings of the previous two studies. Solid overall performance in terms of *Strategic relevance and alignment and effectiveness, sustainability and impact was noted. Implementation management and efficiency of management and resource use* continued to show a less solid performance. A number of other recurrent issues from the previous meta-studies, such as weak monitoring and reporting and under-par performance on *gender issues, pro-poor focus and orientation towards goals and sustainability*, were reconfirmed as needing attention.

A specific focus on comparisons of performance over time suggests that the results from the current meta-analysis are strongly aligned with the previous meta-evaluations. The report identifies factors contributing to the effectiveness of the most successful projects such as high-relevance, the involvement of stakeholders in the design, relationship building, using previous results, good quality outputs and sufficient financial resources.

Recommendations from this study range from planning and design aspects, tighter focus on gender considerations and sustainability to process issues, such as including performance criteria on areas of strong cross-cutting interest to ILO, and the use of a more consistent approach to scoring in the meta-analyses. The latter is already being addressed in work underway to review, document and refine the methodology for this type of study, including consideration of the implications of the Sustainable Development Goals.

An independent review team from Universalia, led by Kelly Babcock, prepared this report guided by myself and with task management, and detailed guidance by Peter E. Wichmand, Senior Evaluation Officer in EVAL.

I am confident that it will contribute to optimizing the performance and effectiveness of ILO's development cooperation strategies, approaches and projects.

Guy Thijs,
Director
ILO Evaluation Office

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# ABBREVIATIONS

| | |
|---|---|
| AER | Annual Evaluation Report |
| CPO | Country Programme Outcomes |
| DWA | Decent Work Agenda |
| DWCP | Decent Work Country Programme |
| EO | Employers' organization |
| EVAL | ILO Evaluation Office |
| ILO | International Labour Organization |
| ILS | International Labour Standard |
| NGO | Non-Governmental Organization |
| M&E | Monitoring and Evaluation |
| PO | Policy Outcomes |
| P&B | Programme and Budget |
| RBSA | Regular Budget Supplementary Allocation |
| SPF | Social Protection Floor |
| SPF | Strategic Policy Framework |
| SDG | Sustainable Development Goal |
| TC/DC | Technical Cooperation/Development Cooperation |
| UN | United Nations |

# EXECUTIVE SUMMARY

Development cooperation is an essential instrument for the International Labour Organization (ILO) to accomplish its mission of promoting decent work for all. Currently, resources for development cooperation activities comprise approximately 60 per cent of the ILO's total budget. Evaluating such interventions is, therefore, important in ensuring greater development effectiveness and the strategic management of ILO's resources.

The ILO's Evaluation Office (EVAL) conducted a meta-analysis on the decent work results of its independent project evaluations which was completed in the period 2013–2016. It reviewed a sample of 40 final, independent project evaluations that had been completed during this period. Performance information on relevance, effectiveness, and implementation was extracted from the evaluation reports and scored for quantitative and qualitative analysis. This meta-analysis identifies common performance patterns across the ILO's range of interventions and updates two similar studies conducted in 2009–2010 and 2011–2012.[1]

## SUMMARY OF FINDINGS

This meta-analysis broadly confirms the findings of previous meta-analyses, with similar patterns in the areas of: strategic **relevance** and alignment; **effectiveness**, sustainability and impact; and **implementation** performance; and efficiency of management and resource use. The meta-analysis did not find a clear difference in project performance between strategic objectives, and minor differences in regional performance.

### Strategic relevance and alignment

Nearly all the projects demonstrated clear relevance to Decent Work Country Programmes (DWCPs) and programme and budget (P&B) outcomes. Other aspects of design were not as strong. As in previous meta-analyses, constituents' involvement was not always well integrated into project formulation or implementation. This is particularly important, as stakeholder involvement at this level appears to be a key-contributing factor to development effectiveness. While most project designs/approaches were rated positively, others were overambitious, or faced challenges due to inadequate assessment of the country context. The gender sensitivity component in project design received one of the weakest overall scores of the study (significantly lower than in previous meta-analyses), and is an area for improvement.

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[1]  The 2009–2010 meta-analysis can be found at http://www.ilo.org/global/about-the-ilo/mission-and-objectives/WCMS_166028/lang--en/index.htm, and 2011–2012 at http://www.ilo.org/global/docs/WCMS_226388/lang--en/index.htm [accessed 1 December 2017].

## Effectiveness, sustainability and impact

As in previous meta-analyses, ILO's overall performance in terms of effectiveness of development coope-ration was an area of strength, and received the highest overall scores of the study. Planned outputs were largely completed to a high level of quality, and significant progress was usually made on immediate objectives including knowledge development, capacity building, normative work/standards promotion, and policy influence. Many examples of national policy influence, for example, were provided in evaluations. Project achievements were found to have strategic importance at a country level in almost all cases in which this was assessed. In most cases, tripartite processes were embedded in the projects' approach, but almost one-third of them showed some need for improvement. Across a number of performance criteria, relationship building emerged as a key success factor in achieving development outcomes. Most projects showed some tangible prospects of sustainability, but for one-third of the projects in the sample, prospects for sustainability were more limited.

Acknowledgement and use of ILO's expertise received the highest scores in the study, demonstrating an overall positive view of ILO. ILO's technical expertise was appreciated the most. Overall, however, this topic was addressed in less than 50 per cent of evaluations.

## Implementation performance and efficiency of management and resource use

Most projects were scored positively in terms of their implementation and efficiency; however, this area received some of the lowest scores of the study. Cost efficiency was found to be positive in a large majo-

Figure 1. Average rating by performance area
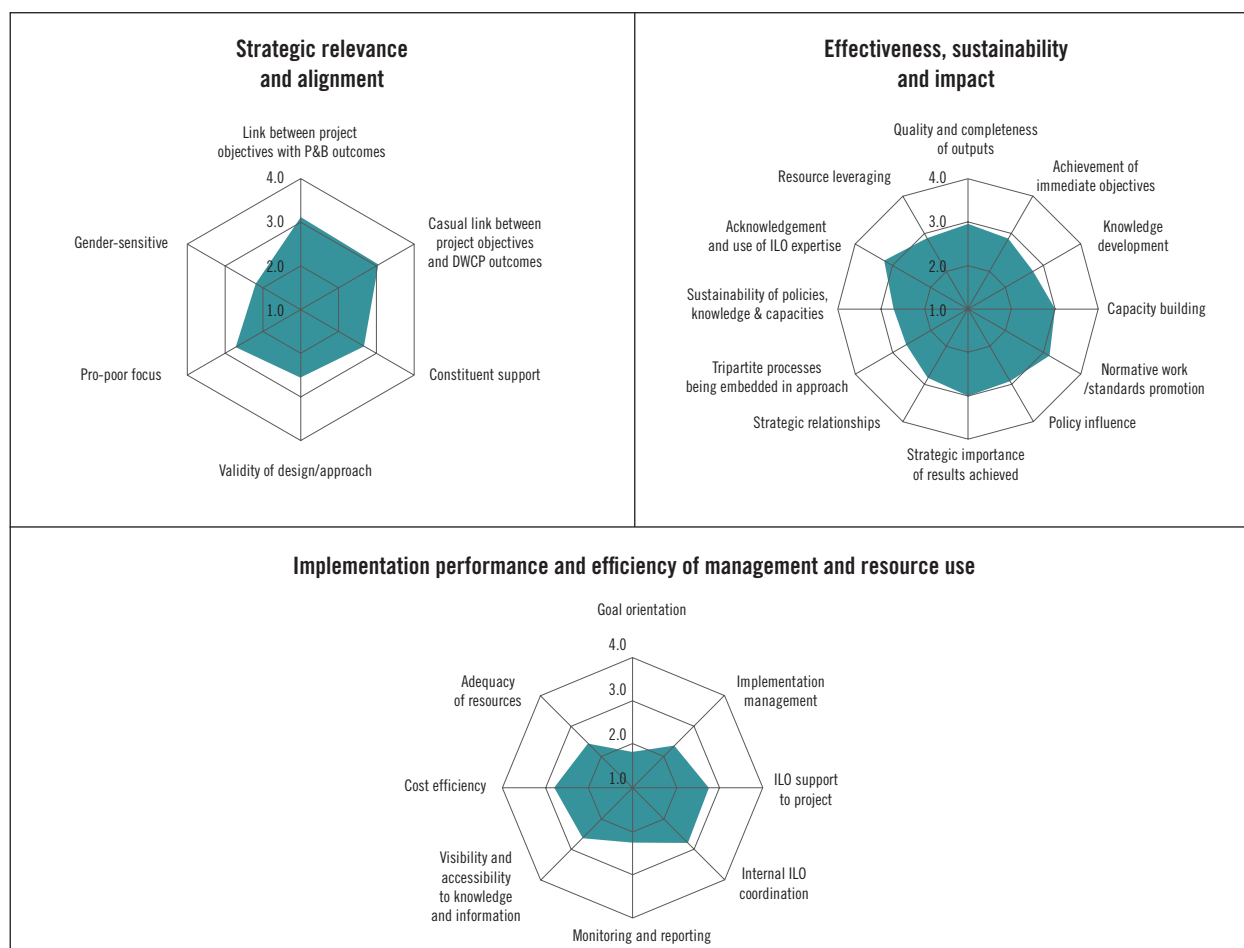
rity of projects, as well as the support provided by ILO. Internal coordination within ILO usually went well, with projects often collaborating with or supporting other ILO initiatives, which the most successful ones tended to do. Most projects also managed to leverage a reasonable amount of resources from sources outside ILO to support project implementation. Other aspects of implementation and management faced more challenges. The study's lowest scores were seen in the goal orientation of the projects, and monitoring and reporting. These relate to different aspects of a monitoring and evaluation (M&E) framework, as well as planning and reporting. Frequent weaknesses included poor alignment between indicators and objectives, and a lack of clarity in defining and differentiating between indicators, targets, activities, milestones and results. In many cases, some of these items were absent.

In about half of the sampled projects, insufficient human or financial resources meant that not all of the project outputs or objectives initially planned were achieved, or were not carried out according to the planned schedule (as in the previous two meta-analyses). Projects with adequate financial resources tended to achieve better outcomes. The assessment of implementation management was variable, with about half of the projects experiencing significant challenges. Finally, the visibility of and accessibility to knowledge and information generated by the project was positively assessed in less than 60 per cent of projects in which sufficient information was available to be scored, suggesting some opportunities for improvement.

### Comparison over time

Key findings were similar across the three meta-analyses. Performance criteria relating to effectiveness continued to receive the highest scores of the three performance areas, while implementation typically received lower and more mixed scores. Areas of lower performance tended to persist, including design, constituent support, sustainability, adequacy of resources, visibility and accessibility to knowledge, monitoring and reporting, implementation management, and goal orientation. Similarly, areas of stronger performance continued to show strength, including in relevance to P&B outcomes and DWCPs; strategic relationships; the results areas of policy influence, normative work, capacity building, knowledge development, quality and completion of outputs, and achievement of immediate objectives; cost efficiency; and internal coordination. Notable differences were in gender sensitivity and goal orientation, both of which received a much smaller proportion of 'more successful' scores than in previous years (although already low). It was also found that, while the 2011–2012 meta-analysis report noted that "bureaucratic slowness and remoteness of decision-making" was an obstacle to implementation, this did not appear to be a significant issue in the current sample of projects, suggesting improvement in this regard. It should be kept in mind that the projects in the current meta-analysis sample would have been designed around 2009, or even earlier, and subsequent changes made to ILO processes or practices will not be reflected in the results of the current meta-analysis.

## AVAILABILITY OF PERFORMANCE INFORMATION

As in the previous two meta-analyses, there was uneven coverage of some performance information in the evaluation reports. Most indicators were covered in at least 80 per cent of them. Between 60–70 per cent of the evaluations covered normative work/standards promotion, the link between project objectives and P&B outcomes, resource leveraging, and ILO support to the project. Acknowledgement and use of ILO expertise, and the strategic importance of the results achieved, were addressed in less than half of the evaluations. Pro-poor focus received the least coverage, being addressed in about one-quarter of evaluations. Pro-poor coverage was similarly low in the 2011–2012 meta-analysis, and any conclusion about this element of ILO projects remains unclear. No single evaluation in the sample addressed every indicator.

As noted in the first two meta-analyses, the scoring of projects according to pre-defined criteria was challenging due to variable coverage, quality, and rigor. Using a third-party review to score performance criteria introduces an additional distortion, as the reviewer is called upon to interpret uncertain or very

limited information. Further, the specific performance criteria and scale used, while broadly similar, have changed over the period of the three meta-analyses. In spite of these caveats, the study offers a useful view of some of the performance dimensions and issues relating to ILO's development cooperation.

## RECOMMENDATIONS

A number of recommendations are provided below, based on the experience of this meta-analysis. Similar recommendations were also made in the last meta-analysis.

**Recommendation 1:** Strengthen the development of logical frameworks so that they include a full range of clearly distinguishable components needed to monitor and assess project progress, including baselines, milestones, and targets. Indicators should be designed so that they are measurable and reflect progress towards achieving objectives.

**Recommendation 2:** Take a more realistic approach in planning project timelines, budgets, and objectives, taking into account increased costs and extended timelines that are likely to occur when working in complex country contexts. To minimize delays caused by insufficient human resources, staffing levels should receive greater consideration, including a realistic assessment of the capacity of staff to carry out additional project responsibilities in addition to their existing responsibilities.

**Recommendation 3:** With the aim of continually increasing development effectiveness, tighten the focus of projects in terms of gender considerations. Gender sensitive project designs should reflect gender analysis, a strategy to institutionalize gender mainstreaming, have specific gender objectives and indicators, and plan for sex-disaggregated data.

**Recommendation 4:** Continue strong relationship building with organizations outside the ILO, and increase involvement of constituents in project design and implementation. Particular attention should be paid to increasing constituent involvement at the design stage when the details of the project are being determined, to ensure a good understanding of context and that project activities and products fit the needs of the stakeholders at hand.

**Recommendation 5:** Incorporate a focus on sustainability throughout the life of the project, including an exit strategy or sustainability plan. Pay particular attention to building stakeholder ownership of projects, developing strong working groups or steering committees, and disseminating project information and outputs.

**Recommendation 6:** Require more attention to certain performance criteria that are of strong interest to the ILO but typically poorly covered in evaluations, including pro-poor focus, normative work, strategic importance of results achieved, and tripartite processes being embedded in project approach.

**Recommendation 7:** As suggested in the previous meta-analyses, require evaluators to assign scores and justification for the performance criteria used in the meta-analyses as part of the evaluation deliverables.[2] This would ensure that scoring reflects the evaluator's full set of knowledge about a project, and thus improve the validity of the scores, even if it cannot guarantee consistency. It would also mean that subsequent analyses could be based on the complete set of ILO evaluations over the period, vastly increasing representativeness of results.

**Recommendation 8:** In future meta-analyses, maintain a more consistent approach in scoring and indicators to make meta-analyses more comparable over time.

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[2]  After the second meta-analysis, EVAL developed a detailed scoring matrix for this purpose and briefly piloted this approach.

# 1. INTRODUCTION

## 1.1 BACKGROUND

The Evaluation Office (EVAL) is mandated to implement the ILO evaluation policy and strategy, which calls on the Office to learn from and make effective use of evaluations to improve decent work results. Development cooperation evaluations provide the ILO with valuable information on its performance and effectiveness in advancing its Decent Work Agenda (DWA). However, although they may be rich in individual detail, the findings and conclusions of evaluation reports cannot be easily aggregated to yield an overall picture that can then inform meaningful guidance for operational performance. A series of meta-analyses, of which this is the third, was designed to help overcome this difficulty by submitting development cooperation evaluations to a quantitative and qualitative analysis to identify patterns in performance which can inform strategic management.

As in the previous meta-analyses (2009–2010 and 2011–2012), ILO's performance in development cooperation is considered with respect to relevance, effectiveness and implementation. This meta-analysis covers 40 reports from independent final project evaluations of ILO development cooperation, which was completed during the period 2013–2016. The sample contains projects designed before or just after 2009 and subsequent changes made to ILO processes or practices will not be reflected in the results of the current meta-analysis; these projects reflect the circumstances at the time.

Separately, the methodology for the meta-analysis exercise will be documented, reviewed and accompanied by recommendations for a revised methodology for use in the future. An important goal when reflecting on the experience of this meta-analysis and re-visiting the methodology is to consider how it might be adapted in order to strengthen ILO's ability to use evaluation findings to demonstrate the results of decent work and address future reporting requirements for the Sustainable Development Goals (SDGs). The adoption of the SDGs (the 2030 Agenda) in September 2015 requires ILO to have the ability to demonstrate the contribution of the decent work results, and the work of ILO in general, in achieving the SDGs and their individual targets.[3]

## 1.2 PURPOSE

This study is designed to assist ILO in making full use of performance information from project evaluations in order to gauge its organizational performance and guide its organizational approach to development cooperation activities.

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[3] The SDGs include a goal focusing on 'promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all' (Goal 8), which is directly related to the ILO's mandate. Specific references to ILO's areas of competence are found in several targets, while all the SDGs connect in some way to the ILO's mandate and the four pillars of the DWA.

As noted in the Terms of Reference (TORs) (Annex I), this meta-analysis:

1) summarizes the findings of independent evaluations within the context of the DWA and the Strategic Policy Framework (SPF) outcomes within the context of pre-specified performance indicators;

2) identifies aspects and trends in ILO operational performance linked to implementation of development cooperation (main means of action, partnership, etc.); and

3) synthesizes key issues and insights from the analysis and makes recommendations to guide future operations based on identified challenges.

It reflects on successes and setbacks in implementing programming strategies to achieve targets, and aims to be forward-looking by providing empirical evidence and insights for improving performance. The key findings of the study have also been presented in the ILO Annual Evaluation Report (AER). The intended use of the full report is for organizational learning, overall reporting on ILO's work, an input to the biennial Programme and Budget (P&B) and, perhaps most significantly, in the development cooperation strategies, approaches and projects of ILO.

## 1.3   STRUCTURE OF THE REPORT

The report is structured as follows:

- Section 1 of the report explains the background and purpose of the study, the structure of the report, and the methodology used.

- Section 2 presents the results of the meta-analysis:
  - 2.1 provides an overview of results;
  - 2.2 presents findings of individual performance criteria related to relevance;
  - 2.3 presents findings of individual performance criteria related to effectiveness;
  - 2.4 presents findings of individual performance criteria related to implementation;
  - 2.5 compares overall performance by Strategic Objective and by region; and
  - 2.6 discusses factors contributing to the most successful projects.

- Section 3 presents a comparison over time of the findings from the meta-analyses.

- Section 4 outlines conclusions and recommendations based on the findings.

The report annexes include: (1) the Terms of Reference; (2) the list of evaluations included in the meta-analysis; (3) a description of the changes in meta-analysis methodology over time; (4) a comparison of coverage over time; (5) the scoring matrix used in the current meta-analysis; (6) changes in ILO outcomes (2010–2015 compared to the present); and (7) criteria frequencies and statistics.

## 1.4   METHODOLOGY

The current meta-analysis builds on two previous studies conducted in 2011 and 2013. The approach and methodology taken is similar, although some changes were made to the list of criteria and the scoring matrix compared to the 2010–2012 exercise (which also made changes to the 2009–2010 methodology).

This meta-analysis synthesizes findings from a sample of 40 reports from independent final project evaluations of ILO development cooperation, completed in the period 2013–2016, and managed by ILO. All link to and support the ILO's Decent Work Country Programmes (DWCPs) and the Strategic Policy Framework 2010–2015 and the transitional Strategic Plan covering 2016–2017. The evaluations review development cooperation activities within country programme outcomes in the regions or in specific

countries. They also cover activities funded by Regular Budget Supplementary Allocation (RBSA). The evaluations covered projects with budgets over US$1 million.[4]

The sample was not random, but was rather selected to ensure representation of all 19 strategic outcomes,[5] four strategic objectives, and global regions.[6] Overall, the evaluations represent 32 per cent of the total final evaluations meeting the criteria described above. There was no additional quality screening of the evaluations beyond what was done during the ILO's quality appraisal process of independent evaluations[7] and, as such, the quality of the evaluations in the sample varies, but is considered by the ILO to meet the required minimum level of satisfactory standard.

Figure 2 provides a sample of evaluations by strategic objective and region.

Figure 2. Breakdown of sample evaluations by strategic objective and region



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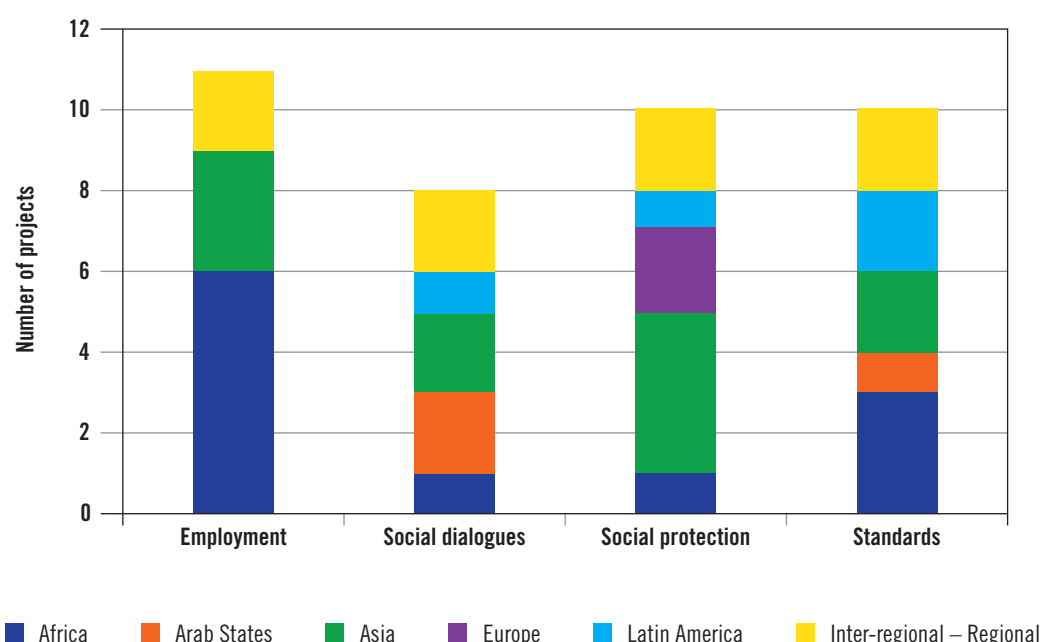
[4]    In some cases, this was made up of multiple projects within cluster evaluations.

[5]    This study uses ILO's 19 P&B outcomes that were in place from 2010–2015, when the projects in this sample were being conceived and implemented. As of 2016–2017, ILO replaced these with 10 policy outcomes in the new Strategic Plan and in the P&B. Annex II shows how the 2013–2016 sample of projects under the 19 P&B outcomes correspond to the new 10 policy outcomes, which will enable any comparisons to future meta-analyses.

[6]    The sample of 40 has been selected from a list of 125 evaluations to ensure comparable coverage of year, P&B outcome, and region. A stratified, intentional sampling strategy was used. Overall, the target for the sample was to include a number of evaluations from each year proportionate to how many evaluations were conducted that year in the overall list of 125 evaluations.  Then, evaluations were selected aiming to cover at least two from each P&B outcome, also considering the overall proportion of evaluations by region. Outcome 17 is represented in the list through one project, which also falls under Outcome 18. Outcomes 2, 9, and 19 are represented by one evaluation each in the list of 125. Outcomes 1 and 16, which constitute a much larger proportion of the list of 125, are represented by larger numbers of evaluations in the sample. While a larger sample size, or the analysis of a complete set of evaluations that fit the study criteria, would provide a higher level of confidence in all findings and allow more analysis by different factors, there is no reason to believe that the overall results would be strikingly different. Even if all 125 evaluations had been included in the study, it would not have possible to analyse all variables that might have been of interest. For example, as described above, in some cases there is only one evaluation for some of the P&B outcomes in the list of 125.

