ILO EVALUATION

- **Evaluation Title:** Sida-ILO Partnership Programme 2018-2019 Outcome-based funding to Outcome 7 with a focus on Social Dialogue, Industrial Relations and Collective Bargaining (Phase I)

- **ILO TC/SYMBOL:** GLO/18/59/SWE

- **Type of Evaluation:** Independent Final

- **Country(ies):** Global

- **P&B:** Outcome 7

- **SDG:** 8.8. and 16.6

- **Date of the evaluation:** May 2020

- **Name of consultant:** Marleen Rueda

- **ILO Administrative Office:** INWORK

- **ILO Technical Backstopping Office:** INWORK, FUNDAMENTALS, DIALOGUE, LABOUR LAW & REFORM

- **Date project ends:** 31 March 2020

- **Donor country and Budget:** Sweden, US$ 781,163

- **Evaluation Manager:** Sharon Chitambo

- **Key Words:** Labour relations, Employers and Workers Organizations, Trade Unionism, Workers Education, Collective Bargaining, Labour Disputes, Workers Participation

This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office

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LIST OF ACRONYMS

ACT/EMP	Bureau for Employers' Activities, ILO
ACTRAV	Bureau for Workers' Activities, ILO
Better Work	Better Work Programme
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CB	Collective Bargaining
CPO	Country project objectives
DIALOGUE	Social Dialogue and Tripartism Unit
ENTERPRISES	Enterprises Department
FoA	Freedom of Association
FUNDAMENTALS	Fundamental Principles and Rights at Work Branch
JPO	Junior Professional Officer
ILC	International Labour Conference
ILO	International Labour Organization/International Labour Office
IR	Industrial Relations
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch
IOE	International Organisation of Employers
ITCILO	International Training Center of the ILO
LABOURLAW	Labour Law and Reform Unit
NORMES	International Labour Standards Department
NATLEX	ILO database of national labour, social security and related human rights legislation
NORMLEX	ILO information system on international labour standards
OBI	Outcome based intervention
ODA	Official Development Assistance
P&B	Programme and Budget
PROGRAM	Strategic Programming and Management Department
SAM-SDI	Self-assessment method for Social Dialogue institutions
Score	Sustaining Competitive and Responsible Enterprises Programme
SDG	Sustainable Development Goal
Sida	Swedish International Development Cooperation Agency
STATISTICS	Department of Statistics
TC	Technical cooperation

EXECUTIVE SUMMARY

Project background

In April 2018, Sweden, through the Swedish International Development Cooperation Agency (Sida) continued its longstanding support to the International Labour Organization (ILO) by signing an agreement for a Partnership Programme to support the ILO strategy for 2018-2021. The Phase I of the Partnership Programme provided lightly earmarked thematic funding to support the ILO to advance its strategy for Outcome 7 of the 2018-19 programme and budget (P&B), "Promoting safe work and workplace compliance including in global supply chains". The Partnership Programme had a specific focus on Indicator 7.3, "Number of member states that have developed or strengthened institutions for Tripartite Social Dialogue, Collective Bargaining and Industrial Relations with a view to addressing inequality and enhancing workplace compliance, including in global supply chains". The Outcome-Based funded Intervention (OBI) was presented under GLO241, Promoting Social Dialogue, Industrial Relations and Collective Bargaining, and had a 15 month duration with a budgetary allocation of US$781,163.

Evaluation background

In line with ILO's Evaluation Policy (2017) and the Development Partner agreement, a Final Evaluation has been conducted to review the project performance and to enhance learning within the ILO and among stakeholders. The evaluation focuses on the lightly earmarked funding for Outcome 7 and covers the period from the signature of the Partnership Programme in May 2018 and the conclusion of the intervention in March 2020, after a three-month no-cost extension. The clients of the evaluation are Sida, donor of the OBI; the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK) and all collaborating units; the International Training Center of the ILO, (ITCILO); ILO development cooperation programmes and projects; and ILO offices in target countries. Findings and recommendations are aimed at providing inputs to strengthening the ILO's management capacity as well as informing future programme design. The evaluation took place between March-May 2020.