[7]    An external reviewer carries out EVAL's annual quality appraisals of independent project evaluations against criteria and requirements based on the United Nations Evaluation Group (UNEG) Norms and Standards and EVAL's policy guidelines for evaluation.

Consideration was also given to having a significant representation of the development cooperation expenditure during the period. The sample above represents slightly less than 15 per cent of this expenditure, and it was not feasible to raise this percentage significantly.[8] The complete list of evaluations selected for the sample is in Annex II. A summary outline of the 40 is provided in table 1 below.

Table 1. Final sample summary of reports by year, region and P&B outcome, 2013–2016

| By year | | By region[9] | | By 2010–2015 P&B outcome | |
|---|---|---|---|---|---|
| 2013 | 12 | Africa | 10 | 1. Employment Promotion (7) | 11. Labour Administration and Labour Law (2) |
| 2014 | 7 | Arab States | 3 | 2. Skills development (1) | 12. Social Dialogue and Industrial Relations (2) |
| 2015 | 10 | Asia | 12 | 3. Promoting sustainable enterprises (2) | 13. Decent Work in Economic Sectors (2) |
| 2016 | 11 | Europe | 2 | 4. Social security (2) | 14. Freedom of Association and the Right to Collective Bargaining (2) |
| – | – | Inter-regional | 9 | 5. Working conditions (2) | 15. Forced Labour (2) |
| – | – | Latin America | 4 | 6. Occupational Safety and Health (2) | 16. Child Labour (4) |
| | | | | 7. Labour Migration (2) | 17. Discrimination at work (1)[12] |
| | | | | 8. HIV/AIDS (2) | 18. International labour standards (2) |
| | | | | 9. Employers' organizations (1)[10] | 19. Mainstreaming decent work (1) |
| | | | | 10. Workers' organizations (2)[11] | |
| – | | | | **By Strategic Objective[13]** | |
| – | | | | Create greater opportunities for women and men to secure decent employment and income (11) | Strengthen tripartism and social dialogue (8) |
| – | | | | Enhance the coverage and effectiveness of social protection for all (10) | Promote and realize standards and fundamental principles and rights at work (10) |

– = nil.

## Performance criteria

The meta-analysis reviewed this sample of 40 evaluation reports to extract performance information on 26 dimensions related to development cooperation, in terms of strategic relevance and alignment; effectiveness, sustainability and impact; and implementation performance and efficiency of management and resource use (table 2). A four-point scoring system was applied to rate performance (1 = 'Unsuccessful'; 2 = 'Partly successful'; 3 = 'Successful'; 4 = 'Highly successful'), as shown in table 3. For each performance indicator and each possible score, a specific description was provided to guide the scoring, forming a scoring matrix (Annex V).

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[8] This is in part because total development cooperation for the period includes expenditures that would not have been covered by evaluations in any case. The entire sampling frame (the 'universe' of evaluations for the period) is only 37 per cent of the total expenditures, and the sample consists of 40 of those 125 evaluations.

[9] Global projects were grouped together with Interregional and were not differentiated in the analysis, as in previous meta-analyses. Future meta-analyses might consider separating them.

[10] In addition, there were two evaluations that covered both Outcomes 9 and 10.

[11] Ibid.

[12] Represented through RAF/10/56/FRA, which also falls under Outcome 18.

[13] One project is not represented in this list as it does not fit within the four main strategic objectives, but rather falls into the cross-cutting objective of "Policy Objective".

Table 2. Meta-analysis framework

| Performance area | Criteria | | | |
|---|---|---|---|---|
| Strategic relevance and alignment | 1.1 | Link between project purpose and/or objectives with P&B outcome | 1.4 | Validity of design/approach |
| | 1.2 | Causal link between project objectives and DWCP outcome(s) | 1.5 | Pro-poor focus |
| | 1.3 | Constituent support | 1.6 | Gender-sensitive |
| Effectiveness, sustainability and impact | 2.1 | Quality and completeness of outputs | 2.7 | Strategic importance of results achieved |
| | 2.2 | Achievement of immediate objectives | 2.8 | Strategic relationships |
| | 2.3 | Knowledge development | 2.9 | Tripartite processes being embedded in approach |
| | 2.4 | Capacity building | 2.10 | Sustainability of policies, knowledge & capacities |
| | 2.5 | Normative work/standards promotion | 2.11 | Acknowledgement and use of ILO expertise |
| | 2.6 | Policy influence | 2.12 | Resource leveraging |
| Implementation performance and efficiency of management and resource use | 3.1 | Goal orientation | 3.5 | Monitoring and reporting |
| | 3.2 | Implementation management | 3.6 | Visibility and accessibility to knowledge and information |
| | 3.3 | ILO support to project | 3.7 | Cost efficiency |
| | 3.4 | Internal ILO coordination | 3.8 | Adequacy of resources |

Table 3. Four-point scoring system

| Unsuccessful | Partly successful | Successful | Highly successful |
|---|---|---|---|
| 1 | 2 | 3 | 4 |
| Highly deficient performance | Basic level of performance but stated need for improvement | Adequate level of performance and results | Very good level of performance and results |

Quantitative analysis of scores is used to look for patterns in performance data. Criteria with insufficient evidence to apply a score were given a score of '0', which were excluded in the quantitative analysis of performance.

Qualitative information was also extracted from each evaluation report to reflect evidence and justification for the score for each performance criterion, and recorded in a project-scoring sheet along with the scores.[14] This included some project details, specific examples, quotes, and other material to provide a richer analysis. The quantitative and qualitative analyses are combined in this report to provide a narrative on themes and issues on ILO's development cooperation performance. Examples quoted in the report are illustrative (either positive or negative). "Good examples" provide examples of a project's strong performance in a particular performance criterion.

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[14]  All project-scoring sheets were provided to EVAL as documentation, along with a master spreadsheet containing all scores and associated data from the entire sample. This was accompanied by spreadsheets organizing the scores and qualitative comments by criterion rather than by report, and qualitative analysis sheets by criterion.

## 1.5 LIMITATIONS

The limitations of this meta-analysis are the same as those in the previous two meta-analyses.

**Representation of ILO expenditures:** As this study covers a four-year period instead of a two-year period, but covers a similar number of evaluation reports as the previous two meta-analyses, the total coverage of evaluation reports and expenditures is smaller than for the previous studies. Evaluation reports in this study represent 32 per cent of applicable evaluations for the period 2013–2016, and 14.6 per cent of development cooperation expenditure.[15] Similarly, the goal was to represent all of the 19 strategic outcomes, but as some strategic outcome areas are much smaller than others, the sample does not necessarily reflect the overall proportion of sectoral expenditures.

**Scoring and coverage:** As noted in the first two meta-analyses, the scoring of projects according to pre-defined criteria was challenging as the evaluations vary significantly in their discussion of project performance. Thus, the meta-analysis team was limited to the information provided in the evaluation itself. Scoring is influenced by a host of factors, including the quality and rigor of evaluations, their coverage of the very specific performance criteria (including the extent to which explicit judgements are made in the evaluation report), and the individual bias of the evaluators, who may be excessively generous or strict in their assessments. With many of the criteria, evaluations tended not to provide enough evidence to meet all the elements of a top score, even if the evaluation was overall quite positive.

As highlighted in the previous meta-analyses, rating performance criteria by a third-party reviewer introduces an additional distortion, as the reviewer is called upon to interpret uncertain or very limited information, and to be consistent in judgement across an inconsistent sample portfolio.[16]

**Limitations in comparisons to previous meta-analyses:** Differences in methodology between each of the three meta-analyses conducted so far mean that the results from the three exercises are not fully comparable. The 2011–2012 meta-analysis: (a) modified the performance criteria from the 2009–2010 meta-analysis from 38 performance indicators to 28; (b) introduced a six-point scale for scoring to replace the four-point scale; and (c) eliminated the descriptions of each level of scoring for each individual criterion. The current meta-analysis: (a) was based on 26 criteria; (b) returned to a four-point scale; and (c) re-introduced detailed descriptions of each level of scoring for each criterion. These differences are further elaborated in Annex III.

In spite of these caveats, the study offers a useful review of some of the performance dimensions and issues relating to ILO's development cooperation. This is reinforced by the fact that the broad findings are relatively consistent with those of the previous meta-analyses.

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[15]  The 40 evaluations represent expenditures of US$145 million, out of total development cooperation expenditures for 2013–2016 of US$991.34 million.

[16]  To help increase inter-rater reliability, each of the five reviewers completed a review of the same evaluation report, and compared and discussed the results. In addition, the Team Leader reviewed all scores prior to finalization.

# 2. FINDINGS

## 2.1  OVERVIEW OF RESULTS

Overall, the results from the meta-analysis were largely positive, with projects demonstrating their relevance and effectiveness, particularly in the main results areas of knowledge development, capacity building, normative work, and policy influence. The vast majority of projects made good progress in completing both outputs and immediate objectives.

Most projects also performed successfully in terms of implementation, although this was an area identified as needing improvement in many projects, particularly in establishing targets, aligning indicators and outcomes, monitoring and reporting, implementation management, and having adequate resources. In terms of project design, some areas were also in need of improvement, particularly gender sensitivity and design validity.

Figure 3 shows the distribution of scores 1–4 for all the performance criteria.

Coverage of performance criteria (that is, whether there was sufficient information to apply a score) affects the significance of results, as it varied from as low as 25 per cent of evaluations in the sample to 98 per cent (although most performance criteria were covered in at least 80 per cent of evaluations). This wide variation is similar to past meta-analyses, with a small set of similar performance criteria continuing to have low coverage (see Annex IV).

A quantitative comparison with the results of meta-analyses from previous years shows that average scores are lower than in the 2011–2012 meta-analysis, but similar to that of 2009–2010 meta-analysis. As a result of differences in scale applied, scoring approaches, and changes to the wording of performance criteria, any comparisons must be made with caution. Broad trends from the three meta-analyses indicate that:

■ performance criteria relating to effectiveness continue to receive the highest scores of the three performance areas, while other areas of typically stronger performance continue to show strength; and

■ challenges in implementation (and some other specific performance criteria in other sections) have persisted.

Also worthy of note is that the issue of "bureaucratic slowness and remoteness of decision-making" which was emphasized in the 2011–2012 meta-analysis and reported as being an obstacle to implementation, but did not appear to be a significant issue in the current sample of projects, suggesting improvement in this regard.

## Figure 3. Distribution of scores by performance criteria



**Development cooperation perforance criteria**

| Criteria | Unsuccessful | Partly successful | Successful | Highly successful |
|---|---|---|---|---|
| 1.1 Link between project purpose and/or objectives with P&B outcomes | 3.7 | | 74.1 | 22.2 |
| 1.2 Casual link between project objectives and DWCP outcomes | | 6.1 | 78.8 | 15.2 |
| 1.3 Constituent support | | 37.8 | 54.1 | 8.1 |
| 1.4 Validity of design/approach | 5.3 | 36.8 | 55.3 | 2.6 |
| 1.5 Pro-poor focus | | 30.0 | 70.0 | |
| 1.6 Gender-sensitive | 9.1 | 63.6 | 27.3 | |
| 2.1 Quality and completeness of outputs | | 13.5 | 78.4 | 8.1 |
| 2.2 Achievement of immediate objectives | | 21.1 | 71.1 | 7.9 |
| 2.3 Knowledge development | 3.4 | 20.7 | 75.9 | |
| 2.4 Capacity building | | 5.1 | 87.2 | 7.7 |
| 2.5 Normative work/standards promotion | | 12.0 | 60.0 | 28.0 |
| 2.6 Policy influence | 2.8 | 13.9 | 69.4 | 13.9 |
| 2.7 Strategic importance of results achieved | | 5.9 | 88.2 | 5.9 |
| 2.8 Strategic relationships | 2.9 | 14.3 | 77.1 | 5.7 |
| 2.9 Tripartite processes being embedded in approach | 10.3 | 20.7 | 62.1 | 6.9 |
| 2.10 Sustainability of policies, knowledge & capacities | 2.6 | 30.8 | 59.0 | 7.7 |
| 2.11 Acknowledgement and use of ILO expertise | 5.9 | 5.9 | 47.1 | 41.2 |
| 2.12 Resource leveraging | 0.0 | 33.3 | 45.8 | 20.8 |
| 3.1 Goal orientation | 34.4 | | 46.9 | 18.8 |
| 3.2 Implementation management | 17.1 | 28.6 | 51.4 | 2.9 |
| 3.3 ILO support to project | | 21.4 | 78.6 | |
| 3.4 Internal ILO coordination | | 29.4 | 61.8 | 8.8 |
| 3.5 Monitoring and reporting | 11.1 | 52.8 | 36.1 | |
| 3.6 Visibility and accessibility to knowledge and information | 6.1 | 36.4 | 48.5 | 9.1 |
| 3.7 Cost efficiency | 3.6 | 17.9 | 71.4 | 7.1 |
| 3.8 Adequacy of resources | 2.9 | 50.0 | 44.1 | 2.9 |

**Scoring distribution within questions (%)**

■ Unsuccessful   ■ Partly successful   ■ Successful   ■ Highly successful

The following sections provide more detail on the results of each performance criteria. Quantitative scoring information is presented, focusing on the proportion of 'less successful' scores ('Unsuccessful' + 'Partly successful') to 'more successful' scores ('Successful' + 'Highly successful') (figure 4). Qualitative information from evaluations is also presented, including applicable excerpts from the evaluation reports. Where particularly relevant, the impact of coverage on the score is noted. For a comparison of scoring of performance indicators over time, see section 3. For details on the scoring matrix, see Annex V.

## 2.2 STRATEGIC RELEVANCE AND ALIGNMENT

The relevance and alignment of ILO projects was assessed through six performance criteria, covering links between project objectives and outcomes, the extent to which constituents were involved in project formulation and implementation, the validity of the project design, and the extent to which project design considered poverty reduction and gender sensitivity.

Figure 4. Strategic relevance and alignment
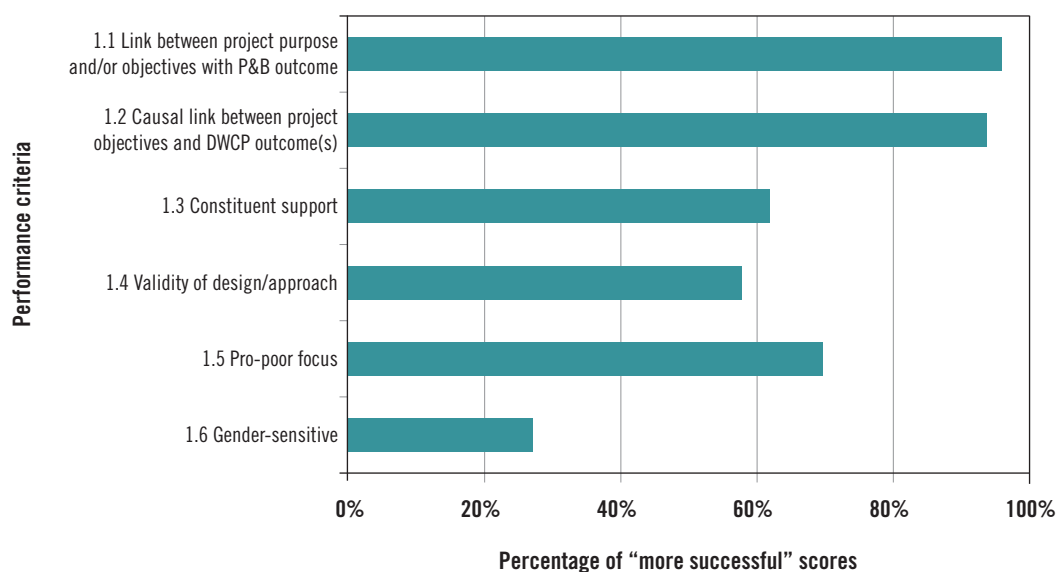


2.2.1 Link between project purpose and/or objectives with P&B outcome

Coverage: 68 per cent

As in the previous meta-analyses, the projects in the sample were aligned with high-level outcomes from the P&B (96 per cent). In all projects that could be scored, the projects' purpose or objectives show clear links to one of these outcomes. In some cases, projects supported multiple outcomes, or complemented projects related to other outcomes. A typical example is project **Outcome 5: Thematic Funding for 2014–2015** (GLO/14/67/SID): «Conceptually the focus on improved working conditions for vulnerable workers is coherent with a range of other outcomes in the ILO P&B and the project has been designed in a way that realizes synergies with other ILO strategic outcomes, and avoids conflicts with them…the project is also very well placed to feed into the new iteration of the ILO P&B."

The lower score received by one project reflected the concern in the evaluation report that the lack of attention to gender reduced the relevance of the project to the part of the P&B outcome explicitly related to gender.

Some projects could not be scored because the evaluations did not comment on relevance to the P&B outcomes.[17] However, some aspects of relevance were addressed by all evaluations.

2.2.2 Causal link between project objectives and DWCP outcome(s)

Coverage: 83 per cent

The analysis found that projects were clearly linked to the DWCP(s) or country programme outcomes (94 per cent). All but two projects received a successful or highly successful score. It is important to note that the lower score for these two projects does not necessarily reflect a lack of relevance, but rather that the evaluation report did not provide enough evidence to justify a higher score.

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[17]   Amongst the projects that could not be scored, the meta-analysis team did not observe any projects where overall relevance would be of concern.

Regional projects taking place in multiple countries also demonstrated relevance in linking to a range of DWCPs. In a typical example, the project **Employers have strong, independent and representative organizations** (GLO/14/59/NOR), had adapted project activities "to each country context in 11 countries. Project interventions were based on a country plan, were internally coherent, and complemented other activities in the country. Interventions were consistent with employers' organizations perceived needs."

Successful projects were typically not only relevant to DWCP outcomes, but were also complementary to, or integrated into, other ILO interventions in the country or region. For example, in **From the crisis towards decent and safe jobs in Central Asia and Southern Caucasus** (RER/09/05/FIN), "the project's strategic priorities were harmonized with the ILO strategy in the region. It explicitly aimed at integrating the project into DWCPs and ILO's regular activities to achieve greater impact… it is also based on an integrated multiple-pillar technical approach to align the project more efficiently with the DWCPs priorities."

Often, projects were also relevant to other national priorities reflected in United Nations (UN) frameworks, national or subnational policies and strategies, and other international initiatives. Projects with strong relevance also based their interventions on demand from stakeholders, which was gathered through consultation processes. As a result, projects were consistent with the perceived needs related to decent work.

### 2.2.3 Constituent support

**Coverage: 93 per cent**

A majority of projects (62 per cent) were found to be successful at actively involving constituents in project formulation and implementation. In these more highly rated cases, projects involved representatives of all the main constituents in project design and project implementation, so that projects directly addressed their needs. A model used in the project **Better Work Jordan – Phase I** (JOR/07/02/USA), for example, incorporated a tripartite Project Advisory Committee (PAC) which included three representatives from the government, three from employers' organizations (EOs), and three from workers' organizations (WOs). The PAC met at least 15 times from project inception, and "played an important role in building stakeholder support for the project, identifying challenges, and building a tripartite consensus around proposed solutions". The PAC was complemented by an annual buyers' forum, which provided for broad consultation with stakeholders.

However, there were almost as many cases where not all constituents were clearly consulted in project design. Involvement in project implementation appeared to be more frequent, but even then there was sometimes a large disparity in constituents' involvement, or they were only involved at a later stage of the project.

### 2.2.4 Validity of design/approach

**Coverage: 95 per cent**

Project design did not always enable projects to realize their intended objectives as effectively as possible. A small majority of projects (58 per cent) were seen to be successful or highly successful in their design. Various issues were identified by the evaluations, and improvements suggested, for the remaining projects.

The most frequent strength of project design mentioned in the evaluations was that activities, outputs, and objectives were well defined and linked together, and that stakeholders' inputs were considered in the design, ensuring that the project strategy was based on stakeholders' needs. Strong designs were also logical and coherent. For example, the evaluation of **Economic empowerment and HIV vulnerability reduction along transport corridors in Southern Africa** (RAF/10/04/SID) noted that «the validity of design of the project [was] logical and coherent based on the…foundational information upon which the

project was conceptualized and designed; extent of consultations with constituents and other stakeholders during project design and implementation; efficacy of the EE development model; adequacy of intervention mix and plausibility of causal linkage between project objective, planned outputs, anticipated outcomes and impact."

The most frequent criticism of design was that situational assessments were inadequate and either based on wrong assumptions, or lacked understanding of the implementation context. As in previous meta-analyses, in some cases, projects were also found to be too ambitious or unrealistic, had too wide a geographic scope, or covered too many activities. In a smaller number of cases, activities did not directly contribute to the defined outcomes, or were not linked to measurable project objectives. The project **Applying the G20 Training Strategy** (Phase I) (GLO/12/50/RUS) was criticized for delivering a "range of activities in support of the project's objectives" that was "very broad – so broad, in fact, that the project may have spread itself too thinly in some respects. Deeper interventions in fewer developmental areas may have generated more significant and sustainable changes in some locations."

### 2.2.5 Pro-poor focus

| Coverage: 25 per cent |
| --- |

As in the 2011–2012 meta-analysis, the pro-poor criterion was not addressed in most evaluation reports, and thus few conclusions could be drawn on its effectiveness in ILO development cooperation projects. A quarter of the projects that were scored on this criterion were in most cases (70 per cent) considered successful. For these projects, evaluations noted that the projects were clearly aimed at reducing poverty and were targeted at the poor, such as children in the workforce and other vulnerable groups. Even in these cases, the evaluation report analyses were minimal. Three-quarters of the evaluations did not analyse the degree of focus on poverty or the success of poverty targeting at all, except perhaps noting that poverty reduction was a stated objective of the project.

An example of the assessment on the pro-poor focus was the project **Monitoring and Assessing Decent Work in Developing Countries** (INT/07/15/EEC), which noted that "target groups were clear and appropriate" and that "final beneficiaries included all women and men engaged in the labour force, especially those without access to decent work and with earnings below the poverty line. This was in line with the poverty reduction strategies of the project." The project **Promotion and building unemployment insurance and employment services in ASEAN countries** (RAS/13/53/JPN) noted "The project has a specific intent related to poverty: to support ASEAN governments in setting up measures to guarantee income replacement and access to decent re-employment opportunities for the unemployed and working poor. The project also promoted the approach of the Social Protection Floor (SPF), which comprises a set of nationally defined basic social security guarantees, including employment support schemes. These measures contribute to preventing or alleviating poverty."

In this meta-analysis, many of the projects that could not be scored due to a lack of analysis in the evaluation reports had probably aimed to improve the living conditions of the poorest. However, to make a meaningful conclusion, the coverage of this criterion would have to be increased.

### 2.2.6 Gender sensitive

| Coverage: 83 per cent |
| --- |

The inclusion of gender sensitivity[18] in project design was one of the weakest criteria in the study, with 73 per cent of projects needing improvement. The most common gaps were a lack of sex-disaggregated

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[18]   While this report uses the terminology in use when the projects in the sample were designed, current terminology in use at ILO is 'gender responsive', and future meta-analyses would be expected to use this term.

data, and of gender-sensitive indicators or gender-specific objectives. Gender analyses were not systematically conducted, nor were they used to inform project design.

Although it was not a strong component overall, the majority of projects (the 91 per cent who were scored as 'Partly successful' or higher) did incorporate at least some element of gender sensitivity, whether it was a limited coverage of indicators disaggregated by sex, or some minor consideration of gender issues in their strategy or activities.

The project **ASEAN-focussed labour market governance programme** (RAS/13/50/JPN) is an example of a project receiving a low score: "The project stated that gender would be mainstreamed at all stages of the project but it's clear that the project design did not consider the gender dimension of the planned intervention, as there was an apparent lack of sex disaggregated data; a lack of gender analysis was provided in project documents, an absence of a strategy to mainstream gender in activities; insufficient monitoring strategy to institutionalize gender mainstreaming; gender not considered in target groups; no specific gender objectives; no indicators or means to verify achievement of objectives from a gender perspective."

In other cases, gender was a stronger element of projects. In the project **Economic empowerment and HIV vulnerability reduction along transport corridors in Southern Africa** (RAF/10/04/SID), the gendered aspects of HIV infection were recognized through a strategy and specific actions to address gender at a structural level. While these actions were found to be a sound means of addressing gender inequality, the evaluation also concluded that the effectiveness of the project's gender strategy was diluted by the failure to undertake the proposed gender analysis study, which would have informed implementation. In another positive case, **Women's entrepreneurship development and economic empowerment-Global Component** (GLO/14/53/IRL), the ultimate beneficiaries were women entrepreneurs operating micro and small enterprises, and "the project team and implementation partners took a gender relations perspective....This was done with the idea that gender equality is best achieved with the involvement of both sexes. In the training and capacity building activities, men who showed interest were also allowed to participate, which proved to be good for the dynamics of empowerment within the group, and helped men in the community, who did not take part, to understand what the women of their community were doing."

## 2.3 EFFECTIVENESS, SUSTAINABILITY, AND IMPACT

Effectiveness, sustainability, and impact is addressed through 12 criteria: quality and completeness of outputs; achievement of immediate objectives; knowledge development; capacity building; normative work/ standards promotion; policy influence; the strategic importance of the results achieved; strategic relationships; tripartite processes being embedded in the approach; the sustainability of policies; knowledge and capacities; acknowledgement and use of ILO expertise; and resource leveraging (figure 5).

### 2.3.1 Quality and completeness of outputs

| Coverage: 93 per cent |
| --- |

As in previous years, the intended outputs of ILO projects were largely completed and were of good quality; indeed, this was one of the most highly scored aspects of performance. In some cases, projects exceeded their targets on one or more outputs, despite the challenging context and short timelines. The use of outputs was also described in some projects, reflecting quality and relevance.

Figure 5. Effectiveness, sustainability and impact
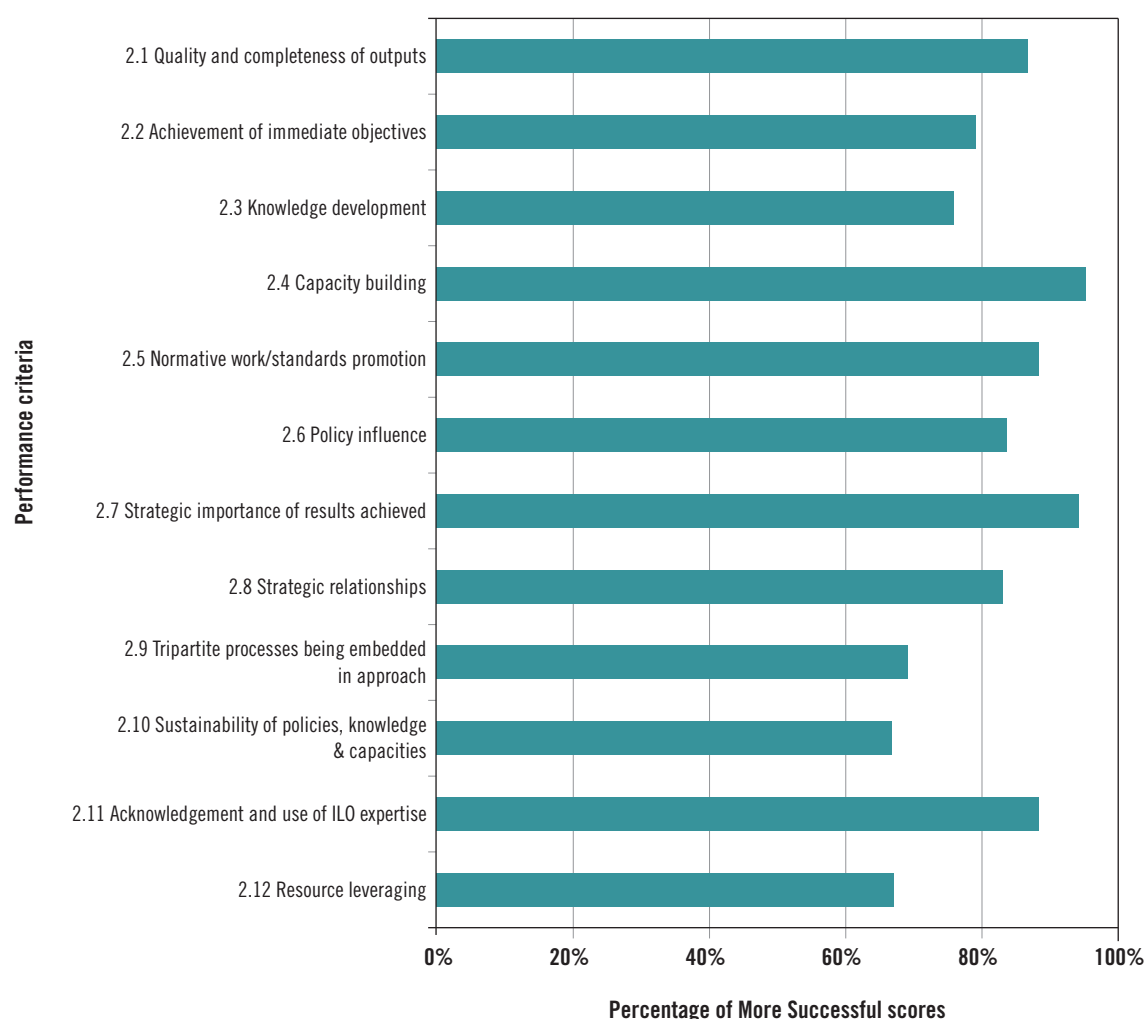


For example, the project **Labour rights: Preventing trafficking for labour exploitation in China (CP-Ting Phase II)** (CPR/09/01/CAN) "reached more than double the amount of direct beneficiaries originally intended for this project, demonstrating the success of the project. All outputs have been achieved and are considered of high technical quality by stakeholders and partners." The project **Promotion of decent work in the South African transport sector (Phase I)** (SAF/10/02/MUL) managed to "deliver and even surpass the set targets by impressive margins", despite unforeseen challenges "including the delay in project start up; the shortened project time line; the general negative mind-set towards change; the apparent inter-party mistrust and suspicion among and between stakeholders; [and] high turnover of management staff...An overwhelming majority of respondents viewed the quality of project outputs to have been quite good." The project **Promotion and building unemployment insurance and employment services in ASEAN countries** (RAS/13/53/JPN) created technical supports that were quickly put into use by the Vietnamese government to revise and issue legal guidelines for Unemployment Insurance (UI) policy implementation.

A recurring challenge mentioned in terms of completing outputs was delays in implementation, which might be experienced in any type of project, such as political disruption in the country, or activities simply taking longer than expected.

## 2.3.2 Achievement of immediate objectives

A majority of projects was found to have mostly met their immediate objectives (71 per cent), with a small number fully meeting their objectives (8 per cent). These projects made reasonable or strong progress towards overall outcomes.

Most of the results achieved by projects are associated directly with the specific results criteria that follow this section (knowledge development, capacity building, normative work/standards promotion, policy influence), and are described in more detail there. The score given for this particular criterion reflects overall project progress regardless of what the project objectives were. In many cases, project results stem from activities across these specific results areas.

Some examples of these include:

- Achievements in improved working conditions realized through increased worker-management cooperation in factories (CMB/13/02/MUL);

- Workplace compliance with decent work standards in the apparel sector through provision of advisory services, registering factories for factory visits (JOR/07/02/USA) and building institutional and technical capacities in labour inspection (VIE/13/02/NET);

- Employment creation through skill transfer for community participation in infrastructure development (GHA/11/01/IBR) and training in the tourism sector (GLO/12/50/RUS);

- Socioeconomic improvements for beneficiaries (RAF/10/04/SID) (see textbox above);

- 400 children withdrawn from the shrimping industry as a result of awareness-raising, delivery of education and other services to children and families, and engaging with key actors in the shrimping supply chain (THA/10/50/USA);

- 1,736 children and adolescents withdrawn from the worst forms of labour and 3,534 prevented, beginning with policy influencing and fostering dialogue (RLA/09/52/USA).

Specific gender-related results were also achieved, such as more female workers in Viet Nam being able to claim UI benefits since the revision of UI regulations (RAS/13/53/JPN), improved business performance and an increase in income for female entrepreneurs (GLO/14/53/IRL), the generation of awareness about gender discrimination and encouraging more EOs to want to make a difference (GLO/14/59/NOR), and enhancing leadership skills among female trade union organizers (BGD/11/50/USA).

Other projects demonstrated the challenges in converting quality outputs into achievement of immediate objectives. The project **Work for Youth (W4Y)** (GLO/11/01/MCF) "added significantly to the global body of detailed information about youth employment by implementing the survey in 34 countries. The new information generated…supports ILO country-level employment policy development and global ILO research and advocacy…However…ensuring that W4Y was relevant as a discernible input into policy, programme or dialogue proved to be very challenging. The team found few instances where stakeholders saw the survey as an important input into the major government policy and program initiatives to youth employment."

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**BOX 1**

**Project example:
Achievement of immediate objectives
Economic empowerment and HIV vulnerability
reduction along transport corridors
in Southern Africa (RAF/10/04/SID)**

"In addition to the remarkable achievements in terms of planned outputs, the project also made significant achievements in terms of outcomes with beneficiaries that were trained and had adopted trained business skills… reporting greater socio-economic improvements compared to the untrained (control group)… key outcomes included the increase in percentage of beneficiaries reporting: (i) Improved access to credit; (ii) Increase in net profits; (iii) Improved socio-economic status; (iv) Increased personal savings; (v) Increased average spending on education, health services and nutrition; (vi) Increased economic advancement; (vii) Increased power and agency towards economic advancement; (viii) rejection of any reasons for gender based violence; and (ix) Acceptance of refusal of sex with main partner/spouse in the presence of a sexually transmitted infection without condom use."

Although coverage of this performance criterion was high, it was often difficult for evaluators to effectively assess the achievement of outcomes, usually related to measurement difficulties. In some cases, objectives did not have numerical targets, it was too early to assess outcome achievement, or there was a lack of documentation to assess the extent to which objectives had been achieved. In two extreme cases in which this criterion could not be scored, the evaluators noted that either the indicators or other elements of the project design made it difficult or impossible for them to determine whether the immediate objectives had been met.

### 2.3.3 Knowledge development

**Coverage: 73 per cent**

Most projects (76 per cent) succeeded in bringing together dispersed knowledge or generating new knowledge to support policy dialogue at local, national, or global levels. This knowledge was typically of good quality, and relevant to decision-makers or others. In the one-quarter of the projects that scored lower, activities related to knowledge development being more minimal. In cases that could not be scored, knowledge development was not an intended objective, or was not discussed in the evaluation. Actual usage of knowledge development products was not usually well articulated in the evaluations, which focused rather on the quality and relevance of the products. However, specific concerns with the quality of products were rarely mentioned.

Typically, knowledge development products and activities were a contributing factor in the results obtained in policy influence and international labour standards (ILS), which are described in subsequent sections. Knowledge generation outputs include research studies and reports, issue papers, situation analyses, databases, surveys, training manuals, guides, toolkits, subject guidebooks, curricula, and methodology development, amongst others. Some of the specific knowledge generation products described in evaluations include:

- Report on the situation of child migrants and a Manual for Migration Women's Homes, using a Training of Trainers methodology (CPR/09/01/CAN);

- Guides for Practitioners for labour-intensive public works or training, and as implementation reference material (GHA/11/01/IBR);

- Methodology for capturing the challenges of youth in transitioning from school to work, related surveys in 34 countries, and curated data made widely available at the global level (GLO/11/01/MCF);

- Toolkit developed on an 'Enabling Environment for Sustainable Enterprise' to support EOs, and a survey of 1,300 companies undertaken for a report on women in management (GLO/15/59/NOR);

- Research studies on attitudes and perceptions of beneficiaries on child works, migration and trafficking of children, and the establishment of a national Knowledge Centre on Child Labour (IND/08/50/USA);

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**BOX 2**

**Project example:
Knowledge development
Outcome 5: Thematic Funding
for 2014–2015** (GLO/14/67/SID)

"Research and knowledge development has been a key contribution of the project, both in terms of global products, and in terms of national level research and methodology development. This has been a very strong, and much appreciated, aspect of the project including work on the knowledge base on minimum wages in Costa Rica and Cabo Verde, on the legal gaps between national domestic work legislation and C189 (e.g. in El Salvador and Zambia) and on the specific needs of domestic workers in relation to social security.

As emphasised previously, while much of the impact of the project has built on advocacy and attitude change, the role of ILO as a technical institution with know-how on research and methodology development has been critical in grounding political debates in empirical knowledge, which has been key to securing the buy in and political commitment of tripartite partners.

A critical component of the capacity building [of national organizations to lobby for the rights of domestic workers and low wage workers] has been to build the creation and use of research, tools and knowledge."

■ Issue papers providing in depth analysis of law reform in Myanmar and an overview of industrial relations with options for the future (MMR/13/06/NOR);

■ Guidelines for the practical implementation of a new unemployment insurance law (RAS/13/53/JPN);

■ A guide for labour inspectors in the informal economy (RAF/10/56/FRA);

■ A 'Blue Book' containing information for agencies and schools, used to advocate with school administrators to facilitate access to schools for migrant children (THA/10/50/USA).

## 2.3.4 Capacity building

**Coverage: 98 per cent**

Nearly all projects had capacity building objectives and activities, and this was a very strong area of performance for ILO projects in the sample, with the vast majority of projects (95 per cent) generally contributing to building capacity at the level of the individual or at institutional level.[19]

Recipients of capacity building usually included one or more of the tripartite partners, but sometimes also included other target groups, such as children, youth, journalists, labour inspectors, teachers, and small business entrepreneurs. Capacity building was most often carried out through workshops or trainings and, sometimes, through a trainer-of-trainers approach, which was seen to be a useful strategy.

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**BOX 3**

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**Project example: Capacity building
Outcome 10: Thematic funding for 2014-15
(Norway-ILO Partnership Programme 2012-15)** (GLO/14/60/NOR)

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"The project paid particular attention to capacity building… and… strengthening trade union platforms in countries in which trade union fragmentation is a challenge… The programme was able to respond to growing demands for assistance from workers' organizations in building trade union capacity in addressing the problems of labour rights in global supply chains and export processing zones. This included strengthening the knowledge and research capacity of workers' organizations, building capacity to promote freedom of association and collective bargaining and supporting organizing activity, and strengthening labour education programmes for workers' representatives… The projects have delivered an extraordinary diverse programme of activities and outputs across many countries, in many different contexts, and addressing a wide range of issues. In totality, they represent a substantial contribution to the development of strong, independent and representative organizations."

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Capacity was built in a wide variety of topics, including:

■ occupational health and safety

■ labour inspection

■ labour law reform and compliance

■ industrial relations

■ child labour

■ protection for young workers

■ rights of domestic workers

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[19] In commenting on the draft report, ILO staff noted that despite the positive findings of evaluations, weaknesses noted elsewhere in this report such as poor situational assessments and goal orientation are frequently observed in project proposals and designs related to capacity building. This makes it challenging to measure progress beyond trainings delivered, or to what extent training provided to individuals contributed to enduring capacity at the key organizational or institutional levels.

- media strategies
- survey methodology
- research skills
- tripartite consultations
- social dialogue
- collective bargaining skills
- dispute prevention and settlement
- leadership skills
- life skills
- developing strategic plans and policies
- global supply chains
- export processing zones
- financial management and literacy
- business management skills
- enterprise development
- actuarial assessment
- rural road rehabilitation.

As with knowledge development activities, capacity building was not an end in itself, but contributed to further results such as policy influence.

### 2.3.5 Normative work/standards promotion

**Coverage: 63 per cent**

The integration of ILS into projects was an area of focus and strong performance (88 per cent) in those projects that could be scored. In these cases, strengthening ILS was one of the objectives of the project, and this was supported by a range of activities, including training, technical assistance, policy development, and awareness campaigns aimed at strengthening policy and regulatory frameworks, and guiding the development of national policies, systems and programmes at country level.

While most evaluations did not articulate to what extent ILS had been strengthened through ILS-related activities, some evaluations provided specific examples directly related to ILS:

**BOX 4**

**Project examples: Integrating ILS Strengthening labour administration in Afghanistan** (AFG/10/01/USA)

"A central component of the project has been integrating the ILS…they have served as the project's guiding framework in developing a labour code and association regulations. They have also served as the principle in directing administrative reforms and establishing mechanisms for labour administration, inspection, and tripartite consultations. The project staff have used ILS as the topic of training workshops for tripartite constituents, labour inspections, dispute resolutions, fundamental labour rights, rights at work, and hazardous work for minors."

- Building an evidence base in the garment industry and influencing factory monitoring practices generated confidence amongst stakeholders and improved compliance with national labour laws and strengthened monitoring practices (CMB/12/02/MUL);
- Supporting Brazil's Programme for the Eradication of Child Labour helped prevent the passing of legislation that would have lowered the minimum age for work (BRA/08/50/USA);
- Awareness raising, technical support, and the development of guidelines for the implementation of the UI law led to the ratification of ILO's Promotional Framework for Occupational Safety and Health

Convention, 2006 (No. 187) by Viet Nam and the development of a roadmap to the ratification of the Asbestos Convention, 1986 (No. 162) (RAS/13/53/JPN);

■ Raising knowledge and awareness of the magnitude and nature of child labour, and situating issues of child labour in national and regional agendas, contributed to the adaptation of national legislation to international standards, and the signature and ratification of the Worst Forms of Child Labour Convention, 1999 (No. 182) (RLA/09/52/USA).

Coverage of these performance criteria is low, and it is unclear whether or not it was intended that ILS should be integrated into some projects, or simply that evaluations failed to analyse this aspect. However, the meta-analysis team notes that many of the non-scored projects may have included ILS.

## 2.3.6 Policy influence

**Coverage: 90 per cent**

Influencing policy was an area of successful performance for most projects (83 per cent), where the stakeholders' capacity to influence policy at national, subnational, or municipal levels was improved. This was achieved through ILO technical cooperation or support, and through the provision of products and activities such as training, assistance in drafting policy papers, strengthening policy development capacity, developing tools, advocacy, awareness raising, mass-media campaigns, and developing new concepts and tools for political debate.

Specific policy influence examples provided in the evaluations included:

> **BOX 5**
>
> **Project example: Policy influence**
> **Employers have strong, independent**
> **and representative organization (Outcome 9)**
> (GLO/14/59/NOR)
>
> "The work has been very successful. ACT/EMP has supported Employer Organizations (EOs) to develop strategic plans, to strengthen services and to enhance their capacity. As a result of their enhanced capacity, they are seen to be generating excellent research and persuasive policy positions. Most of the EOs supported through this programme have been effective; there is evidence that most have been able to influence public policy."

■ Technical advice and advocacy work from ILO assisted in the promulgation of State law 11.479 in Bahia, Brazil, which sets restrictions on the concession and maintenance of state funding and tax incentives to employers who do not adopt practices of decent work, and do not meet the law that deals with quotas for the disabled and young apprentices, as well as Presidential Decree 6.481 that defines the list of worst forms of child labour (BRA/08/50/USA);

■ Policy advocacy and evidence from new research contributed to provincial regulations on student workers in Jiangsu province, the People's Republic of China, and an increase in labour inspections and quotas for migrants attending vocational schools (CPR/09/01/CAN);

■ Building the capacity of EOs for analysis, research, strategic planning, and dialogue and advocacy contributed to successful policy influence, for example, in Botswana, Business Botswana, which lobbied in 2012/13 for the acceleration of privatization, resulting in an Initial Public Oficer (IPO) in 2015 following a detailed country assessment; in Honduras, the Consejo Hondureño de la Empresa Privada persuaded the government to remove a key impediment to business registration; in Zambia, the Zambia Federation of Employers has influenced the government over casualization (GLO/14/59/NOR).

## 2.3.7 Strategic importance of results achieved

**Coverage: 43 per cent**

The strategic importance of the projects' results to national development outcomes was one of the most highly scored elements in the study, although only based on 43 per cent of the evaluation reports. Of

these reports, 94 per cent were 'Successful' or 'Highly successful'. These projects were well aligned with national and/or regional policies, priorities, and development goals, such as national action plans. They provided support for the implementation or advancement of relevant policies.

For example, **Programa para la promoción de un Piso de Protección social en la región andina** (RLA/14/03/SPA) was seen to contribute to strategic results: "Interviewees highlight that the project contributed research, solved problematic dynamics and identified key challenges in Social Security processes. These outputs are considered of strategic importance for the government to be able to advance key public policy in Social Safety floor and overall development."

In the project **Desarrollo de las instituciones tripartitas y mecanismos que defienden y promocionan la realización de los derechos laborales fundamentales en Colombia** (COL/13/02/USA) the "three strategic outcomes can be attributed largely to the intervention...Another evidence of a positive, strategic result is that Colombia's National Development Plan 2014–2018 has embodied in two articles the issue of decent work, strengthening social dialogue and compliance with fundamental rights at work. This gives legitimacy to further potential actions in these areas." Similarly, Better Work Jordan – Phase I (JOR/07/02/USA) also played "a strategic role that led to the development and approval of the Collective Bargaining Agreement and the National Strategy for the Jordanian Garment Sector [which], if implemented, could change the dynamics of the industry."

In projects that could not be scored, evaluations did not specifically comment on the strategic importance of results or differentiate this from the relevance of results.

### 2.3.8  Strategic relationships

**Coverage: 88 per cent**

The building of key relationships with other organizations is a strong area of performance for the projects in the sample (83 per cent). Relationships were forged with other key organizations such as UN agencies, government ministries, donors, and other relevant institutions or entities. Where these were characterized, it was often mentioned that these were strong or positive relationships. Often, project activities were implemented by partners, or in collaboration with other organizations. In some cases, building partnerships was a key project strategy, often with organizations that have common objectives with the ILO, and have complementary skills.

For example, the added value and comparative advantages of the project **Support to National Efforts Towards a Child Labour-free State, Bahia-Brazi**l (BRA/08/50/USA) stood "on its capacity to facilitate inter-agency networking, enhance cross-agency actions, facilitate transfer of south-south and horizontal solutions, and engage stakeholders in municipal, state and federal actions to fight child labour…The project worked with families and civil society in the 18 municipalities...The project involved not only decision makers, but also civil society during its design and implementation…26 private firms and university-based research units were contacted and instructed as part of the project."

The evaluation for **Economic empowerment and HIV vulnerability reduction along transport corridors in Southern Africa** (RAF/10/04/SID) stressed the important role strategic partnerships played in achieving project objectives: «Regular and consistent collaboration with strategic partners played a key role in project performance….The project has been collaborating with a wide range of partners. These include other UN agencies, business associations, multi-lateral financial institutions, cross border associations and other organizations working in the transport corridors dealing with matters related to HIV prevention…The Mission attributes the astounding good performance of the project to the adherence of this strategic partnership approach…and also support by national partners."