Evaluation methodology

The methodological approach for data collection has been primarily qualitative in nature. It consisted of a review of relevant documentation, including the partnership agreement, progress reports, Global Products, Country Programme Outcomes (CPOs), and interviews with officials and other stakeholders involved in the design and implementation of the OBI. A three-day mission was carried out to Geneva to conduct stakeholder interviews. Skype interviews were undertaken with Industrial Relations specialists in the Decent Work Support Teams (DWT), ILO development cooperation projects, the ITCILO, the Development Partner and two academic institutions.

Main findings and conclusions

Relevance and strategic fit: *Strategic fit and relevance of the project have been rated high; the OBI was designed to respond to the needs of constituents identified in the country programme outcomes (CPOs). These include needs identified in target CPOs for Ethiopia, Sri Lanka and Myanmar, where the OBI engaged in country-level activities.*

The OBI programming document contained a number of targeted CPOs linked to Outcome 7. CPOs identify priorities agreed by the Tripartite Partners at the national level, are aligned with the ILO P&B and contribute to the achievement of one or more outcomes. A review of the CPOs identified in the OBI programming proposal revealed that a number of countries had identified strengthening Social Dialogue, promoting sound Industrial Relations and labour law reform as priority areas for ILO assistance. The OBI aimed at developing tools to support the Tripartite Constituents -the government, the Workers' and the employer' organizations- to achieve their goals.

A review of CPOs also revealed the links established between strengthened Industrial Relations and development objectives such as social inclusion, economic growth and productivity, employment creation and flexibility for business to adapt to globalization. The absence of Decent Work Country Programmes (DWCPs) for some of the countries

reviewed prevented the identification of poverty as a major challenge for the Tripartite Constituents and clearly linking the OBI with meeting poverty challenges.

The design of the interventions was not based on a thorough analysis of the specific contexts to address the root causes of development. However, the links established with CPOs ensured that the OBI would contribute to addressing the challenges identified by the Tripartite Partners at the national level.

The OBI did not take into account how to particularly reach and include the poor and most vulnerable people. However, the ILO has acknowledged that promoting organization and voice enables people living in poverty to mobilize and become active agents in shaping their future. The evaluation provides examples on how the tools could be used to target the working poor.

The OBI is well-aligned to the needs of Constituents and to the ILO's strategy for Outcome 7 and in particular, indicator 7.3.

Validity and coherence of OBI design: *The evaluation found the OBI design to be coherent and appropriate. However, a logical framework (logframe) was not developed, although some elements of a strategy and internal workplans for each output were developed. Further, the design established a clear sequence of inputs-outputs -outcomes, though it missed indicators to measure advancement and failed to identify risks specific to the OBI implementation. The project filled identified gaps in knowledge and capacity building. Gender was poorly addressed at the design phase and the existing link of the intervention with the poor and vulnerable was not clearly established.*

The evaluation found that the ILO lacks clear guidelines on the programming framework to guide the design of outcome-based interventions. While recognising the specificities of OBIs, all ILO programmes, projects and interventions should be supported by a management framework that facilitates their effective planning, execution and evaluation. A comprehensive logframe for the OBI was not developed, although some elements of a strategy and internal workplans for each of the outputs were developed, some to great detail with outputs and timelines. Based on the P&B, the evaluation constructed a Theory of Change ToC), which highlighted the contribution of the

OBI to advancing the ILO strategy for outcome 7. The evaluation found the OBI to be coherent and consistent to the overall ILO strategy to achieve the policy outcome. The strategy for each of the outputs in the OBI and the internal workplans developed at an early stage of implementation shows that the design has been appropriate to achieve the planned outputs.

With regards to results based management framework, the OBI identified the results to be achieved at the level of outputs and outcomes, but missed the level of activities and inputs and did not define indicators. Although two risks were identified, there were not linked to the achievement of the outputs, rather to their use in a potential second phase of the project.

The OBI contributed to the existing knowledge base, from various angles and to different extents and its objectives were linked to core ILO priorities, sound Industrial Relations and Social Dialogue.

Effectiveness: *On the whole the OBI proved to be effective. While some expected results proved to be overambitious, important outputs have been delivered, including unexpected results. Standards were effectively advanced across all outputs, but gender and disability were unequally addressed. The OBI contributes to Sustainable Development Goal targets 8.8. and 16.6.*

Out of the 14 sub-outputs planned, 6 were achieved, 5 were partially achieved and 3 were not achieved. The evaluation found that the OBI design was overambitious in identifying the sub-outputs to be achieved within the given project duration. The timelines initially foreseen were substantially shortened as there were delays in the internal approvals of the OBI design, which led to the subsequent delays in the allocation of funds to kick-start implementation. Furthermore, the strategy of one of the outputs that had foreseen a number of sub-outputs was readapted during the implementation phase.