One recurrent challenge was where projects missed opportunities in terms of working with local partners to improve implementation or create synergy, to help achieve project objectives.

### 2.3.9 Tripartite processes being embedded in approach

**Coverage: 73 per cent**

Embedding tripartite processes in project approaches was found to be an area of good performance in most of the projects (69 per cent) that could be scored. Projects frequently aimed to strengthen institutions or create spaces for tripartite dialogue. Some evaluations noted that tripartite processes and dialogues created through the project had a positive impact, such as increasing constituents' mutual understanding, fostering inclusive tripartite dialogue, strengthening the capacity of one or more constituents' engagement in tripartite dialogue, or otherwise boosting project results.

For example, the project **Outcome 10 independent evaluation: Workers have strong, independent and representative organizations – Trade unions for social justice** (GLO/11/57/SID) "provided an important capacity building support for workers organisations to engage effectively in tripartite consultations and social dialogue on labour market related issues alongside employers' organisations and representatives of government…In addition, the programme strengthened trade unions by helping them to recruit members."

The project **Promoting fundamental principles and rights at work through social dialogue and gender equality** (MOR/11/03/CAN) was credited with making a "strategic decision to concentrate its resources on strengthening knowledge on social dialogue, freedom of association and non-discrimination based on gender in the workplace. Tripartite workshops…and conferences provided a forum for dialogue between the government and trade unions during a time when many important reforms were being considered, contributing to the project goal of reinforcing democratic processes and social dialogue."

In a small number of cases, evaluations point out that the project's objective to strengthen tripartite institutions or spaces had failed, or that a particular constituent group had not been involved in the project where it should have been.

In many evaluations, there was little analysis of this performance criterion, beyond discussing constituents' involvement in project design or implementation, and the evidence provided was rarely enough to justify the highest scores.

### 2.3.10 Sustainability of policies, knowledge and capacities

**Coverage: 98 per cent**

A majority of projects (67 per cent) demonstrated at least some tangible possibilities for maintaining or advancing results. In these higher scoring projects, key stakeholders' ownership was often mentioned as an important factor in sustainability. Other elements that contributed to an increase in sustainability included: delegating responsibility for implementation of project activities to key stakeholders; capacity building; targeting the right stakeholders in project activities; developing strong working groups or steering committees; disseminating project products (such as tools, publications and training material); successful awareness raising; and the integration of policy changes into legislation, curricula, or government budgets. In some cases, projects had an overall strong focus on sustainability in general throughout planning processes and implementation.

Only 24 evaluations indicated whether or not an exit strategy was present, but amongst these, its presence was variable. Eight evaluations noted that there was an exit strategy (or a 'sustainability plan'), while an equal number reported that there was no exit strategy. Where it was present, it was considered to be an important strength.

An example of a project which was thought to have good prospects for sustainability was **Promotion and building unemployment insurance and employment services in ASEAN countries** (RAS/13/53/JPN): "The project has adopted an effective and realistic approach to its exit…the project has designed a number of tools which can be used more widely and/or replicated….The project appears to have effectively built national ownership with results now anchored in national institutions. The extent to which the national partners can maintain the outcomes financially at the end of the project varies from country to country."

In most cases, there are significant risks to sustainability and, as these increase, the prospects for sustainability weaken. They include: lack of ownership; turnover in human resources within ILO or within stakeholder groups; whether or not the activities underway (such as multi-phase policy processes) would continue to move forward after the end of the project; whether or not governments would allocate budgetary resources for future activities; the vulnerable financial position of stakeholder organizations; the absence of a conducive enabling environment; unrealistic project timeframes; instability in local institutions; and insufficient stakeholder capacity.

A typical example of mixed prospects for sustainability was the project **Support to National Efforts Towards a Child Labour-free State, Bahia-Brazil** (BRA/08/50/USA): "There are uncertainties with the full sustainability of the results…The main risk related to sustainability at the municipal level are the changes in staff due to political processes...There is a real threat that the human capacity that was created and/or strengthened by the Project will not work on areas related to child labour in the near future. At the federal level the evaluation team does not see problems in terms of sustainability of the results…The main focus of the project were the decision makers and other stakeholders at federal, state and municipal levels that have the accountability and the responsibility of implementing the policies for eradicating child labour in the country. That strategy was designed to try to guarantee a better sustainability for the project."

Many also noted that ongoing support would be necessary to sustain or consolidate the projects' achievements. For example, the tools developed and tested through the project **Applying the G20 Training Strategy (Phase I)** (GLO/12/50/RUS) "were very well received and were considered innovative and engaging…However…embedding new processes and capabilities into national TVET [Technical and Vocational Education and Training] systems takes time – certainly more than the eighteen months to two years that were effectively available for this project…there was little to suggest that [national stakeholders] were yet at a stage where they could independently apply them without further technical support."

### 2.3.11 Acknowledgement and use of ILO expertise

**Coverage: 43 per cent**

ILO's expertise was appreciated in the vast majority of projects (88 per cent) for which this performance criterion could be scored. This criterion received the highest proportion of the top score of 'Highly successful' of any of the criteria in the study (41 per cent). Appreciation for ILO's technical expertise was most often mentioned. ILO was also perceived to have good relations with constituents and to be professional and trustworthy. ILO's long history and experience and tripartite structure also allowed it to play a useful mediating role.

In most cases, however, evaluations did not provide sufficient information to score this indicator, so these comments are based on a minority (43 per cent) of the reports.

Some of the typical positive reflections on ILO's expertise included:

**Desarrollo de las instituciones tripartitas y mecanismos que defienden y promocionan la realización de los derechos laborales fundamentales en Colombia** (COL/13/02/USA): "The ILO is acknowledged widely, and its tripartite structure places the institution in a privileged position to advance the implementation of the fundamental rights at work, owing to the ILO's previous experience…its exceptional documentary heritage (reports, documents, tools, methodologies in social dialogue), and the high professional quality of ILO specialists…All these factors cause the ILO to have credibility before the constituents…This image has allowed the ILO to play an important role as an articulator and motivator of social dialogue."

**Programa para la promoción de un Piso de Protección social en la región andina** (RLA/14/03/SPA): Evaluation interviewees held the ILO in extremely high regard. One individual highlighted the "continuity and permanence" of projects the ILO promotes, despite political changes or electoral turmoil. Others highlighted the mediating role the ILO plays in difficult areas between different parties with conflicting interests. One government worker mentioned that ILO projects have strong legitimacy, given that the organization is generally perceived to be "professional, trustworthy and supportive".

### 2.3.12  Resource leveraging

> **Coverage: 60 per cent**

A majority of projects that could be scored in this performance criterion were found to have leveraged a reasonable or significant quantity of government, donor and other partner resources in addition to those provided by the direct project funding to boost project results. Financial resources were most often mentioned but, in many cases, there were other types of resources gained from joint activities with partners (most often related to training). Cost sharing and collaborating with partners was a common form of mobilizing resources. In-kind support was mentioned in many cases, such as free office space, subsidized or free travel or accommodation, and the use of training services and venues.

A strong example of resource leveraging was **Women's entrepreneurship development and economic empowerment (Irish Aid/PROPEL) Global Component** (GLO/14/53/IRL): "The core of WED-EE's strategy has been to…enhance the funds and resources available to the project. High effectiveness has been achieved by leveraging the work of other UN organizations [as well as national bodies, private sector organisations, and NGOs] [the project] managed to organise additional funding of USD$750,000 for an impact study of [the] training tool. Furthermore, project funds received have been leveraged through forging close cooperation with [other stakeholders], funded by the Danish cooperation with about USD$20 million, and by mobilising contributions in kind and money from implementing partners."

Evaluations did not usually quantify leveraged resources. However, some evaluations indicated that they were small in relation to the overall project, and thus received a lower score, such as the project **Combating the worst forms of child labour in shrimp and seafood processing areas in Thailand** (THA/10/50/USA), which noted that "Private companies and NGOs have contributed financially to the project, such as providing salaries for 4 teachers, 100 scholarships for migrant children, 500 school uniforms...The evaluation concludes that given the size and net worth of the shrimping industry, the contributions are arguably insignificant."

## 2.4  IMPLEMENTATION PERFORMANCE AND EFFICIENCY OF MANAGEMENT AND RESOURCE USE

Implementation performance is addressed through eight criteria: goal orientation; implementation management; ILO support to project; internal ILO coordination; monitoring and reporting; visibility and accessibility to knowledge and information; cost efficiency; and adequacy of resources (figure 6).

Figure 6. Implementation performance and efficiency of management and resource use



Percentage of more successful scores
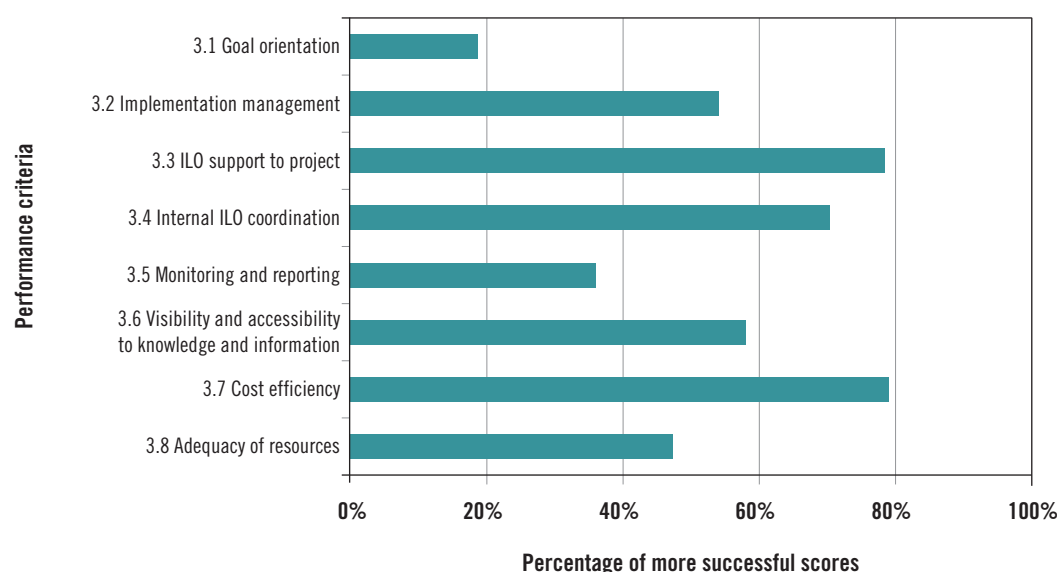
### 2.4.1  Goal orientation

Coverage: 80 per cent

This performance criterion was the weakest of the study, with only 19 per cent of projects being 'Successful' (none were scored 'Highly successful'), and the highest proportion of any indicator receiving the lowest score of 'Unsuccessful' (34 per cent).

The most frequent weakness in goal orientation was poor alignment between indicators and outcomes. Often, indicators were not measurable or were not useful to measure progress toward achieving objectives, were unclear, did not exist, or focused on inputs and outputs rather than objectives. There was often confusion between indicators, activities, outputs, results, milestones and targets.

Several examples illustrate the types of challenges identified:

**Applying the G20 Training Strategy (Phase I)** (GLO/12/50/RUS): "Intended outcomes are only broadly defined and difficult to measure…The project design did not include clear, measurable, performance indicators for any of the three Immediate Objectives…the measures included were fairly crude and were neither actively monitored by the project nor applied to all project locations. Instead, project monitoring has been solely activity-based – essentially through a checklist of what was and was not done under each output listed in the Project Document."

**Monitoring and Assessing Decent Work in Developing Countries (MAP)** (INT/07/15/EEC): "The final goal to be achieved is defined in vague terms and no precise indicators were formulated to verify how and to what degree the project had actually reinforced some undetermined capacities of some unclear target groups. Outcomes were formulated in very broad and imprecise terms. Outputs were not properly developed and aligned with outcomes. Indicators were not really appropriate proxies for results in terms of capturing relevant changes; the alignment between indicators and results was weak; targets, beneficiaries and timelines were not precise."

**Promoting freedom of association and social dialogue in Myanmar** (MMR/13/06/NOR): "The indicators were general and non-specific…The indicators for the immediate objectives focused on outputs rather than outcomes, making it difficult to measure impact. This encouraged an emphasis on implementing

planned activities rather than analysing progress. Quantitative measurements proposed in the indicators… are not possible to record accurately because of lack of reliable data."

## 2.4.2 Implementation management

| Coverage: 88 per cent |
|---|

Management of implementation was successful in just over half of the projects (54 per cent) in the sample, and was not a strong area of performance. In the remainder, evaluators suggested improvements to project management practices.

In those that were found to be largely successful, management arrangements were found to be efficient, high quality, or to have otherwise facilitated good results. In a few cases, it was specifically noted that the implementation team demonstrated good flexibility in adapting to different conditions and challenges emerging during implementation. For example, the project **Increasing workplace compliance through labour inspection** (VIE/13/02/NET) faced a half-year delay due to late recruitment of the project team, and later, the departure of the project manager. However, a small but effective project team adapted management arrangements well to allow the project to continue without disruption.

Inefficient management arrangements delayed project implementation. High staff turnover, or delays in hiring staff, and the resulting absence of key staff for implementation, was also a significant issue. In other cases, coordination and communication processes between project components or staff were a challenge to implementation.

The 16 projects that scored as 'Unsuccessful' or 'Partly successful' suggest more significant scope for improvement in management processes. In these cases, projects were more seriously disrupted by the personnel or coordination challenges noted above. For example, a lack of internal communication, split responsibilities between the project office and headquarters, the lack of support staff in the project office, coordination problems between the project and other ILO departments, as well as the absence of a supervision mechanism resulted in inconsistent management of the project **Improving the governance and protection mechanisms for labour migration in the Middle East & Advocacy Strategy on ILO's Domestic Workers Convention in the Arab States (C189)** (RAB/12/05/SDC).

## 2.4.3 ILO support to project

| Coverage: 70 per cent |
|---|

The quality of ILO's technical, programmatic, and administrative support to projects was mostly satisfactory (79 per cent). In these cases, ILO support was seen to be of good quality or excellent. In some instances, it was specifically noted that this had a positive impact on implementation, results, or management of the project.

For example, a representative project was **Technical assistance for capacity building support to the Ghana Social Opportunities Project (GSOP)** (GHA/11/01/IBR): "The support provided by the various ILO offices and experts [was]…an important and indispensable management function…the TA support has been appreciated by all project stakeholders and is evident from the achieved outputs." The project **Monitoring and Assessing Decent Work in Developing Countries** (INT/07/15/EEC) was found to have very high technical standards "at all levels (National, Regional and Global), and all of the ILO offices and experts (HQ, Regional and National Offices) were fully engaged…It is abundantly clear that the ILO implemented the project in a very professional and highly participatory manner and as a result, immediate outputs and outcomes have been achieved (in the main). The excellent quality of staff assigned to the project was critical to successful implementation."

Those projects receiving a lower score were experiencing challenges, such as a lack of ownership and leadership from the ILO technical unit, a further need of ILO support for the project, or a lack of strong technical expertise. In some cases, stakeholders found project budget, approval, or disbursement processes to be complex or inefficient. However, none of these issues were a significant trend.

### 2.4.4  Internal ILO coordination

**Coverage: 85 per cent**

Coordination within ILO was successful in a majority of projects. Many projects were cooperating with other ILO projects in the region or country, and tried to harmonize their activities and approaches in order to achieve complementary results. Resources, information, and/or expertise were often shared between ILO projects.

For example, in the project **Promotion and building unemployment insurance and employment services in ASEAN countries** (RAS/13/53/JPN), "cooperation with other ILO projects has been efficient and effective. There was a clear understanding of the roles and responsibilities by the main parties involved. The project has made strategic and effective use of other related ILO projects, products and initiatives to increase its effectiveness and impact…Project funds and activities managed to cross-fertilize well with other existing on-going projects in similar technical areas…and the project has been able to mobilise additional resources within ILO."

Similarly, the project **Creating a conducive environment for the effective recognition and implementation of fundamental principles and rights at work in Egypt** (EGY/11/03/USA) "coordinated its activities with several projects implemented by the ILO Egypt…two projects shared…key staff members. The coordination and sharing of information/resources helped to ensure that there were no duplication of efforts and resources."

In some cases, this cooperation helped to overcome project challenges, or otherwise played a significant role in achieving project objectives. For example, the project **Strengthening of inland tourism in Quang Nam** (VIE/10/01/LUX) effectively cooperated and integrated with other ILO projects, which helped overcome some of the challenges in recruiting adequate management personnel and staff in the project's early stages, by sharing office space, and human and other resources.

In a small number of cases, the lack of coordination between project components or synergy with other ILO projects was highlighted.

### 2.4.5  Monitoring and reporting

**Coverage: 90 per cent**

Monitoring and reporting closely relates to the goal orientation criterion, and was similarly an area of poor performance, receiving the second-highest number of 'Unsuccessful' and 'Partly successful' scores. A majority of projects (64 per cent) required improvement in this area.

The weaknesses often related to a lack of basic information to build an effective M&E framework, such as a lack of indicators, targets, baselines, or a theory of change. In other cases, an M&E framework was present, but was inconsistently implemented, in the sense that intended monitoring and reporting activities were not being carried out by staff. Other less frequent criticisms were that data were not being consistently collected, or that monitoring and reporting focused on the implementation of activities rather than progress toward achieving objectives. In three cases, evaluations noted that there was no project M&E framework at all.

Higher-scoring projects had established a detailed list of the project's monitoring and reporting activities, and put in a good level of effort into documenting project performance. For example, **Women's entrepreneurship development and economic empowerment-Global Component** (GLO/14/53/IRL) established a monitoring and evaluation (M&E) system "to facilitate Results Based Management and reporting on results...A Scorecard [based on the] Logical Framework and results chain has been developed… to capture the extent to which targets are met…Establishing baselines was the critical point [and]… partners were closely involved in supporting the baseline data collection, record keeping and monitoring of the project."

However, a more representative example in this performance area was **Strengthening of inland tourism in Quang Nam** (VIE/10/01/LUX), for which the project's "results measurement, monitoring and evaluation system was not systematically or consistently implemented…Indicator tracking tables were not consistent with objectives/outcomes, outputs and activities from the work plan...Very limited statistical data was collected and those figures provided were considered by the evaluation team as unreliable and invalid…This contributed to difficulties in evaluating the project's performance."

Similar challenges were faced in the project **Improving the governance and protection mechanisms for labour migration in the Middle East & Advocacy Strategy on ILO's Domestic Workers Convention in the Arab States** (C189) (RAB/12/05/SDC) where the "absence of an adequate monitoring and reporting system makes it difficult to assess the progress and the impact of a project. Many indicators defined… will indeed be reached…but how they impact on the development objective is not established. Activities implemented by the project are reported in a rather incoherent way in the progress reports."

### 2.4.6 Visibility and accessibility to knowledge and information

**Coverage: 83 per cent**

Visibility and accessibility to knowledge and information was largely successful in the sample of projects (79 per cent). While projects did not normally appear to have a formal communications and dissemination strategy (only five evaluations specifically noted this), most projects undertook a range of activities to raise the visibility of the knowledge generated by the project. They addressed a wide variety of audiences and generated products such as websites, handbooks, studies, policy briefs, training activities, street drama, printed education materials (e.g. books and booklets, manuals, brochures), mass-media campaigns, and engagement with the media (radio, newspaper, television), which varied according to the nature of the project. For example, some projects focused on translating research and legislation into user-friendly products, while others carried out extensive outreach through various forms of media.

The project **Enhancing Rural Access – Rural roads rehabilitation and maintenance (RDP IV)** (TIM/11/01/EEC) had "an integrated set of activities to enhance the visibility and awareness of the project: a website, brochures, newsletters, regular press releases, community snapshots, posters and banners, and short video presentations for use as standalone information/promotional activities...providing information on signs placed on activity sites increases the transparency of the procurement and contract implementation processes, and allows communities to understand what work and funds the project plans to use."

**Support to National Efforts Towards a Child Labour-free State, Bahia-Brazil** (BRA/08/50/USA) included communications strategies to disseminate information at municipal and state levels from the child labour knowledge base that was developed. Activities undertaken "created a new space for discussing child labour in those municipalities" and this "communication was used during the process as an important tool for disseminating concepts and mobilizing local managers and civil society for issues related to child labour."

In other cases, some activities were undertaken, but evaluators felt that more should have been done to raise the visibility of projects. **Work for Youth (W4Y)** (GLO/11/01/MCF) developed a communications

strategy involving print, mass media and social media to disseminate the project's findings and raise the profile of youth employment. This information was "widely disseminated in the form of reports and… incorporated into global databases…" However, "…use of the underlying data generated by the project could increase with more investment in dissemination and communication…there was a surprising lack of familiarity with [a key project output] and results among key government youth employment stakeholders".

### 2.4.7 Cost efficiency

**Coverage: 70 per cent**

The cost efficiency of ILO projects was in most cases considered positively (79 per cent). The majority of projects were seen to involve either an efficient use of resources, cost-effective interventions, the economic use of funding, good conversion of resources into results, reasonable cost of results per beneficiary, expenditures according to target or budget, or an optimal/prudent use of resources.

Evaluations came to this conclusion through a wide variety of approaches, with little consistency in how this criterion was assessed by evaluators or addressed in evaluation reports. Some discussed the proportion of administrative costs, some compared costs to other projects, and some examined spending in relation to targets, amongst other approaches.

A few examples demonstrate both the generally positive comments relating to cost efficiency and the different approaches taken:

**Outcome 10: Thematic funding for 2014–15 (Norway-ILO Partnership Programme 2012–15)** (GLO/14/60/NOR): "The complexity and diversity of project components, the large number of fundholders involved and the delays encountered in receiving financial information, all contributed to major difficulties in determining whether the use of resources were logical and optimal….Nevertheless, where detailed information was available, it was evident that many of the activities proved to have been good value for money."

Lucha contra las peores formas de trabajo infantil mediante la cooperación horizontal en América del Sur (Brasil, Bolivia, Ecuador y Paraguay) (RLA/09/52/USA): "In most cases, costs are in accordance to what is incurred in other projects of the same nature. Generally, resource management has been efficient and responsible. Resources have been made available in time; there are formal guidelines and procedures in place for procurement, as well as an internal audit structure. Applied prices have been at market or below market rates."

Criticisms of cost efficiency related most often to high staffing costs or the inefficient use of human resources, or paying more than may have been necessary for some inputs (such as training venues).

### 2.4.8 Adequacy of resources

**Coverage: 85 per cent**

In the majority of projects sampled, financial and human resources were sufficient to deliver 'most' of the outputs and objectives (50 per cent) (score of 'Partly successful'), or the 'vast majority' (44 per cent) (score of 'Successful'). However, from another perspective, projects scoring 'Unsuccessful' or 'Partly successful' (53 per cent) suggest some notable issues with human or financial resources that interfered with the delivery of outputs or objectives.

An insufficient number of staff was the most common challenge, including overburdening staff with project responsibilities in addition to their other responsibilities. While the lack of financial resources was often the cause for this, human resources challenges also stemmed from difficulties in recruiting appropriate staff, and staff turnover. In some cases, insufficient human resources were overcome by more support from ILO or by collaborating with other ILO projects.

Eleven evaluations specifically mentioned that financial resources were insufficient. In some cases, inadequate planning or a lack of appreciation of the real costs of the project was the cause. When financial resources were insufficient, the scope of the project sometimes had to be reduced, or planned intended activities removed. In some cases, it was noted that this had had a negative impact on the achievement of the intended objectives of the project.