Major results achieved include updating and expanding IRLex to add 12 country profiles and extend issues covered; the development of the IRToolkit, which was pilot tested in five countries; the development of a methodology for the collection and analysis of data on Industrial Relations; and the development of a self-assessment methodology to guide Tripartite Constituents in improving the

effectiveness of their Tripartite Social Dialogue institutions (SAM SDI).

Unexpected results include: (i) the strengthening of the technical capacity of the units involved, which will be retained in the ILO and is likely to improve the quality of the assistance provided to Constituents; (ii) Extensive and meaningful in-house consultations, which ensured the robustness of the results delivered; and (iii) the endorsement of the tools by most of the departments and projects will ensure their use and contribute to sustainability.

Efficiency of resources use: *The evaluation concludes that the OBI made a rather efficient use of resources. Funds were leveraged from different sources creating economies of scale. This included professional and administrative staff in the ILO, the ITCILO and development cooperation projects in ILO country offices. The specific allocation for coordination proved to be appropriate. The delivery rate of the OBI was 97% at the time of the evaluation.*

Efficiency of resources was based on extensive use of in-house expertise, implying a substantial contribution from the regular budget in the form of professional and administrative staff from a number of departments that collaborated on the OBI implementation. Foreseeing a specific allocation for coordination and reporting were also appropriate as the OBI required a strong coordination effort. Following the inception phase, there were no reports of delays or bottlenecks in the allocation of funds delaying activities.

The delivery of OBI outputs benefitted from leveraging complementary resources from development cooperation projects in in ILO country offices. This included Better Work, the Project Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry (funded by Sida, H&M and more recently Marks and Spencer), the Programme on Advancing Decent Work and Inclusive Industrialization in Ethiopia (funded by Sida, H&M and other Development Partners), and the Project on Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Ready-Made Garment Industry (funded by Sida and the Government of Denmark).

The OBI was extended for a further three month no-cost extension. The no-cost extension de-

linked the OBI from the ILO P&B cycle, 2018-19, whose strategy it was advancing. The evaluation observes that this weakens the very purpose of outcome-based funding, which is to support the ILO strategy for Outcome 7 for the 2018-2019 biennium.

Impact orientation and sustainability: *The evaluation found indications of impact orientation and sustainability for one of the outputs from the pilot tests undertaken during implementation. However, for other outputs, further efforts will need to be made to ensure their sustainability.*

The IR Toolkit was pilot tested in Myanmar, Indonesia, Sri Lanka and Ethiopia. In all pilot tests, the tool received positive feedback from the Tripartite Constituents.

Long-term commitment of key ILO Programmes such as SCORE and Better Work to use the IR Toolkit will likely contribute to its sustainability, at least in the medium term. Sustainability for the long-term will rely on the ability of the ILO and the ITCILO to consistently use the tool in capacity building activities for the Tripartite Partners and that sectoral approaches are promoted - in cooperation with ILO development cooperation projects and technical assistance - for further sustainability and impact at the national level.

Recommendations

1. The ILO should carefully plan a strategy to roll-out the tools at the national level; these plans should be designed with the close involvement – and leadership - of the DWT Specialists. Specific sustainability plans for the databases should be designed.

2. For IRLex, **explore the best way to institutionalise the established network of academic institutions** and assess the cost implications of involving them in future regular updates.

3. For IRData, **engage in sub-regional workshops with statistical offices for capacity building and integration of the collection methods in national systems** and prepare a sustainability plan for the database.

4. For IRToolkit, **focus on dissemination and capacity building with a variety of stakeholders and create synergies with IR projects; explore national and sectoral adaptations**.

5. For SAM-SDI, **explore the possibility to simplify the tool** before publication or develop a simpler version.

6. The ILO **should ensure a better regional balance in the next phase of the OBI**.

7. **Collaboration amongst the various units should continue to be promoted in the next phase of the OBI, including convening a follow up meeting to assess the use of the tools**. This could be organised at the end of 2020 and involve units and projects that were involved in the development and implementation of the tools in the first phase of the OBI.

8. **With probably the exception of IRData, all tools should strengthen the gender dimension**; it is suggested that specific gender expertise is sought for gender analysis.