The issue of the timeliness of the delivery of funds was only explicitly mentioned in 10 of the evaluations sampled, half of which made a negative assessment of timeliness, and half a positive assessment. Some projects also had too short a timeline to complete their activities or objectives, usually because of their complexity.

A few examples illustrate the type of comments made by evaluations:

**Promoting freedom of association and social dialogue in Myanmar** (MMR/13/06/NOR): «The project is considered highly ambitious for a relatively small budget, the enormity of the task to be undertaken and the time available for implementation. The number of administration and local staff did not appear sufficient for a project of this size and scope. This was exacerbated by the turnover and periods of absence…These issues had a negative impact on implementation and the ability to secure funding for future projects."

**Labour rights: Preventing trafficking for labour exploitation in China (CP-Ting Phase II)** (CPR/09/01/CAN): "The project did face human resource issues such as staff shortages and although this did not impact the implementation of the project, it did however have hidden costs, such as increased burden on staff and less time available to focus on strategic issues, networking at the national level and with other levels of governments, these HR issues caused the project from reaching its full potential. "

## 2.5 PERFORMANCE BY STRATEGIC OBJECTIVE AND REGION

This section examines performance by ILO strategic objective (2010–2015) and region, using average scores on performance criteria for the three areas of relevance, effectiveness and implementation.

### 2.5.1 Performance by strategic objective

An examination of the average scores for performance criteria by strategic objective (employment, social protection, social dialogue and standards) does not reveal any obvious patterns. Social protection received the highest average score in effectiveness and implementation, and the highest average score overall (but only moderately higher than the other strategic objectives). Overall, performance by category for the four strategic objectives was mixed.

While average scores based on these categories are not directly comparable to those of previous meta-analyses because of the different scales and combination of indicators (see Annex III), there was a similar lack of obvious overall differences in performance by strategic objective across the first two meta-analyses. This suggests that the projects did not perform significantly differently by strategic objective (table 4).

Table 4. Average scores on categories of performance criteria by strategic objective

| Strategic objective | Strategic relevance and alignment | Effectiveness, sustainability and impact | Implementation performance and efficiency of management and resource use |
|---|---|---|---|
| Employment | 2.57 | 2.86 | 2.54 |
| Social protection | 2.77 | 2.99 | 2.61 |
| Social dialogue | 2.79 | 2.88 | 2.31 |
| Standards | 2.70 | 2.84 | 2.43 |
| **Average** | **2.71** | **2.89** | **2.47** |

Note: 1 = Unsuccessful; 2 = Partly unsuccessful; 3 = Successful; 4 = Highly successful.

## 2.5.2 Performance by region

Regional performance has to be taken with a significant degree of uncertainty as the data for some of the regions are based on very few observations,[20] while interregional projects reflect multiple regions and global projects.

Table 5 below compares average scores on performance criteria by regions. Amongst the regions with larger (and therefore more reliable) sample sizes (Africa, Asia, and interregional), average scores for relevance and effectiveness are roughly similar. However, in the category of implementation, Africa receives a slightly higher score amongst these three regions, while Interregional projects received the lowest average score in this category. This may reflect the additional challenges of project implementation working across multiple countries and regions. Asia received the lowest average score overall of all the regions other than Europe (which is based on only two observations), but very similar to the Arab States and interregional projects.

As noted above, these average scores are not directly comparable to those of previous meta-analyses, but a similar pattern in regional performance can be observed in the 2011–2012 meta-analysis.[21] In both studies, projects in Latin America received the highest average score in all categories. Secondly, projects in the Arab States received some of the lowest average scores (although in the current meta-analysis, Arab States also received the second highest average score in relevance). This may be an indication that projects in Latin America tend to perform better. Projects in the Arab States tend to perform less well, although they are equally relevant. This finding corresponds with observations in evaluation reports that the context in Arab States is often particularly challenging.

However, the 2009–2010 meta-analysis does not show this pattern; rather, projects in Europe received the highest average scores.

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[20] Particularly Europe (two observations), Arab States (three observations), and Latin America (four observations).

[21] See page 11 of the 2011–2012 meta-analysis report: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_226388.pdf [accessed 3 December 2017].

Table 5. Average scores on categories of performance criteria by region

| Region | Strategic relevance and alignment | Effectiveness, sustainability and impact | Implementation performance and efficiency of management and resource use |
|---|---|---|---|
| Africa | 2.64 | 2.96 | 2.57 |
| Arab States | 2.85 | 2.78 | 2.32 |
| Asia | 2.65 | 2.79 | 2.46 |
| Europe | 2.56 | 2.82 | 2.45 |
| Latin America | 2.90 | 3.07 | 2.74 |
| Interregional | 2.77 | 2.94 | 2.31 |
| **Average** | **2.73** | **2.89** | **2.48** |

Note: 1 = Unsuccessful; 2 = Partly unsuccessful; 3 = Successful; 4 = Highly successful.

## 2.6 FACTORS CONTRIBUTING TO THE EFFECTIVENESS OF THE MOST SUCCESSFUL PROJECTS

The most successful projects of the sample were examined for contributing factors in achieving development outcomes. This group of 16 projects consists of the top-10 overall average score (and these all performed well in terms of outcomes), plus six additional projects that were not amongst the top-10 average score, but were given either a top 'Highly successful' score on performance criteria 2.2 (achievement of immediate objectives), or achieved a 'Highly successful' score in one of the results criteria 2.3–2.6.[22]

This examination suggests that a number of factors consistently contributed to the success of these projects as described in table 6.

Table 6. Factors contributing to the most successful projects

| Factors contributing to success | Comments |
|---|---|
| High relevance | While virtually all projects in the sample demonstrated strong relevance, development effectiveness was boosted where the project was undertaken at the request of stakeholders, or produced highly relevant outputs that could be immediately put into use. |
| Design based on involvement of stakeholders | Good project design was present in all of the most successful projects. The key factor to achieving good design appeared to be the involvement of key stakeholders. Evaluations for these projects noted that key stakeholders (usually the tripartite partners, but sometimes other stakeholders as well) were well involved in project design, enabling 'fine-tuning' "to the needs expressed by the constituents" (GLO/12/63/NOR) and "a tailored response to needs and priorities" (RAF/10/56/FRA). |
| Strong focus on relationship building | The importance of relationship building emerged over multiple performance criteria amongst this group of projects. This included the selection of the right partners and beneficiaries, and closely involving them in project design, implementation, and decision-making processes. These projects worked closely with local partners, focused on participatory working methods with partners, and involved committees or working groups of stakeholders helping to guide implementation. Strategic partnerships at all levels were important in achieving project objectives, encouraging stakeholder engagement and ownership, ensuring that tripartite constituents were both beneficiaries and key actors, and helping to build synergies with other interventions. |

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[22] Two projects that would have otherwise met this criterion were removed as they did not demonstrate strength overall (CMB/13/02/MUL and EGY/11/03/USA). The list of projects reviewed for factors contributing to success consisted of: RLA/09/52/USA, JOR/07/02/USA, GLO/11/57/SID, GLO/14/53/IRL, RAS/13/53/JPN, RLA/14/03/SPA, GLO/14/59/NOR, GLO/14/67/SID, COL/13/02/USA, RAF/10/04/SID, AFG/10/01/USA, GLO/12/63/NOR, RAF/10/56/FRA, RAS/13/50/JPN, CPR/09/01/CAN, and TIM/11/01/EEC.

| Factors contributing to success | Comments |
| --- | --- |
| Building on previous results/ synergies | Almost all of these projects were building on previous and current ILO programmes in the country or region. It is logical that previous related work helped to lay the groundwork for success, but evaluations also frequently mentioned that synergies were created from good collaboration with other current ILO initiatives. |
| Fully completed and good quality outputs | Virtually all of these projects fully completed their planned outputs, and produced good quality outputs (in most cases, projects did not receive the top score of 'Highly successful' in criteria 2.1 only because the evaluation did not provide evidence that outputs were being used). Unsurprisingly, this was a key step towards the achievement of objectives. |
| Sufficient financial resources | All of the top-10 scoring projects had access to adequate financial resources. Only a few others in the group of 16 reported that they had inadequate financial resources. |

Interestingly, those projects amongst this list that did not perform as well as the others in results (for example, that scored one 'Highly successful' in one results area but were not amongst the top-10) were typically missing one or more of the specific aspects above, further reinforcing their importance as contributors to success.

Some of these projects still faced challenges in human resources – typically delays in hiring, or vacant positions, and some suffered delays as a result – but not to the extent that the achievement of the objectives was ultimately compromised. Amongst these projects, the focus on gender was often weak as in the overall sample.

# 3. COMPARISON OF META-ANALYSIS FINDINGS OVER TIME

## 3.1 COMPARISON OF 'LESS SUCCESSFUL' AND 'MORE SUCCESSFUL' SCORES OVER TIME

This section presents a comparison of performance over the three meta-analyses. This analysis involves a large degree of uncertainty, because of the changes in the description of the criteria, scoring approaches, and the scale used for scoring over time (as described in the annexes). As noted in section 1.5 on limitations of this report, the projects for the current meta-analysis also represent a small proportion of ILO development cooperation from 2013–2016.

To make a comparison, performance criteria that were quite similar or roughly similar were matched together across the three meta-analyses. As the scores are on two different scales, they cannot be strictly compared, so scores from the three meta-analyses have been grouped into two – 'less successful' and 'more successful' (see table 7).

Table 7. Grouping of scores for comparison over time

| Meta-analysis | 'Less successful' scores | 'More successful' scores |
|---|---|---|
| 2009–2010 | 1–2 | 3–4 |
| 2011–2012 | 1–3 | 4–6 |
| 2013–2016 | 1–2 | 3–4 |

This comparison is shown in the charts below, organized by the performance criteria in the current meta-analysis, when presented in this way, typically received a smaller proportion of 'more successful' scores than in previous meta-analyses, particularly compared to 2011–2012.

It can be observed, however, that the proportion of 'less successful' and 'more successful' scores in the current meta-analysis tended to be more aligned with the original meta-analysis suggesting that the similar scale used resulted in more consistency in scoring. Furthermore, the way the scores were combined for a cross-year comparison has had a significant effect on the results. If the scores had been combined differently (using scores 3–6 from 2011–2012 as 'more successful' instead of 4–6),[23] the results from the

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[23]  In the 2011–2012 meta-analysis, the six-point scoring scale used was 1="Highly unsatisfactory", 2="Unsatisfactory", 3="Somewhat satisfactory", 4="Somewhat unsatisfactory", 5="Satisfactory", and 6="Highly satisfactory".

current meta-analyses would have been much more strongly aligned with the last meta-analysis, suggesting a more similar level of performance. However, it seemed most appropriate, or most comparable, to combine the 'bottom half' and the 'top half' of the scores for both scales.

It may be most useful to consider the broader messages from the three meta-analyses:

■ Performance criteria relating to effectiveness continue to receive the highest scores of the three performance areas, with implementation typically receiving lower and more mixed scores;

■ Areas of lower performance tended to persist, including design, constituent support, sustainability, adequacy of resources, visibility and accessibility to knowledge, monitoring and reporting, implementation management, and goal orientation;

■ Areas of stronger performance continued to show strength, including: relevance to P&B outcomes and DWCPs; strategic relationships; the results areas of policy influence, normative work, capacity building, knowledge development, quality and completion of outputs, and achievement of immediate objectives; cost efficiency; and internal coordination;

■ The most striking differences are in gender sensitivity and goal orientation, where both received a much smaller proportion of 'more successful' scores than in previous meta-analyses. Changes in the wording of the goal orientation performance criterion may be responsible for this. However, the wording of the gender-sensitive indicator is very similar. Thus, this could reflect a genuine decline in the consideration of gender in project planning over the period in which these projects were conceived, or it may reflect the increased expectations of evaluators over time. In either case, both gender sensitivity and goal orientation were areas of concern.

Beyond the quantitative data, one particular issue noted in the 2011–2012 meta-analysis of "bureaucratic slowness and remoteness of decision-making" (said to be an obstacle to implementation), did not appear to be a significant issue in the current sample of projects, suggesting improvement in this regard).

Figure 7. Comparison of strategic relevance and alignment performance criteria, 2009–2010, 2011–2012, and 2013–2016
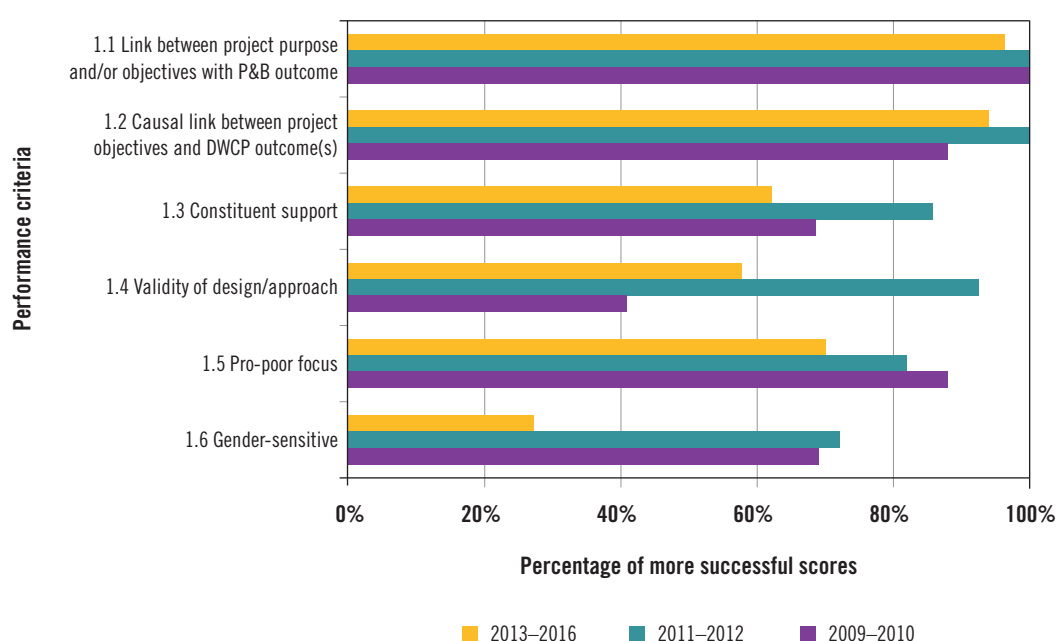
Figure 8. Comparison of effectiveness, sustainability and impact performance criteria, 2009–2010, 2011–2012, and 2013–2016



**Performance criteria**

- 2.1 Quality and completeness of outputs
- 2.2 Achievement of immediate objectives
- 2.3 Knowledge development
- 2.4 Capacity building
- 2.5 Normative work/standards promotion
- 2.6 Policy influence
- 2.7 Strategic importance of results achieved
- 2.8 Strategic relationships
- 2.9 Tripartite processes being embedded in approach
- 2.10 Sustainability of policies, knowledge & capacities
- 2.11 Acknowledgement and use of ILO expertise
- 2.12 Resource leveraging

**Percentage of more successful scores**

■ 2013–2016    ■ 2011–2012    ■ 2009–2010

Figure 9. Comparison of implementation performance and efficiency of management and resource use performance criteria, 2009–2010, 2011–2012, and 2013–2016



**Performance criteria**

- 3.1 Goal orientation
- 3.2 Implementation management
- 3.3 ILO support to project
- 3.4 Internal ILO coordination
- 3.5 Monitoring and reporting
- 3.6 Visibility and accessibility to knowledge and information
- 3.7 Cost efficiency
- 3.8 Adequacy of resources

**Percentage of more successful scores**

■ 2013–2016    ■ 2011–2012    ■ 2009–2010
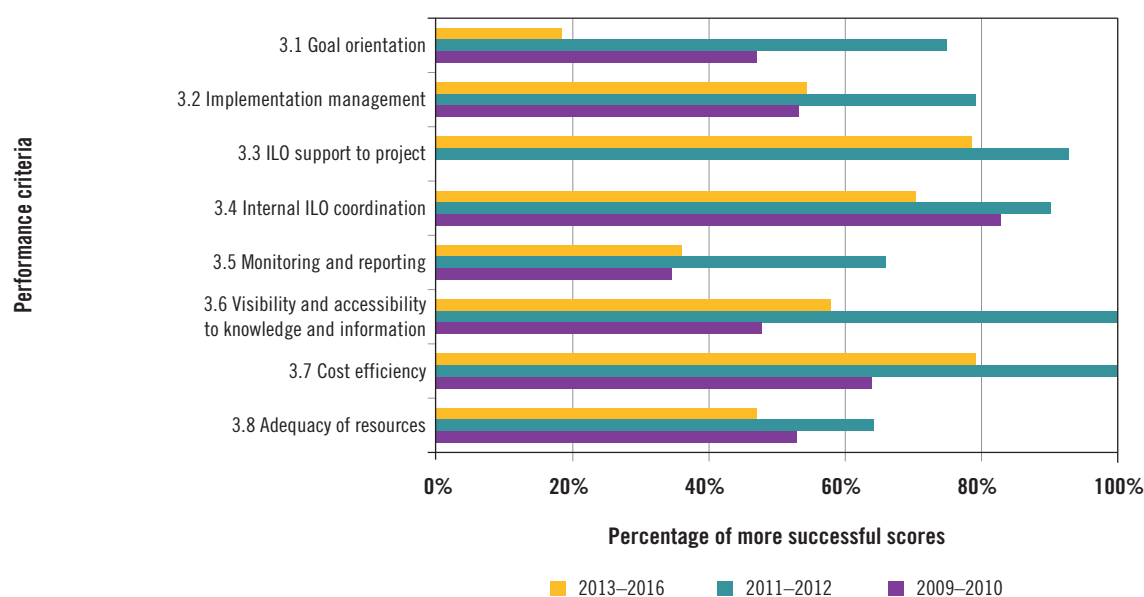
## 3.2  COMPARISON OF AVERAGE SCORES OVER TIME

Further, a comparison of average scores over time is presented in table 8, using the same categories from the previous meta-analyses.24 This was done by aligning all the scores to a four-point scale, and grouping current performance criteria to align as much as possible with these categories from previous years to provide as close a comparison as possible.

This shows that a lower average score was received in all categories in the current meta-analysis compared to previous meta-analyses, with the exception of sustainability, which achieved a higher average score than in the first meta-analysis. However, because of the uncertainties in combining different scales, scoring approaches, and changes in performance criteria content over time, this meta-analysis could not conclude that this reflected any deterioration in performance. Table 9 shows the coverage and ratings for each of performance criteria as used for analysis of average rating over the three meta-analysis. A much more consistent approach would be required in order to make comparisons between meta-analyses over time, and this will be considered in the review of the methodology which will be addressed in the future in a  separate document (table 9).

Table 8.  Average rating on performance criteria by meta-analysis (all on a 4-point scale)

| Meta-analysis | Strategic relevance and alignment | Effectiveness and impact | Efficiency | M&E framework | Financial/ cost efficiency | Sustainability |
|---|---|---|---|---|---|---|
| 2009–2010 | 3.2 | 3.4 | 2.7 | 2.6 | – | 2.6 |
| 2011–2012 | 3.4 | 3.1 | 2.9 | 2.7 | 2.9 | 2.8 |
| 2013–2016 | 2.7 | 2.9 | 2.6 | 2.1 | 2.6 | 2.7 |

– = nil.

Table 9.  Summary of coverage and performance criteria for all three meta-analyses

| Performance criteria | 2013–2016 | | 2011–2012 | | 2009–2010 | |
|---|---|---|---|---|---|---|
| | More successful (%) * | Coverage (%) | More successful (%) * | Coverage (%) | More successful (%) * | Coverage (%) |
| **1.  STRATEGIC RELEVANCE AND ALIGNMENT** | | | | | | |
| 1.1 Link between project purpose and/or objectives with P&B outcome | 96 | 68 | 100 | 98 | 100 | 97 |
| 1.2 Causal link between project objectives and DWCP outcome(s) | 94 | 83 | 100 | 88 | 88 | 71 |
| 1.3 Constituent support | 62 | 93 | 86 | 53 | 69 | 79 |
| 1.4 Validity of design/approach | 58 | 95 | 93 | 100 | 41 | 92 |
| 1.5 Pro-poor focus | 70 | 25 | 82 | 28 | 88 | 69 |
| 1.6 Gender-sensitive | 27 | 83 | 72 | 75 | 69 | 95 |

24   2009–2010 (page 69, tables 13 and 14), and 2011–2012 (page 11, tables 2 and 3).

| Performance criteria | 2013–2016 | | 2011–2012 | | 2009–2010 | |
|---|---|---|---|---|---|---|
| | More successful (%) * | Coverage (%) | More successful (%) * | Coverage (%) | More successful (%) * | Coverage (%) |
| **2. EFFECTIVENESS, SUSTAINABILITY AND IMPACT** | | | | | | |
| 2.1 Quality and completeness of outputs | 86 | 93 | 94 | 90 | 84 | 86 |
| 2.2 Achievement of immediate objectives | 79 | 95 | 80 | 79 | – | – |
| 2.3 Knowledge development | 76 | 73 | 100 | 68 | 88 | 100 |
| 2.4 Capacity building | 95 | 98 | 94 | 93 | 81 | 92 |
| 2.5 Normative work/standards promotion | 88 | 63 | 96 | 65 | 77 | 44 |
| 2.6 Policy influence | 83 | 90 | 87 | 78 | 89 | 73 |
| 2.7 Strategic importance of results achieved | 94 | 43 | 84 | 83 | – | – |
| 2.8 Strategic relationships | 83 | 88 | 90 | 53 | 83 | 86 |
| 2.9 Tripartite processes being embedded in approach | 69 | 73 | 95 | 65 | 73 | 92 |
| 2.10 Sustainability of policies, knowledge and capacities | 67 | 98 | 81 | 95 | 49 | 48 |
| 2.11 Acknowledgement and use of ILO expertise | 88 | 43 | – | – | – | – |
| 2.12 Resource leveraging | 67 | 60 | 89 | 25 | – | – |
| **3. IMPLEMENTATION PERFORMANCE AND EFFICIENCY OF MANAGEMENT AND RESOURCE USE** | | | | | | |
| 3.1 Goal orientation | 19 | 80 | 75 | 73 | 47 | 80 |
| 3.2 Implementation management | 54 | 88 | 79 | 63 | 53 | 81 |
| 3.3 ILO support to project | 79% | 70 | 93 | 68 | – | – |
| 3.4 Internal ILO coordination | 71 | 85 | 90 | 93 | 83 | 71 |
| 3.5 Monitoring and reporting | 36 | 90 | 66 | 55 | 35 | 54 |
| 3.6 Visibility and accessibility to knowledge and information | 58 | 83 | 100 | 15 | 48 | 75 |
| 3.7 Cost efficiency | 79 | 70 | 100 | 73 | 64 | 76 |
| 3.8 Adequacy of resources | 47 | 85 | 64 | 73 | 53 | 73 |

* 2009–2010 and 2013–2016: scores 3 and 4. 2011–2012: scores 4, 5 and 6.

– = nil.

# 4. CONCLUSIONS

The findings of the meta-analysis for 2013–2016 show that the ILO has, as in previous meta-analyses, been largely successful in its development cooperation. The analysis thus confirms the general results of the previous two studies. This includes both persisting areas of strength in relevance and effectiveness, and persisting challenges in some aspects of implementation and a few specific performance criteria in other areas, which sometimes prevent projects from achieving their greatest possible impact.