9. **The forthcoming design of the intervention in the next phase should include a clear ToC and a results-based framework**, including indicators of progress, impact and an exit strategy to foster sustainability.

10. **Procedures for the approval of internal programming proposals under the outcome-based funding modality should be revised to ensure better alignment with the timelines of the P&B.** The signature of partnership agreements that include outcome-based funding should be aligned with the P&B cycle, to allow for sufficient time for implementation within the given biennium.

11. **Considering the potential role of ILO databases for policymaking, the ILO should hold a high-level discussion on how they could be institutionalised and funding secured**. Discussions should include whether and how a single labour law database could absorb existing databases – for instance under NATLEX – and allowing for thematic searches.

12. **To secure donor funding in the field of Industrial Relations, the ILO should better demonstrate the existing link between strengthening Social Dialogue and Industrial Relations institutions and other development objectives such as equality, poverty and stability, often in the development agenda of the donors**. The crisis stemming from COVID 19 might make this effort even more necessary.

Lessons learned

1.   The long internal timelines for approval of outcome-based funding programming proposals - and the consequent delay in the allocation of funds – significantly reduced the OBI implementation timeframe. It contributed to de-linking the OBI from the P&B strategy it was advancing and further affected the validity and coherence of the design and the effectiveness of implementation.

2.   The delivery of OBI outputs, and the IR Toolkit more specifically, benefitted from complementary resources from development cooperation projects in country offices. This included well-grounded projects in the ILO, such as Better Work, and decentralised development projects, some funded by Sida.

Bringing together integrated programme components of technical units and projects in close coordination led to economies of scale and overall better outcomes, as pulling funds and expertise allowed for the testing of the tools with the tripartite and bipartite partners at the national level. This in turn, provided valuable feedback to improve the tools and make them practical-oriented.

Good practice

Two examples of good practice have been identified:

1. The value of extensive and meaningful inclusive collaboration

Inclusive and meaningful participation of a number of technical units and country offices was at the heart of the strategy for the development of the global tools. This has had the following effects, particularly relevant for global tools:

- Robustness of the products achieved, as they benefited from sound in-house expertise and endorsement;
- Strengthened capacities of all involved in the development of the tools, which will remain in the ILO and impact the quality of future technical assistance.

2. Leveraging funds at the country level.

The dynamics established where the ILO comprehensive Programme on Advancing

Decent Work and Inclusive Industrialization in Ethiopia supported a pilot test of the IR Toolkit.

The design phase of the OBI identified as one of its target CPOs in Ethiopia. Within this framework, the Programme - Advancing Decent Work and Inclusive Industrialization - requested to collaborate with the OBI to pilot test the tool. The Programme funded the cost of the activity, while the ITCILO provided technical expertise and the OBI funded the travel costs. The evaluation found this to be a good practice in demonstrating the effectiveness of the integrated resource framework in achieving organizational results.

This collaboration contributed to the improvement of the tool by integrating the feedback received from the pilot test, and greater efficiency through cost-sharing.

1.   BACKGROUND OF THE OUTCOME-BASED FUNDED INTERVENTION

The Sida-ILO Partnership Programme 2018-2021 was signed in April 2018, with a budget of 55 million SEK (USD 6,150,166.85) using the "lightly earmarked thematic funding" modality for the biennium 2018-2019. This funding modality is provided at the level of outcomes and is allocated in line with the biennial priorities and goals. It contributes to reinforcing ILO work in core areas and allows resources to be grouped in order to deliver results in line with the organisational biennial Programme and Budget (P&B) outcomes. The lightly earmarked funding modality enables the ILO to flexibly allocate resources to global and country priorities. Under the Partnership Programme, an additional 55 million SEK is earmarked for 2020-2021.

This funding was distributed amongst themes selected by Sida, corresponding to three Policy Outcomes and two cross-cutting policy drivers (CCPD). It included P&B Outcome 7, defined as Promoting Safe work and Workplace Compliance including in Global Value Chains; the allocation for Outcome 7 was established at 7 million SEK for 2018-2019, equivalent to 781,163 USD.