## 4.1 STRATEGIC RELEVANCE AND ALIGNMENT

Development cooperation projects were consistently aligned with P&B outcomes and DWCPs, so broad relevance to these overarching outcomes is not an area of concern. Many projects were also relevant to, and complementary with, other international interventions in the country or region, and other national or subnational priorities. However, constituents were not always actively involved in both project formulation and implementation, and this suggests fine-tuning projects to undertake activities and products that fit the needs of the immediate stakeholders. Meaningfully involving constituents in project design also helps to ensure that the country context is well understood and considered during the planning phase, something that was lacking in a number of cases and contributed to project delays and overambitious results and timelines. Creating ownership through involvement in design and implementation has positive ramifications for sustainability as well.

Although a majority of projects received a positive score in terms of pro-poor focus, the coverage of this indicator was the lowest of the study. A more explicit analysis in evaluations of this aspect of projects would be useful to determine whether the focus on poverty in project planning is indeed adequate, and to what extent ILO can demonstrate results for the poorest in all of its work.

Gender sensitivity persisted as an area of weakness over the period in which the projects in the sample were developed, and also received a much lower proportion of positive scores compared to previous meta-analyses. Whether this is a result of scoring approach, evaluator expectations, or deterioration in performance is unclear, but in any case, it was an area for improvement, and is of relevance to the achievement of the SDGs.

## 4.2 EFFECTIVENESS, SUSTAINABILITY AND IMPACT

Overall, the vast majority of projects have been successful in completing most planned outputs and immediate objectives, despite the difficult contexts in which projects are operating. Evaluations have pointed to a wide array of achievements by projects at international, national, and subnational levels. Projects have

performed well in all the main results areas of knowledge development, capacity building, normative work, and policy influence. ILO's expertise was much appreciated, as was its professionalism, tripartite structure, and good relations with constituents. Developing Strategic relationship was also an area of strength, with many positive consequences for project implementation, synergies and results.

While sustainability prospects scored positively in the majority of projects, it was, as in previous meta-analyses, an area for some concern. Stakeholders' ownership, and the need to focus on sustainability throughout the project were considered key factors of success, but were not always achieved. In many cases, evaluations noted that sustainability was uncertain as there were significant risks, and that ongoing support would be necessary to sustain or consolidate achievements.

## 4.3 IMPLEMENTATION PERFORMANCE AND EFFICIENCY OF MANAGEMENT AND RESOURCE USE

Managing complex development cooperation projects emerged again, as in previous meta-analyses, as a challenge. The support that ILO provided to projects was generally perceived well, as was cooperation within ILO and collaboration with other initiatives. In so far as evaluators assessed it, cost efficiency was thought to be reasonable (although data to do financial analyses were not always available).

A persistent issue in terms of achieving maximum results throughout the meta-analyses was the lack of adequate project resources. While frequent problems of insufficient human resources partly stemmed from insufficient financial resources, these problems also arose from frequent staff turnover, long-term position vacancies, and difficulty in recruiting appropriate personnel. This sometimes led to long delays in implementation.

Weaknesses in logical frameworks and their associated targets, milestones, indicators, outcomes and base-lines were of significant concern during implementation, as was the reporting on them. It appears that they were often unclear to staff thus causing confusion during project design. Shortages in staff may be part of the reason why reporting on outcomes was sometimes neglected, or it could be because there was poor alignment of indicators to outcomes in many cases. Either way, it has implications for ILO's ability to capture and report on its achievements.

## 4.4 COMPARISONS OVER TIME

While comparisons of scores must be treated with caution due to changes in the scoring approach, overall findings were nonetheless similar across the three meta-analyses. Areas of strong performance continued to perform well, while areas of lower performance continued to receive lower scores. Performance criteria related to effectiveness continued to receive the highest scores of the three performance areas. Implementation typically received lower and more mixed scores, as in the past. Notable differences were in gender sensitivity and goal orientation, which both received a much smaller proportion of 'more successful' scores than in previous years (although already low). It was also found that, while the 2011–2012 meta-analysis report noted that "bureaucratic slowness and remoteness of decision-making" had been an obstacle to implementation, this did not appear to be a significant issue in the most recent sample of projects, suggesting improvement in this regard.

An analysis of average scores found that these were typically lower in the current meta-analysis than in previous years. However, they were more similar to scores from the original 2009–2010 meta-analysis, which used the same scale. The issue of maintaining consistency in approach over time will be an important consideration when making any amendments to the meta-analysis approach.

# 5. RECOMMENDATIONS

A number of recommendations are provided below, based on the experience of this meta-analysis. Similar recommendations were also made in the last meta-analysis.

**Recommendation 1:** Strengthen the development of logical frameworks so that they include a full range of clearly distinguishable components needed to monitor and assess project progress, including baselines, milestones, and targets. Indicators should be designed so that they are measurable and reflect progress towards achieving objectives.

**Recommendation 2:** Take a more realistic approach in planning project timelines, budgets, and objectives, taking into account increased costs and extended timelines that are likely to occur when working in complex country contexts. To minimize delays caused by insufficient human resources, staffing levels should receive greater consideration, including a realistic assessment of the capacity of staff to carry out additional project responsibilities in addition to their existing responsibilities.

**Recommendation 3:** With the aim of continually increasing development effectiveness, tighten the focus of projects in terms of gender considerations. Gender sensitive project designs should reflect gender analysis, a strategy to institutionalize gender mainstreaming, have specific gender objectives and indicators, and plan for sex-disaggregated data.

**Recommendation 4:** Continue strong relationship building with organizations outside the ILO, and increase involvement of constituents in project design and implementation. Particular attention should be paid to increasing constituent involvement at the design stage when the details of the project are being determined, to ensure a good understanding of context and that project activities and products fit the needs of the stakeholders at hand.

**Recommendation 5:** Incorporate a focus on sustainability throughout the life of the project, including an exit strategy or sustainability plan. Pay particular attention to building stakeholder ownership of projects, developing strong working groups or steering committees, and disseminating project information and outputs.

**Recommendation 6:** Require more attention to certain performance criteria that are of strong interest to the ILO but typically poorly covered in evaluations, including pro-poor focus, normative work, strategic importance of results achieved, and tripartite processes being embedded in project approach.

**Recommendation 7:**   As suggested in the previous meta-analyses, require evaluators to assign scores and justification for the performance criteria used in the meta-analyses as part of the evaluation deliverables.[25] This would ensure that scoring reflects the evaluator's full set of knowledge about a project, and thus improve the validity of the scores, even if it cannot guarantee consistency. It would also mean that subsequent analyses could be based on the complete set of ILO evaluations over the period, vastly increasing representativeness of results.

**Recommendation 8:**   In future meta-analyses, maintain a more consistent approach in scoring and indicators to make meta-analyses more comparable over time.

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[25]   After the second meta-analysis, EVAL developed detailed scoring matrix for this purpose and briefly piloted this approach.

# ANNEX I. TERMS OF REFERENCE

## INTRODUCTION

1. In response to growing recognition that evaluations provide credible and useful feedback to the ILO on its effectiveness in advancing decent work, the ILO Evaluation Unit (EVAL) is for the third time conducting a biennial meta-analysis of its independent project evaluations completed in the period 2013–2016. This builds on two previous such biennial meta-analysis covering the period 2009–2010[26] and 2011–2012.[27]

2. This meta-analysis will cover project evaluations 2013–2016 using a comparable approach and methodology using a similar sample as for previous periods covered. While the meta-analysis will reflect on successes and setbacks in implementing programming strategies to achieve targets, it aims to be forward-looking by providing empirical evidence and insights required to improve performance. It is a key part of ILO's assessment of its development effectiveness. This will cover review of TC activities within CPOs in the regions and in countries. It will cover activities funded by RBSA as these are covered in the evaluations in the meta-analysis.

3. The independent evaluations covered in the meta-analysis are for most part decentralized evaluations of development (technical) cooperation projects with budgets exceeding $1 million, however, a growing number cover joint programmes which ILO has jointly implemented with other UN agencies. All, however, link to and support the ILO's efforts to achieve the objectives laid out in its Decent Work Country Programmes (DWCP) and the Strategic Policy Framework 2010-15 (SPF) and the transition Strategic Plan covered 2016-17.

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

5. The key findings of these studies will be presented in the Annual Evaluation Report produced by the ILO Evaluation Office (EVAL) in the Part II on Assessing ILO's Effectiveness and Results. The full

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[26] Decent work results and effectiveness of ILO technical cooperation: A meta-analysis of project evaluations, 2009–2010 (October 2011) http://www.ilo.org/global/docs/WCMS_166028/lang--en/index.htm

[27] Decent work results and effectiveness of ILO technical cooperation: A meta-analysis of project evaluations, 2011–2012 (October 2013) http://www.ilo.org/global/docs/WCMS_226388/lang--en/index.htm

report to be used for preparing ILO Implementation Report and subsequent biennial Programme and Budget.

6.  The methodology used in for this study should be in line with the approach used for the first two studies. However, as the third study of this kind, it is considered appropriate to fully document the methodology, review it for current and future validity and use, and propose possible updates to the methodology. This is part of providing a standardised methodology for further such studies with core elements that allows comparison across periods while allowing for flexibility and expansion of the approach, for instance to include further emphasis on measuring broader development effectiveness and contrition to SDGs.

7.  Such a review and update of the methodology is becoming even more required given increasing calls for documenting and reporting on a frequent basis the development effectiveness of ILO. The 2030 Agenda with calls demonstrating the contribution of Decent Work results and the work of ILO to the achievement of Sustainable Development Goals and individual targets has provided further impetus for this. A methodology that would strengthen ILO's ability to use evaluation findings to demonstrate the results of Decent Work on regular basis would be most useful.

8.  These TORs therefore covers for two parts:

    – Part I: Meta-Study for Project Evaluations 2013–2106

    – Part II: Documentation and Review of Methodology

## OBJECTIVES

9.  For Meta-study

    a)  Summarize the findings of independent evaluations within the context of the decent work agenda and the SPF outcomes within the context of pre-specified performance indicators.

    b)  Identify aspects and trends in ILO operational performance linked to implementation of technical cooperation (main means of action, partnership, etc.).

    c)  Synthesize key issues and insights from the analysis and make recommendations to guide future operations based on identified challenges.

10.  For Document and Review of Methodology

    a)  Document in easy steps current methodology used

    b)  Review it applicability and usefulness

    c)  Propose and develop adjustments with a particular focus on regular systematic reporting on Decent Work results and development effectiveness

## APPROACH AND SCOPE

11.  This 2017 report will build from the previous studies and will repeat much of the same approach. Several shortcomings of the first study was addressed in the second study, relating to the sampling frame, the indicators and risk of overlap or double counting, and the methods for data analysis and reporting of findings.

12.  Transforming the findings, conclusions, recommendations, good practices and lessons learned into meaningful consolidated measures of organizational performance is challenging. The ILO has a detailed set of guidelines for project evaluations and a set of quality standards for the evaluation process and the evaluation report. Since 2007, the ILO has applied a fairly consistent approach to

independent project evaluations, which includes screening of evaluations to ensure acceptable quality standards are met.

13. The ILO Evaluation Office has carried regular external quality appraisals of project evaluations, which has shown a level quality over the period and the results will identify any evaluations of insufficient quality to be considered in this exercise.

14. After each of the two previous studies some internal reflection was done on the methodology used in the two studies. Other EVAL studies, i-Think Pieces and reports have raised relevant methodological issues that can be applied.

## METHODOLOGY

15. For Part I on the meta-analysis, the methodology will focus on several levels of information review.

### 1. Ex-post performance rating based on findings of evaluation reports

Within the results framework of the ILO's strategic objectives, most of the 19 high-level programme outcomes for the Programme and Budget 2012-13 and 2014-15; and the 10 policy outcomes for 2016-17, evaluations will be reviewed to ascertain performance within the technical area, region, sector, using a predefined scoring system, as shown below table 1. The full list of criteria to be scored is included in the two previous reports but could be adjusted as part of the inception report for this work. Only final independent evaluations from 2013 to 2016 will be considered for the exercise. Additional sampling will ensure even spread of evaluations under any single P&B or Policy outcome.

Table 10. Scoring matrix guide

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

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

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

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

The data generated through this exercise will be analysed and presented in graphs and tables to show results in a comparative context. Conclusions and recommendations will be based primarily on the outcome of this analysis.

16. Part II on the documentation and review of methodology will is proposed to focus on the following approach:

    (1) Document in easy and clear steps the methodology used for previous studies and any development, adjustment and evolution from study to study, including this third study;

    (2) Review existing relevant approaches of similar methodologies to identify possible experience relevant for ILO EVAL;

    (3) Review existing ILO documents and reports relevant for this methodology (EVAL to provide a list);

    (4) Propose initial list of adjustment and approaches to a revised methodology that would allow more frequent analysis and findings of overall development effectiveness as Decent Work results;

    (5) Based on consultations, develop and document the key simple tools to be used for the agreed upon adjustments. These could cover tools to be used in project level evaluations, Decent Work Country Programme (DWCP) evaluations and high-level policy outcome and institutional evaluations.

17. The proposed adjustments and updates of the methodology should give due considerations to the current development cooperation concerns such as 2030 Agenda, UN system joint programming etc.

## TASKS

18. The consultants will perform the following tasks for Part I: Meta Study – Review of 2013–2016 evaluation:

    ■ review the pool of 80 final evaluation reports to determine their quality and suitability for exercise;

    ■ adapt the ILO performance matrix for the purposes of the exercise, and refine analytical framework for more in depth analysis of conclusions, recommendations and lessons learned;

    ■ based on agreed inception report, indicator matrix and consultations with EVAL, score and qualitatively annotate 40 individual evaluation reports;

    ■ submit summary analysis tables for inclusion in the Annual Evaluation Report

    ■ a draft report summarizing the results of the meta-analysis;

    ■ revise the report based on feedback provided by ILO evaluation unit, producing a final report.

19. For **Part II – Documentation and Review of Methodology** the specific tasks will be identified as part of the inception report, which will include a more detailed methodological approach including tasks.

20. The expected level of effort is 50 days for Part I and 20 days for Part II, divided amongst the proposed team from Team leader to other experts.

## OUTPUTS

### For Part I – Meta-study

21. The following written outputs will be produced:

    ■ a detailed report to be prepared by the team as an internal report to ILO managers;

    ■ scoring for each of the selected evaluations plus comments/excerpts supporting.

22. The team of consultants will also be responsible for the following deliverables:

   ■ a consultation visit to Geneva for minimum the team leader;

   ■ an inception report, which lays out the methodology to be applied, including analytical framework, the outline of the final report, and summary tables of evaluations to be used in the exercise;

   ■ summary analytical tables from the analytical framework;

   ■ a draft report for circulation and comment;

   ■ one further consultation visit at a mutually agreed time;

   ■ a final report summarizing the results of the meta-analysis, including data supporting these results;

   ■ supplying data collection and analysis tables supporting the analysis and conclusions (raw data).

23. The final report will be edited and formatted by ILO to be published as an ILO Evaluation Office report.

## For Part II – Documentation and Review of Methodology

24. The team of consultants will be responsible for the following deliverables:

   ■ A detailed methodological approach to the review as part of the inception report;

   ■ Documentation of existing approach in the form a simple step-by-step note that can be followed for sub-sequent studies to ensure consistency;

   ■ A review report with key highlights from document review and review of methodology.

   ■ A proposed update methodology in the form of simple guidance note with key tools that can be used in evaluations at different levels;

   ■ The further consultation visits mentioned above will also include presentation and further discussion on the methodology. One additional visit could be foreseen during the work on the methodology.

## TIMETABLE

25. Initially the documentation of the methodology was done first and then followed by the application of the methodology to the 2013-16 evaluations. However, given the urgency of getting preliminary results to be reflected in the Annual Evaluation Report of the ILO Evaluation office, it was decided to do the study of 2013-16 evaluations first, allowing the team also to get very familiar with applying the methodology and then further document and review the methodology, including suggestions for how to more frequently and consistently carry out these type of meta-studies.

26. The following timetable is therefore proposed but will be clarified in the inception report based on the first consultation visit:

| Part I: Review of 2013–2016 evaluations (study) | |
| --- | --- |
| First consultation in Geneva, initial data collection and inception report | By mid-June 2017 |
| Data collection and preliminary analysis through summary tables | By mid-July 2017 |
| Final analysis and first draft | By end of July 2017 |
| Final draft after comments by ILO Evaluation Office | By end of August 2017 |
| Part II: Documentation and Review of methodology | |
| First draft of methodology review | By end of September 2017 |
| Second draft of methodology review after comments by ILO Evaluation Office | By end of October 2017 |

## Management, coordination, and responsibilities

27. The lead consultant will report to the designated task manager in EVAL on all aspects of consultancy deliverables and day-to-day work schedules. EVAL will provide support in accessing key internal documents and reviewing protocols and will facilitate meetings with key stakeholders, if necessary. Monitoring of progress will be ensured through weekly exchanges between EVAL and the consulting team. A separate detailed budget is available.

## Quality assurance

28. The consultant will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all findings are supported by evidence and analysis.

## Profile and qualifications of the meta-study consultants

29. The review will be carried out by a team of consultants with the following qualifications and profile combined:

   ■ Knowledge and understanding of UN, ILO and related labour issues; including relevant contextual knowledge;

   ■ Demonstrated familiarity and knowledge of the methodology relevant for this topic, with demonstrated understanding of issues of validity, reliability and feasibility of methodology;

   ■ Strong evaluation and related applied research background;

   ■ Demonstrated track record;

   ■ Appropriate balance of contextual knowledge, technical specialist, relevant prior experience and all three working languages (English, French and Spanish) with fluency in English as the report will be in (spoken and written) is essential;

   ■ Prior knowledge of the ILO's roles and activities and understanding of Decent Work;

   ■ Prior experience on meta-studies and reviews of development effectiveness and aggregate findings from project level evaluations; and/or on the synthesis of large volumes of quantitative and qualitative information is preferable;

   ■ Demonstrated analytical skills are essential;

   ■ Prior experience on meta-studies and reviews of development effectiveness and aggregate findings from project level evaluations; and/or on the synthesis of large volumes of quantitative and qualitative information is preferable.

30. All team members should have proven ability to work with others in the development and timely delivery of high-quality deliverables.

31. The organisation of the work will be specified and explained clearly in a detailed timeline as part of the inception report.

## Selection of the study team

32. Based on a call for expression of interest with a short proposal, a shortlist was established using rating criteria as per above requirements. Proposals were assessed in terms of best value to the ILO, with price and other factors considered.

33. The selection process was competitive. The main selection criteria have been the design and methods proposed, the calibre of the consultant(s), the availability of the consultant(s) and price. A team of

consultants has been preferred, so that the documents are screened and analysed independently to limit bias.  The organisation of the work was specified and explained clearly in the proposal, as was the composition of the team and the qualifications of individual team members.

# ANNEX II. LIST OF EVALUATION REVIEWED

Employment (EM)  Social Protection (SP)

Social Dialogue (SD)  Standards (ST)

| Evaluation title | Region | Year | No. | Project symbol | P&B outcome 2013–2015 | Strategic objective | 2016–2017 P&B policy outcome |
|---|---|---|---|---|---|---|---|
| Better Factories of Cambodia Phase II – Final Evaluation | Asia | 2015 | 2370 | CMB/13/02/MUL | 13 | EM[1] | 7 |
| Technical assistance for capacity building support to the Ghana Social Opportunities Project (GSOP) – Final evaluation | Africa | 2013 | 1748 | GHA/11/01/IBR | 1 | EM[1] | 1 |
| Work for Youth (W4Y) – Final Evaluation | Inter-Regional | 2016 | 1926 | GLO/11/01/MCF | 1 | EM[1] | 1 |
| Applying the G20 Training Strategy (Phase I) – Final Evaluation | Inter-Regional | 2015 | 2533 | GLO/12/50/RUS | 1 | EM[1] | 1 |
| Women's entrepreneurship development and economic empowerment (Irish Aid/ PROPEL) Global Component – Final Evaluation | Africa | 2015 | 2224 | GLO/14/53/IRL | 3 | EM[1] | 4 |
| Labour-based public works project in Liberia – Final Evaluation | Africa | 2014 | 2024 | LIR/09/01/LIR | 1 | EM[1] | 1 |
| Africa Commission: Youth entrepre-neurship facility (YEF and YEN): ILO Component – Final Evaluation | Africa | 2015 | 1184 | RAF/10/51/DAN | 1 | EM[1] | 1 |
| Promotion of decent work in the South African transport sector (Phase I) – Final Evaluation | Africa | 2013 | 2033 | SAF/10/02/MUL | 3 | EM[1] | 4 |
| Programme d'insertion des sortants de la formation professionnelle – Final Evaluation | Africa | 2013 | 1589 | SEN/07/01/LUX | 2 | EM[1] | 1 |
| Enhancing Rural Access – Rural roads rehabilitation and maintenance (RDP IV) – Final Evaluation | Asia | 2016 | 1723 | TIM/11/01/EEC | 1 | EM[1] | 1 |
| Strengthening of inland tourism in Quang Nam – Final Evaluation | Asia | 2013 | 1386 | VIE/10/01/LUX | 3 | EM[1] | 4 |
| Monitoring and Assessing Decent Work in Developing Countries (MAP) -Two Volumes – Final Evaluation | Inter-Regional | 2014 | 2125 | INT/07/15/EEC | 19 | PO[5] | A |

| Evaluation title | Region | Year | No. | Project symbol | P&B outcome 2013–2015 | Strategic objective | 2016–2017 P&B policy outcome |
|---|---|---|---|---|---|---|---|
| Strengthening labour administration in Afghanistan – Final evaluation | Asia | 2015 | 2391 | AFG/10/01/USA | 11 | SD$^2$ | 7 |
| Promoting fundamental principles and rights at work in Bangladesh – Final Evaluation | Asia | 2015 | 1667 | BGD/11/50/USA | 10 | SD$^2$ | 10 |
| Desarrollo de las instituciones tripartitas y mecanismos que defienden y promocionan la realización de los derechos laborales fundamentales en Colombia – Evaluación final | Latin America | 2015 | 2129 | COL/13/02/USA | 12 | SD$^2$ | 7 |
| Employers have strong, independent and representative organization (Outcome 9) – Final evaluation | Inter-Regional | 2016 | 2291 | GLO/14/59/NOR | 9 | SD$^2$ | 10 |
| Outcome 10: Thematic funding for 2014-15 (Norway-ILO Partnership Programme 2012-15) – Final evaluation | Inter-Regional | 2016 | 2596 | GLO/14/60/NOR | 10 | SD$^2$ | 10 |
| Better work Jordan – Phase I – Final Evaluation | Arab States | 2013 | 1492 | JOR/07/02/USA | 13 | SD$^2$ | 8 |
| Promoting fundamental principles and rights at work through social dialogue and gender equality – Final evaluation | Africa | 2014 | 2427 | MOR/11/03/CAN | 12 | SD$^2$ | 7 |
| Developing the capacity of employers' organizations in the Arab Region through effective policy and social dialogue (Regional, Yemen and Jordan)- Final Evaluation | Arab States | 2016 | 1940 | RAB/12/50/NOR | 9, 10 | SD$^2$ | 10 |
| Responding effectively to the HIV/AIDS epidemic in the world of work: Country programmes – Final Evaluation | Inter-Regional | 2014 | 1935 | GLO/12/63/NOR | 8 | SP$^3$ | 8 |
| Outcome 5: Thematic Funding for 2014-2015 – Final Independent Evaluation | Inter-Regional | 2016 | 2572 | GLO/14/67/SID | 5 | SP$^3$ | 6 |
| Economic empowerment and HIV vulnerability reduction along transport corridors in Southern Africa – Final Evaluation | Africa | 2016 | 1566 | RAF/10/04/SID | 8 | SP$^3$ | 8 |
| Promoting freedom of association and social dialogue in Myanmar – Final Evaluation [28] | Asia | 2016 | 2131 | MMR/13/06/NOR | 6 | SP | 7 |
| Promotion and building unemployment insurance and employment services in ASEAN countries – Final Evaluation | Asia | 2013 | 2183 | RAS/13/53/JPN | 4 | SP$^3$ | 3 |
| Effective governance of labour migration and its skills dimensions – Final evaluation | Europe | 2013 | 2043 | RER/09/04/EEC | 7 | SP$^3$ | 9 |
| From the crisis towards decent and safe jobs in Central Asia and Southern Caucasus – Final Evaluation | Europe | 2013 | 1263 | RER/09/05/FIN | 5 | SP$^3$ | 7 |

[28]  This evaluation was added subsequent to the inception report to replace an evaluation that was mislabeled as a final evaluation.

| Evaluation title | Region | Year | No. | Project symbol | P&B outcome 2013–2015 | Strategic objective | 2016–2017 P&B policy outcome |
|---|---|---|---|---|---|---|---|
| Programa para la promoción de un Piso de Protección social en la región andina – Evaluación final | Latin America | 2016 | 2467 | RLA/14/03/SPA | 4 | SP[3] | 3 |
| Increasing workplace compliance through labour inspection – Final Evaluation | Asia | 2016 | 2507 | VIE/13/02/NET | 11 | SP[3] | 7 |
| ASEAN-focussed labour market governance programme (OSH and industrial relations) – Final Evaluation | Asia | 2015 | 2019 | RAS/13/50/JPN | 6 | SP[3] | 7 |
| Support to National Efforts Towards a Child Labour-free State, Bahia-Brazil – Final Evaluation | Latin America | 2013 | 2082 | BRA/08/50/USA | 16 | ST[4] | 8 |
| Labour rights: Preventing trafficking for labour exploitation in China (CP-Ting Phase II) – Final Evaluation | Asia | 2013 | 1223 | CPR/09/01/CAN | 15 | ST[4] | 8 |
| Creating a conducive environment for the effective recognition and implementation of fundamental principles and rights at work in Egypt – Final evaluation | Africa | 2014 | 1737 | EGY/11/03/USA | 18 | ST[4] | 2 |
| Outcome 10 independent evaluation: Workers have strong, independent and representative organizations – Trade unions for social justice | Inter-Regional | 2014 | 1931 | GLO/11/57/SID | 14 | ST[4] | 8 |
| Outcome 14 – Freedom of association, collective bargaining – GLO/11/57/SID and GLO/12/59/NOR – Final evaluation | Inter-Regional | 2014 | 1757 | GLO/12/59/NOR | 14 | ST[4] | 8 |
| Convergence against child labour: Support for India's Model – Final Independent Review | Asia | 2013 | 2143 | IND/08/50/USA | 16 | ST[4] | 8 |
| Improving the governance and protection mechanisms for labour migration in the Middle East & Advocacy Strategy on ILO's Domestic Workers Convention in the Arab States (C189) – Final Evaluation | Arab States | 2015 | 1942 | RAB/12/05/SDC | 15 | ST[4] | 8 |
| Lucha contra las peores formas de trabajo infantil mediante la Luca contra las peores formas de trabajo infantil mediante la cooperación horizontal en América del Sur (Brasil, Bolivia, Ecuador y Paraguay) – Evaluación final | Latin America | 2013 | 1172 | RLA/09/52/USA | 16 | ST | 8 |
| Combating the worst forms of child labour in shrimp and seafood processing areas in Thailand – Final Evaluation | Asia | 2015 | 1626 | THA/10/50/USA | 16 | ST[4] | 8 |
| PAMODEC Phase III – Projet d'appui à la mise en oeuvre des principes et droits fondamentaux au travail – Final Evaluation | Africa | 2016 | 2047 | RAF/10/56/FRA | 18 | ST[4] | 2 |

[1] Employment.  [2] Social dialogue.  [3] Social protection.  [4] Standards.  [5] Policy Objective

# ANNEX III. CHANGES IN META-ANALYSIS METHODOLOGY OVER TIME

Although the methodology of this meta-analysis is similar to the first two meta-analyses, there have been some changes in each of the studies, which is important to keep in mind when considering the results and in making comparisons of the results over the three studies.

It should also be noted that coverage of performance criteria is also a significant factor to be kept in mind when making comparisons over time; the topic of coverage is addressed in the following annex.

## Changes in performance criteria over time

As noted in section 1.4 on Methodology in this report, there were differences in each of the meta-analyses in terms of the specific performance criteria used in the study.

Table 10. Number of performance criteria and scale used in meta-analyses

| Meta-analysis | Performance criteria | Scale (point) |
|---|---|---|
| 1. 2009–2010 | 38 | 4 |
| 2. 2011–2012 | 28 | 6 |
| 3. 2013–2016 | 26 | 4 |

The performance criteria have changed not only in number, but also in their specifics. Many are similar throughout the three studies, but even small differences in wording can mean significant differences in the scores applied and can affect comparability. In some cases, performance criteria have been amalgamated between meta-analyses (especially since the first meta-analysis) or separated into different components.

The 2010–2011 meta-analysis used a different scoring scale from the first meta-analysis, using a 6-point scale, as shown in the table below.

Table 11. Scales used in the meta-analyses

| Scale | Scores | | | | | |
|---|---|---|---|---|---|---|
| 4-point scale | Unsuccessful 1 | Partly successful 2 | Successful 3 | Highly successful 4 | | |
| 6-point scale | Highly unsatisfactory 1 | Unsatisfactory 2 | Somewhat satisfactory 3 | Somewhat unsatisfactory 4 | Satisfactory 5 | Highly satisfactory 6 |

The current meta-analysis returned to the 4-point scale, and also adopted a detailed description for each score per criterion to guide scoring, based on a rubric developed by EVAL after the second meta-analysis. This could have effects on the way results are scored and their comparability between meta-analyses. Using precise definitions for each score for each criterion reduces the flexibility of the reviewer in applying a score, which may contribute to consistency, but could have resulted in lower scores (because evidence is often absent to satisfy all the specific aspects described). Average scores in performance areas are more similar between the first and current meta-analysis, which used the same 4-point scale.

## Approach to scoring

As agreed with EVAL, the meta-analysis team took a specific approach towards scoring. In order to achieve the top score ('Highly successful'), evidence had to be provided in the evaluation report to justify all aspects of the criterion description. However, to achieve a score of 'Successful', most, though not necessarily all, of the criterion description had to be met. As a result, the top score in this meta-analysis was not often given, not necessarily because the project would not meet the criteria, but because there was insufficient evidence provided in the evaluation report to justify a top score. The documentation of previous meta-analyses does not allow for a detailed assessment of the level of comparability of this approach. This will be a consideration in any revision of the methodology.

Further, a slight difference in approach was that two other individuals (one of whom was an EVAL staff member) reviewed the scores in the 2011–2012 meta-analysis, whereas in the current exercise, only the Team Leader reviewed the scores. Due to time constraints, it was not possible to have multiple individuals score every report (nor was this done in previous meta-analyses).

# ANNEX IV. COMPARISON OF COVERAGE OVER TIME

Coverage in performance criteria should be kept in mind when assessing the validity of scores in a single year as well as making comparisons over time. Coverage (whether a criterion could be scored or not) varied from almost 100 per cent to as low as 25 per cent (see table IV.1 below). The lower the coverage, the smaller the size of the sample for that criterion, and the less reliable the data become.

It is outside the scope of this study to determine why coverage of individual criterion has varied between meta-analyses. Certainly, changes in the wording of criteria and scoring approach is a likely contributing cause; even small changes can have a significant effect on the ability to apply a score. Another contributing cause may be changes in evaluation guidance or requirements over time. Further, as described in the previous meta-analyses, evaluations are called upon to address a large number of different evaluation questions/criteria and sub-criteria. Due to limitations in resources and short timelines, some evaluation criteria are not covered at all or are covered in a cursory manner. In some cases, the evaluation Terms of Reference did not request that these criteria be addressed. This is an example of how the corporate-wide aggregate nature of the performance criteria cannot reflect all the project- or content-specific issues of each evaluation.

It should also be noted that some evaluation criteria are so specific that an individual criterion may not be able to be scored in many cases (leading to low coverage), even though the broader topic is in fact addressed more generally. For example, coverage of relevance criteria was as low as 68 per cent in the current meta-analysis. In reality, all reports addressed the question of project relevance, but not necessarily the specific aspects (for example, relevance to P&B outcomes and DWCP) requested by the criteria, with the result that they could not be scored.

As can be seen from figure 10 above, coverage of most performance criteria (16) was 80 per cent or higher. Ten performance criteria were below 80 per cent but reached at least 60 per cent. Three were particularly low: pro-poor focus, strategic importance of results achieved, and acknowledgement and use of ILO expertise.

The figures below (figure 11, 12 and 13) below show a comparison of coverage of performance criteria over the three meta-analyses. Some show large differences between the meta-analyses, and others are consistent.

Figure 10.  Coverage of 2013–2016 performance criteria
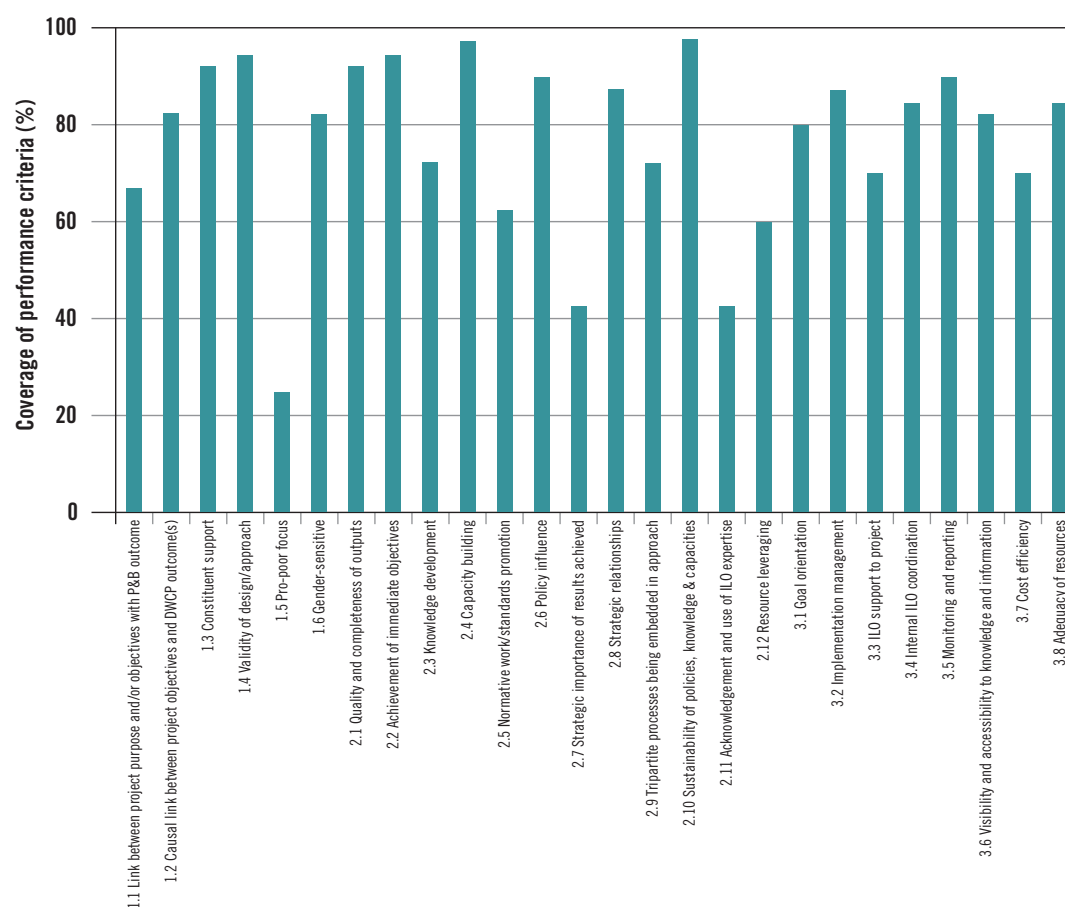


Figure 11.  Coverage of strategic relevance and alignment performance criteria, 2009–2010, 2011–2012, and 2013–2016
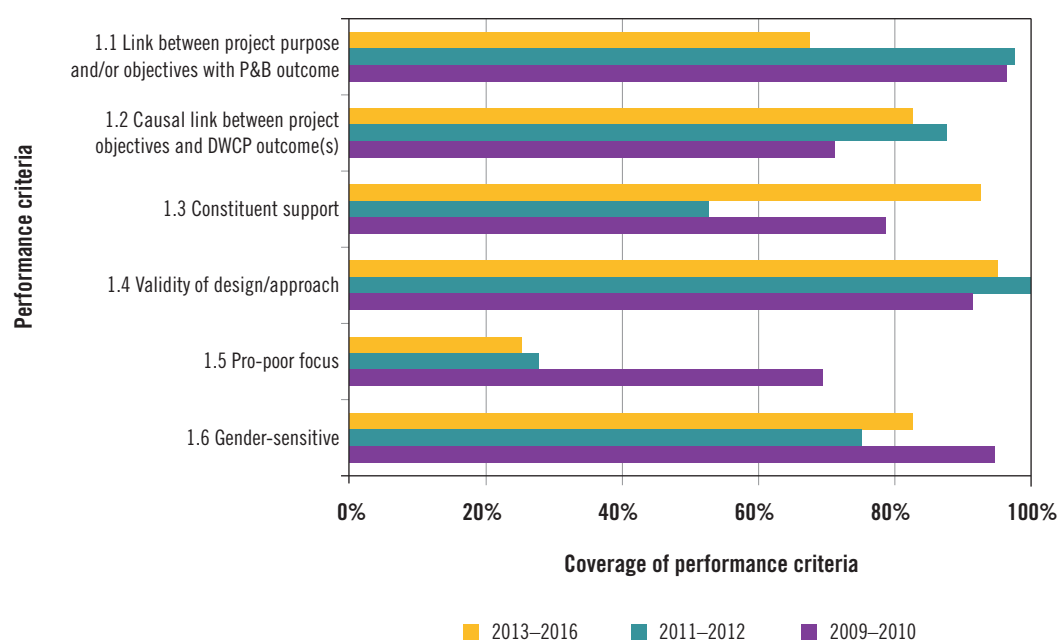
Figure 12.  Coverage of effectiveness, sustainability and impact performance criteria, 2009–2010, 2011–2012, and 2013–2016
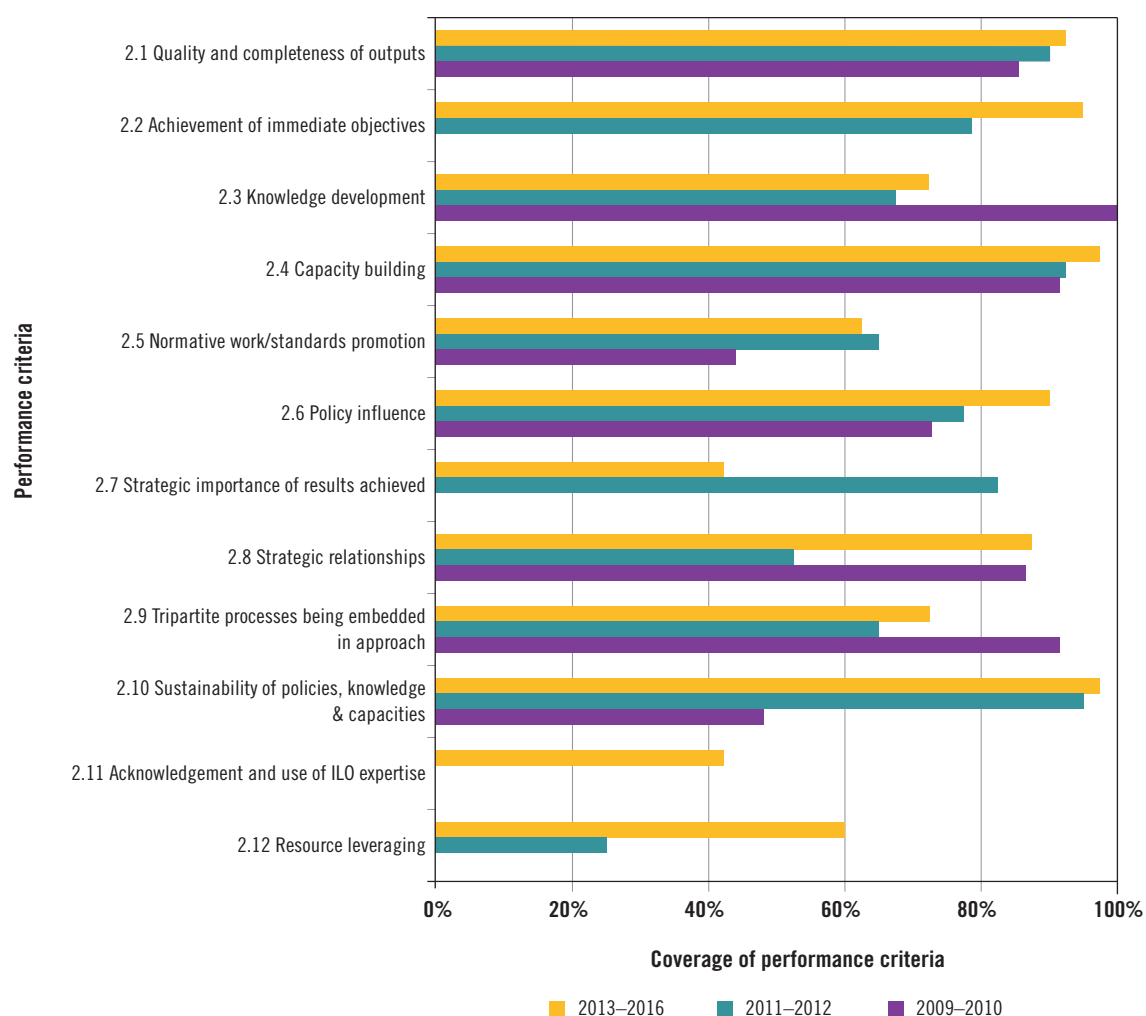


Figure 13.  Coverage of implementation performance and efficiency of management and resource use performance criteria, 2009–2010, 2011–2012, and 2013–2016
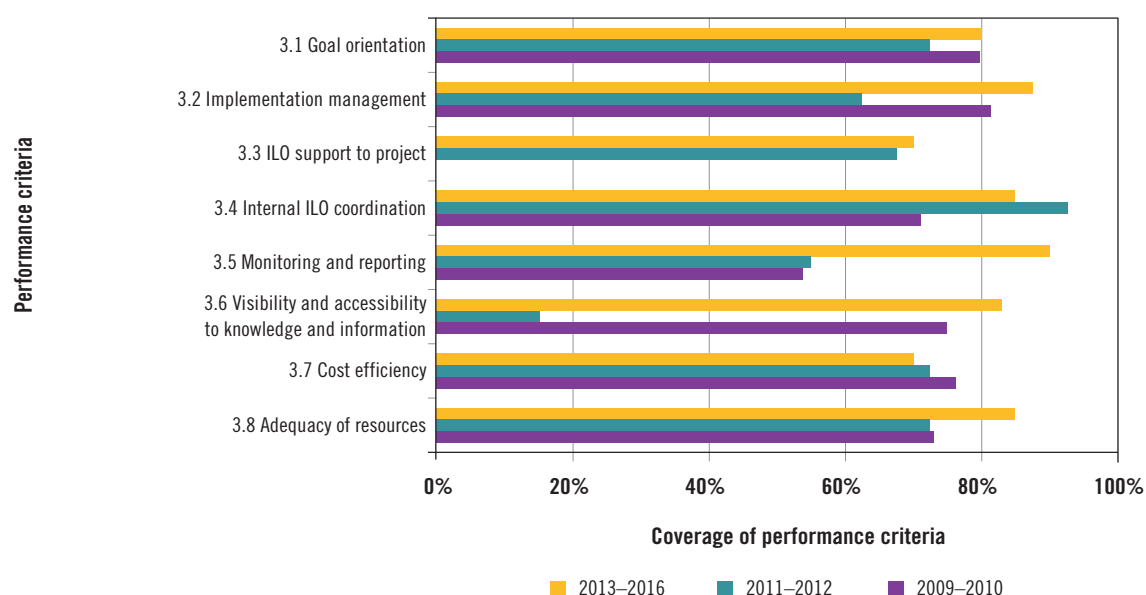
In a majority of cases, coverage was similar enough that it is unlikely by itself to have had a significant impact on the consistency of results across the meta-analyses. However, in the cases where coverage is highly variable between meta-analyses, additional caution should be used in comparing results between studies. These are:

- 2.12 Resource leveraging
- 2.8 Strategic importance of results
- 3.6 Visibility and accessibility to knowledge and information.

In other cases coverage has been particularly poor, and these are areas where consideration could be made to improving coverage in future evaluations. These are:

- 1.5 Pro-poor focus
- 2.11 Acknowledgement and use of ILO expertise
- 2.5 Normative work/standards promotion.

# ANNEX V. SCORING MATRIX

| Criteria | 1 Unsuccessful | 2 Partly successful | Successful | Highly successful |
|---|---|---|---|---|
| **1. Strategic relevance and alignment** | | | | |
| 1.1 Link between project purpose and/or objectives with P&B outcome | Project objectives do not demonstrate a clear link with the P&B framework. Partners do not have a clear understanding of what the project aspires to achieve. | Some evidence of linking to the P&B outcomes, but the relationship remains vague and loose. The link is not well reflected at the operational level. Some partners do not share the same understanding of what the project aspires to achieve. | Clear and specific correlation between project objectives and P&B outcomes at both strategic and operational levels. Link reflected and translated into actions, and an understanding of what the project aspires to achieve is broadly shared. | Clear and compelling link to the P&B outcomes, translated into a concrete set of goals and priorities at the operational level. Causal link broadly held among partners and partners have a clear understanding of what project aspires to achieve. |
| 1.2 Causal link between project objectives and DWCP outcome(s) | DWCP outcome (and/ or Country Programme Outcomes) is not reflected in the project objectives. Project was not clearly based on demand. | Some actions are linked to the DWCP outcome and/ or Country Programme Outcomes, but the relation remains unclear and loose. Some demand for project is evident. | Project objectives are clearly linked to the DWCP outcome and translated into actions. Project is based on demand, and responds to national decent work priorities/ Country Programme Outcomes. | Clear and compelling linking to the DWCP outcome(s), translated into a concrete set of actions and priorities at the operational level. Project forms part of a strategic framework for ILO's interventions in the country and responds to national decent work priorities or Country Programme Outcomes. |
| 1.3 Constituent support | Lack of interest and demand from constituents to participate and provide input in the project formulation. Project does not reflect national decent work needs of constituents.<br><br>Recognition of ILO's presence and contribution either low or not positive. | Some constituents are eager to be constructively engaged in the project, but not all constituents involved in project formulation. Lack of inputs from the missing constituents biases the successful project implementation and ensuring future ownership. Project partially reflects national decent work needs of constituents. | ILO considered as responsive to national needs and constituents actively involved in project formulation. Inputs provided and active participation in the project formulation and implementation. Project reflects national decent work needs as expressed by constituents. | ILO constituents involved in the project formulation, providing inputs and comments, and contributing to the project design and implementation. Project reflects national decent work needs as expressed by constituents, and there is clear evidence of demand and intended use of project by constituents. |

| Criteria | 1 Unsuccessful | 2 Partly successful | Successful | Highly successful |
|---|---|---|---|---|
| 1.4 Validity of design/ approach | The objectives and technical approach of the project are not endorsed by stakeholders. Core strategies and services vaguely defined and lack clear alignment with project objectives; seem scattered and largely unrelated to each other. | Lack of clarity as to whether objectives and technical approach are endorsed by stakeholders. Core strategies and services defined and largely aligned with objectives; strategies and services may be somewhat scattered and not fully integrated into clear strategy. | The objectives and technical approach of the project are sound and are endorsed by a majority of stakeholders. Most strategies and services well defined and can be solidly linked to project objectives; offerings fit together well as part of clear strategy. | The objectives and technical approach of the project are endorsed by stakeholders. Strategies and services well defined and fully aligned with project objectives; clearly linked to one another and to overall strategy; synergies across programmes were captured. |
| 1.5 Pro-poor focus | No poverty effect intended or specified; no poverty effect likely based on design, target groups and operational areas. | No poverty effect explicitly stated but some effects likely based on nature of interventions and localities chosen. | Project aims at improving the living conditions of the poorest of the population; sound logic for addressing poverty through project actions; some poverty targeting. | A pro-poor perspective is integrated into the design and implementation; poverty reduction effects logical and well specified; systematic targeting to reach the poorest. |
| 1.6 Gender-sensitive | No gender analysis at design or during implementation; no strategy addressing gender. No gender-sensitive indicators; no indicators disaggregated by sex, age and socio-economic background. | Limited evidence of gender analysis; little focus on gender issues in strategy. Very limited coverage of gender-sensitive indicators; indicators rarely disaggregated by sex, age and socio-economic background. | Fair amount of evidence of gender analysis; some planning and focus on gender issues in strategy. Some gender-sensitive indicators and some disaggregated by sex, age and socio-economic background. | Gender analysis part of the situational assessments; strategies to address gender inequality issues effectively implemented. Gender-sensitive indicators are disaggregated by sex, age and socio-economic background. |
| **2. Effectiveness, sustainability and impact** | | | | |
| 2.1 Quality and completeness of outputs | The main outputs of the project were not achieved or of poor quality and relevance to stakeholders. | Only a few of the main outputs of the project were achieved, and/or of mixed quality and usefulness such that use by stakeholders has been minimal. | The main outputs of the project achieved; results achieved are considered of good technical quality and thus put into use by at least some ILO stakeholders. | All outputs of the project achieved; are considered of high technical quality and thus are being put into use by ILO stakeholders. |
| 2.2 Achievement of immediate objectives | Little or no progress has been made on immediate objectives, and it appears unlikely that further significant progress will be made. | Project has made some progress on the immediate objectives, but has mixed results. | Project has mostly met immediate objectives, with strong progress having been made towards overall outcomes. | Project has fully met or exceeded immediate objectives overall. |
| 2.3 Knowledge development | Little or no plan of action to generate new knowledge or consolidate existing knowledge; knowledge either not disseminated to policy and decision makers, or considered irrelevant and/or of poor quality. | Some attention to knowledge generation and dissemination to policy and decision makers as a means of supporting national dialogue and/or international knowledge base; knowledge considered of mixed quality. | Project strategy brings together dispersed knowledge and/or generates new knowledge that supports policy dialogue at global, national or local level; knowledge generated considered of good quality and relevant to decision-makers. | Targeted, high-quality research and knowledge development generates creative ideas and solutions; project effectively translates these ideas into workable concepts; strategic dissemination of knowledge raises awareness and supports key decisions. |
| 2.4 Capacity building | Negligible or ineffectual building of capacities of constituents and other national entities. | Minimal building of individual capacities within constituents and other entities. | Effectively targeted, built and leveraged individual capacities in order to institutionalize capacities at the organizational level. | Built, leveraged, and maintained strong, high-impact, capacity building at individual and institutional levels with variety of relevant parties; capacities anchored in organizational operations, for longer term capacities. |

| Criteria | 1 Unsuccessful | 2 Partly successful | Successful | Highly successful |
|---|---|---|---|---|
| 2.5 Normative work/ standards promotion | Project does not integrate international labour standards (ILS) as part of approach; highly limited and/or ineffective efforts to link project work to normative instruments and ILS mechanisms. | Some design linkages and a few activities to support adoption and/or application of relevant ILS, but opportunities missed to further incorporate ILS into project. | Project design includes some elaboration and promotion of relevant inter-national labour standards (ILS). The application of ILS is part of the results framework and supported through project actions. Although ILS incorpora-ted into the project, the project does not necessarily demonstrate strong results in this area. | Project design includes the elaboration and promotion of relevant international labour standards (ILS). The application of ILS is part of the results framework and supported through project actions. The implemen-tation of the project has effectively contributed to ILS. |
| 2.6 Policy influence | As a result of the project, stakeholders have not increased their awareness of possibilities for influen-cing policy-making; have not increased their policy influencing activities, and have not achieved results in policy influence in general. | As a result of the project, stakeholders have increased their aware-ness of possibilities in influencing policy-making; and are making initial steps in increasing their policy-influencing activities. | As a result of the project, stakeholders are well aware of possibilities in influencing policy-making, and have significantly increased their activities in policy-discussions on state or national level. May be beginning to see policy influencing results. | As a result of the project, stakeholders are fully aware of possibilities for influen-cing policy-making, and carry out effective policy influencing. The project has influenced policy making on local, national, or global levels. |
| 2.7 Strategic importance of results achieved | Results achieved have little or no strategic importance to national partners; no evidence of use of results in a strategic context. | Results achieved are consi-dered useful to stakeholders but of moderate strategic importance; little evidence of use of results in a strate-gic context. | Results achieved are considered by stakeholders of strategic importance to achieving national deve-lopment outcomes; some movement on use of results to forward national develop-ment plans of action. | Results achieved are consi-dered by stakeholders of high strategic importance to achieving national deve-lopment outcomes; evidence of strategic use of results by stakeholders. |
| 2.8 Strategic relationships | The project made negligible or no use of partnerships and alliances with consti-tuents and organizations such as the UN, relevant government ministries, donors, or other relevant institutions or entities. | The project involved minimal building of rela-tionships and collaborating with constituents and organizations such as the UN, relevant government ministries, donors, or other relevant institutions or entities. | The project effectively built and leveraged some key relationships with a few types of organizations such as the UN, relevant govern-ment ministries, donors, or other relevant institutions or entities; some relations may be precarious or not fully "win-win". | The project built, leveraged, and maintained strong, high-impact, relationships with variety of organizations such as the UN, relevant government ministries, donors, or other relevant institutions or entities; relationships deeply anchored in stable, long term, mutually beneficial collaboration. |
| 2.9 Tripartite processes being embedded in approach | Negligible attention to and involvement of tripartite institutions and processes in design, implementation and intended results of project. | Some attention to tripartite processes in project approach, but opportunities missed in design or imple-mentation to strengthen tripartite processes. | Tripartism integrated in to project approach and implementation; some capacity development to support effective tripartite involvement and some strengthening of tripartite processes. | Tripartism fundamental to project approach and as a strategy for implementa-tion; addressing targeted capacity gaps of tripartite constituents in order to strengthen tripartite processes, institutionaliza-tion of tripartite process to ensure sustainability fol-lowing project completion. |
| 2.10 Sustainability of policies, knowledge and capacities | No possibility of maintai-ning existing interventions or insights; no abi-lity to scale up or sustain advancements achieved by project. No exit strategy. | Limited possibility of maintaining insights or scaling up interventions. Partners have some ability to maintain, scale up or innovate existing programs. Weak exit strategy, if any. | Some tangible possibilities of maintaining, advancing or scaling up existing inter-ventions/insights. Partners able to maintain, scale up or innovate existing programs. Some thought to an exit strategy. | Good possibility of maintai-ning or scaling up existing interventions. Partners efficiently and effectively able to grow existing programs to meet evolving needs. Preparation of exit strategy. |

| Criteria | 1 Unsuccessful | 2 Partly successful | Successful | Highly successful |
|---|---|---|---|---|
| 2.11 Acknowledgement and use of ILO expertise | ILO's expertise either not recognized or generally not regarded as positive; few constructively engage with the ILO. | ILO's expertise somewhat recognized, and generally regarded as positive. Some key organizations are constructively engaged with ILO. | ILO seen to have reasonable expertise and perceived as open and responsive to national needs; prominent organizations constructively involved with ILO. | ILO expertise widely acknowledged, and perceived as actively engaged with and constructively involved at national and/or international (as relevant to project). |
| 2.12 Resource leveraging | No government or donor resources leveraged from outside the ILO to boost project results. | A small amount of government and donor resources (financial or other types of resources) leveraged from outside the ILO to boost project results. | A reasonable quantity of government and donor resources (financial or other types of resources) leveraged from outside the ILO to boost project results. | Significant government and donor resources (financial or other types of resources) leveraged from outside the ILO to boost project results. |
| **3. Implementation performance and efficiency of management and resource use** | | | | |
| 3.1 Goal orientation | Targets are non-existent or few, vague, or confusing, or too easy or impossible to achieve. Not clearly linked to aspirations and strategy, and may change from year to year. Indicators a poor fit for outcomes. | Realistic targets exist in some key areas, and are mostly aligned with aspirations and strategy; may not be demanding, or are short-term, lack milestones, or mostly focused on "inputs" (things to do. Not all indicators are a logical fit to outcomes. | Quantified, demanding targets in most areas; linked to aspirations and strategy; though may lack milestones. Logical fit between indicators and outcomes. | Clear set of quantified, demanding performance targets in all areas; targets are tightly linked to aspirations and strategy, have annual milestones. Logical fit between indicators and outcomes. Time frame practicable. |
| 3.2 Implementation management | Highly limited or no management processes (e.g., decision making, planning, reviews) for ensuring effective functioning of the group; processes are little used by staff. | Basic set of management processes in core areas for ensuring efficient functioning of group; processes known, used, and truly accepted by only portion of staff. | Solid, well designed set of management processes in place in core areas to ensure smooth, effective functioning of group; processes known and accepted by many and often used. | Robust, lean, and well-designed set of management processes (e.g., decision making, planning, reviews) in place in all areas to ensure effective and efficient functioning; processes are widely known, used and accepted. |
| 3.3 ILO support to project | Technical, programmatic, administrative and financial support by ILO was poor overall. | Technical, programmatic, administrative and financial support by ILO was of mixed quality. | Technical, programmatic, administrative and financial support by ILO was satisfactory. | Technical, programmatic, administrative and financial support by ILO was consistently high quality. |
| 3.4 Internal ILO coordination | Different programs and group units function in silos; little or dysfunctional coordination between them. Roles and responsibilities are unclear. | Interactions between different programs and group units are generally good, though significant coordination issues do exist; minimal pooling of resources. Roles and responsibilities may not be entirely clear. | All programs and units function together with sharing of information and resources and pooling of resources; few coordination issues. | Regular and effective integration between different projects and group units with few coordination issues; there is evidence that this integration has enhanced the project. |

| Criteria | 1 Unsuccessful | 2 Partly successful | Successful | Highly successful |
|---|---|---|---|---|
| 3.5 Monitoring and reporting | No M&E framework was established. Evaluation activities may not have been planned. Information for monitoring the performance and results indicators was not well identified; baselines were not developed. Reporting largely absent or not based on outcomes or indicators. Recommendations of mid-term review, if any, not acted upon. Planning or monitoring of cost of resources used for activities is inadequate. | Components of an M&E framework were established but some aspects were missing or information for monitoring performance was not identified. Information for monitoring the performance and results indicators were not fully identified; baselines were not well developed or were not used. Reporting mechanism present but not well implemented. Recommendations of mid-term review may or may not have been acted upon.<br><br>Some planning and monitoring of cost of resources used for activities. | M&E framework was established to measure progress and evaluation activities were identified. Information for monitoring the performance and results indicators were identified; though information may not have been collected on all. Baselines developed though may not have been fully used. Reporting mechanism present and based indicators. Some recommendations of mid-term review acted upon.<br><br>Regular planning and monitoring of cost of resources used for activities, and solid efforts made to contain costs and improve efficiencies. | M&E framework was established to measure progress (including the identification of evaluation activities). Information for monitoring the performance and results indicators was identified; baselines developed and have been used. Reporting mechanism applied and based on outcome-level results or indicators. Recommendations of mid-term review acted upon.<br><br>Ongoing planning and monitoring of cost of resources used for activities and adaptations to improve cost efficiency made as necessary. |
| 3.6 Visibility and accessibility to knowledge and information | No formal approach or strategy to document and disseminate knowledge; project has been weak in knowledge sharing (for example, disseminating project outputs to global or national stakeholders). | Some approaches to document and disseminate knowledge exist but are either not comprehensive or only partially carried out. Website, if present, is basic and contains general information, but is updated only occasionally or solely maintained for internal project use. | Approaches or a strategy in place to document and disseminate knowledge internally and externally in some relevant areas. Good efforts have been made to disseminate knowledge from the project. Web site, if present, contains relevant information and is periodically updated. | Comprehensive strategy to document and disseminate knowledge internally and externally in all relevant areas. Knowledge sharing has been effective. A website, if present, is regularly maintained and kept up to date on latest developments; user-friendliness and depth of information. |
| 3.7 Cost efficiency | Costs of achieving results are excessive compared to similar activities. | Cost of achieved results is somewhat unreasonable for the cost. | Achieved results are reasonable for the costs. | Resources used strategically and effectively. Achieved results justify the costs. A system for reporting and monitoring on costs provides evidence that supports this conclusion. |
| 3.8 Adequacy of resources | Human and financial resources clearly insufficient to deliver project outputs and objectives. Project funds not delivered in a timely manner. | Human and financial resources are sufficient to deliver most of the project outputs and objectives. Project funds inconsistently delivered. | Human and financial resources are sufficient to deliver the vast majority of project outputs and objectives. Most project funds delivered in a timely manner. | Human and financial resources sufficient to deliver project outputs and objective. Project funds delivered in a timely manner. |

# ANNEX VI. CHANGES IN ILO OUTCOMES

Over the period of time in which the projects in this sample were conceptualized and implemented, ILO's Strategic Policy Framework (strategic plan) 2010–2015 contained 19 P&B outcomes linked specifically to one of the four strategic objectives, as shown on the left in table 12 below. The 2016–2017 transitional strategic plan and the P&B 2016–2017 amalgamated these 19 P&B outcomes into 10 policy outcomes, accompanied by three cross-cutting outcomes: advocacy, governance, and support, and all contributing to the interrelated four strategic objectives. Although the P&B 2016–2017 does not explicitly link the policy outcomes to the four strategic objectives, they are considered as being inter-related and integrated so that all policy outcomes contribute in some manner to the strategic objectives.

The list of projects in the sample (Annex II) shows how each project under the 2010–2015 Strategic Policy Framework can be mapped to the 2016–2017 Policy Outcomes currently in place.28

## Table 12.  ILO P&B outcomes in the 2010–2015 period

| 19 P&B outcomes 2010–2015/four strategic objectives | | | | | |
|---|---|---|---|---|---|
| **Strategic objective:** Create greater opportunities for women and men to secure decent employment and income | | | | | |
| Outcome 1: Employment promotion | | Outcome 2: Skills development | | Outcome 3: Sustainable enterprises | |
| **Strategic objective:** Enhance the coverage and effectiveness of social protection for all | | | | | |
| Outcome 4: Social security | Outcome 5: Working conditions | Outcome 6: Occupational safety and health | Outcome 7: Labour migration | Outcome 8: HIV/AIDS | |
| **Strategic objective:** Strengthen tripartism and social dialogue | | | | | |
| Outcome 9: Employers' organizations | Outcome 10: Workers' organizations | Outcome 11: Labour administration and labour law | Outcome 12: Social dialogue and industrial relations | Outcome 13: Decent work in economic sectors | |
| **Strategic objective:** Promote and realize standards and fundamental principles and rights at work | | | | | |
| Outcome 14: Freedom of association and the right to collective bargaining | Outcome 15: Forced labour | Outcome 16: Child labour | Outcome 17: Discrimination at work | Outcome 18: International labour standards | Outcome 19: Mainstreaming decent work |

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28   The conversion in Appendix II is based on a document "From the results framework 2010-2015 to the results framework 2016-17: Re-mapping exercise" that ILO PROGRAM prepared in October 2015, to simplify analysis for purposes of consistency.  The PROGRAM re-mapping exercise allowed for several options for some outcome indicators. For conversion purposes one outcome had to be chosen.

Table 13.  ILO P&B outcomes from 2016 to the present

| 10 Policy outcomes 2016–2017 | Enabling Outcomes  (advocacy, governance and support services) |
|---|---|
| 1: More and better jobs for inclusive growth and improved youth employment prospects | Outcome A: Effective advocacy of decent work in the world of work |
| 2. Ratification and application of international labour standards. | Outcome B: Effective and efficient governance of the Organization |
| 3. Creating and extending social protection floors | Outcome C: Efficient support services and effective use of ILO resources |
| 4. Promoting sustainable enterprises | – |
| 5. Decent work in the rural economy | – |
| 6. Formalization of the informal economy | – |
| 7. Promoting workplace compliance through labour inspection | – |
| 8. Protection of workers from unacceptable forms of work | – |
| 9. Promoting fair and effective labour migration policies | – |
| 10. Strong and representative employers' and workers' organizations | – |

# ANNEX VII. CRITERIA FREQUENCIES AND STATISTICS

## FREQUENCIES

| Performance Criteria | 1<br>Unsuccessful | 2<br>Partly<br>Successful | 3<br>Successful | 4<br>Highly<br>Successful | 0<br>No data |
|---|---|---|---|---|---|
| **1. Strategic relevance and alignment** | | | | | |
| 1.1 Link between project purpose and/or objectives with P&B outcome | 0 | 1 | 20 | 6 | 13 |
| 1.2 Causal link between project objectives and DWCP outcome(s) | 0 | 2 | 26 | 5 | 7 |
| 1.3 Constituent support | 0 | 14 | 20 | 3 | 3 |
| 1.4 Validity of design/approach | 2 | 14 | 21 | 1 | 2 |
| 1.5 Pro-poor focus | 0 | 3 | 7 | 0 | 30 |
| 1.6 Gender-sensitive | 3 | 21 | 9 | 0 | 7 |
| **2. Effectiveness, sustainability and Impact** | | | | | |
| 2.1 Quality and completeness of outputs | 0 | 5 | 29 | 3 | 3 |
| 2.2 Achievement of immediate objectives | 0 | 8 | 27 | 3 | 2 |
| 2.3 Knowledge development | 1 | 6 | 22 | 0 | 11 |
| 2.4 Capacity building | 0 | 2 | 34 | 3 | 1 |
| 2.5 Normative work/standards promotion | 0 | 3 | 15 | 7 | 15 |
| 2.6 Policy influence | 1 | 5 | 25 | 5 | 4 |
| 2.7 Strategic importance of results achieved | 0 | 1 | 15 | 1 | 23 |
| 2.8 Strategic relationships | 1 | 5 | 27 | 2 | 5 |
| 2.9 Tripartite processes being embedded in approach | 3 | 6 | 18 | 2 | 11 |
| 2.10 Sustainability of policies, knowledge & capacities | 1 | 12 | 23 | 3 | 1 |
| 2.11 Acknowledgement and use of ILO expertise | 1 | 1 | 8 | 7 | 23 |
| 2.12 Resource leveraging | 0 | 8 | 11 | 5 | 16 |
| **3. Implementation performance and efficiency of management and resource use** | | | | | |
| 3.1 Goal orientation | 11 | 15 | 6 | 0 | 8 |

| Performance Criteria | 1<br>Unsuccessful | 2<br>Partly<br>Successful | 3<br>Successful | 4<br>Highly<br>Successful | 0<br>No data |
|---|---|---|---|---|---|
| 3.2 Implementation management | 6 | 10 | 18 | 1 | 5 |
| 3.3 ILO support to project | 0 | 6 | 22 | 0 | 12 |
| 3.4 Internal ILO coordination | 0 | 10 | 21 | 3 | 6 |
| 3.5 Monitoring and reporting | 4 | 19 | 13 | 0 | 4 |
| 3.6 Visibility and accessibility to knowledge and information | 2 | 12 | 16 | 3 | 7 |
| 3.7 Cost efficiency | 1 | 5 | 20 | 2 | 12 |
| 3.8 Adequacy of resources | 1 | 17 | 15 | 1 | 6 |
| **TOTAL** | **38** | **211** | **488** | **66** | **237** |

## STATISTICS

| | N | | Mean | Median | Mode | Std. deviation |
|---|---|---|---|---|---|---|
| | Valid | Missing | | | | |
| **1. Strategic relevance and alignment** | | | | | | |
| 1.1 Link between project purpose and/or objectives with P&B outcome | 27 | 13 | 3.2 | 3 | 3 | 0.5 |
| 1.2 Causal link between project objectives and DWCP outcome(s) | 33 | 7 | 3.1 | 3 | 3 | 0.5 |
| 1.3 Constituent support | 37 | 3 | 2.7 | 3 | 3 | 0.6 |
| 1.4 Validity of design/approach | 38 | 2 | 2.6 | 3 | 3 | 0.6 |
| 1.5 Pro-poor focus | 10 | 30 | 2.7 | 3 | 3 | 0.5 |
| 1.6 Gender-sensitive | 33 | 7 | 2.2 | 2 | 2 | 0.6 |
| **2. Effectiveness, sustainability and impact** | | | | | | |
| 2.1 Quality and completeness of outputs | 37 | 3 | 2.9 | 3 | 3 | 0.5 |
| 2.2 Achievement of immediate objectives | 38 | 2 | 2.9 | 3 | 3 | 0.5 |
| 2.3 Knowledge development | 29 | 11 | 2.7 | 3 | 3 | 0.5 |
| 2.4 Capacity building | 39 | 1 | 3.0 | 3 | 3 | 0.4 |
| 2.5 Normative work/standards promotion | 25 | 15 | 3.2 | 3 | 3 | 0.6 |
| 2.6 Policy influence | 36 | 4 | 2.9 | 3 | 3 | 0.6 |
| 2.7 Strategic importance of results achieved | 17 | 23 | 3.0 | 3 | 3 | 0.4 |
| 2.8 Strategic relationships | 35 | 5 | 2.9 | 3 | 3 | 0.6 |
| 2.9 Tripartite processes being embedded in approach | 29 | 11 | 2.7 | 3 | 3 | 0.8 |
| 2.10 Sustainability of policies, knowledge & capacities | 39 | 1 | 2.7 | 3 | 3 | 0.6 |
| 2.11 Acknowledgement and use of ILO expertise | 17 | 23 | 3.2 | 3 | 3 | 0.8 |
| 2.12 Resource leveraging | 24 | 16 | 2.9 | 3 | 3 | 0.7 |
| **3. Implementation performance and efficiency of management and resource use** | | | | | | |
| 3.1 Goal orientation | 32 | 8 | 1.8 | 2 | 2 | 0.7 |

| | N | | Mean | Median | Mode | Std. deviation |
|---|---|---|---|---|---|---|
| | Valid | Missing | | | | |
| 3.2 Implementation management | 35 | 5 | 2.4 | 3 | 3 | 0.8 |
| 3.3 ILO support to project | 28 | 12 | 2.8 | 3 | 3 | 0.4 |
| 3.4 Internal ILO coordination | 34 | 6 | 2.8 | 3 | 3 | 0.6 |
| 3.5 Monitoring and reporting | 36 | 4 | 2.3 | 2 | 2 | 0.6 |
| 3.6 Visibility and accessibility to knowledge and information | 33 | 7 | 2.6 | 3 | 3 | 0.7 |
| 3.7 Cost efficiency | 28 | 12 | 2.8 | 3 | 3 | 0.6 |
| 3.8 Adequacy of resources | 34 | 6 | 2.5 | 2 | 2 | 0.6 |