The approval of the lightly earmarked funding was made on the basis of concept notes for each of the outcomes or cross-cutting policy drivers based on which the funding had to be programmed. For Outcome 7, these guidelines were established as follows:

The support is to the overall Outcome 7 strategy. Within the policy outcome, Sida support will be focused on work related to progress on Indicator 7.3 and promote Social Dialogue and sound Industrial Relations in accordance with the objectives of the Global Deal, while contributing to SDG 8 on decent work and inclusive growth. The Sida support will target both the development of global products that support country work in ODA-eligible countries as well as countries where synergies can be found with Sida bilateral support.

The agreement also stated that a programming proposal had to be made in line with the concept note. PARDEV and PROGRAM were to guide the budget allocation and programming process. For Outcome 7, the proposal included four selected outputs identified under the Global Product GLO241, titled "Promoting Social Dialogue, Industrial Relations and Collective Bargaining". This Global Product corresponds to one of the "most significant outputs" set out in the P&B (2018-2019). The relevant "most significant output" is defined as "Analytical policy and training tools on the role of Social Dialogue and Industrial Relations, including cross-border Social Dialogue, on creating safe and productive workplaces which respect the fundamental principles and rights at work and research on trends and future prospects for labour relations and Collective Bargaining institutions".[1]

In more specific terms, and with the objective to contribute to the achievement of the targets under Indicator 7.3., the proposal meant implementing a two-fold strategy as follows:

a) At the global level, the objective was to develop a small number of key global products to enhance the Office deliver capacity at country level in terms of policy advice, technical assistance and capacity building, including in the framework of Decent Work Country Programmes (DWCPs) and the Agenda 2030 (SDGs).

b) At country level, the objective was to identify and target selected Country Programme Outcomes (CPOs) which aim to fulfil at least two of the success criteria listed under indicator 7.3, where resource gaps existed and in which these tools would be used to support the

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[1] ILO P&B 2018-2019, page 34.

achievement of the planned outcomes by the end of 2019. This included support to countries that are also Global Deal[2] partners in ODA-eligible countries to promote Social Dialogue and sound Industrial Relations, involving the most representative Workers' and Employers' organizations. It further included the global coordination for the development of tools and sharing of lessons learned from decentralized Sida projects (e.g. Myanmar, Bangladesh, Ethiopia and Cambodia).

The Outcome-Based funded intervention (OBI) programming was finalised in August 2018 and the funds were allocated in September 2018.

1.1   Objectives, outcomes and results achieved

The overall strategy of the OBI was to develop global tools to assist the ILO Tripartite Constituents to improve the effectiveness of their Social Dialogue institutions and to develop sound Industrial Relations practice at national, sectoral and workplace levels.

The OBI aimed to advance ILO's strategy under Outcome 7 of the 2018-2019 of P&B, and deliver results under three objectives as follows:

Objective 1: Knowledge generation and knowledge management:

- Output 1.1.: Updating and expanding IRLex, an existing database on national laws and regulations concerning Industrial Relations (IR) in ILO member States;

    IRLex is an existing ILO database containing Industrial Relations provisions for labour laws of selected countries. It is aimed at providing a source for comparative information on national legal frameworks on issues such as the administration of Trade Unions and Employers' Organizations, Tripartite Social Dialogue, information and consultation procedures at the workplace, Collective Bargaining, and labour disputes and their resolution. At the time the OBI started, the database contained the "country profiles" of 41 countries. The most recent update of the country profiles had been made in 2016.

    The sub-outputs in the proposal were defined as follows:

    o *Sub-Output 1.1.1*: IRLex is expanded to cover additional 12 ILO member states with updated and relevant information on the regulatory frameworks and practices for Industrial Relations.
    o *Sub-Output 1.1.2*: IRLex is expanded to cover new subjects for existing and new entries.
    o *Sub Output 1.1.3*: IRLex is supported by an active network of experts and a sound structure guaranteeing regularly updated information on labour law and Industrial Relations.
    o *Sub-Output 1.1.4*: A sustainability strategy for further growth and ongoing maintenance of IRLex, including a campaign for promoting visibility and use of the database, is developed and implemented.

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[2] The Global Deal is a multi-stakeholder partnership in line with Goal 17 ("partnerships for the goals") in the UN 2030 Agenda for sustainable development. It is also a concrete input to several of the other goals, such as goal 8 on decent work and inclusive growth and goal 10 on inequalities. The Global Deal aims to encourage governments, businesses, unions and other organisations to make commitments to enhance Social Dialogue. Current partners include government from 20 countries – including Bangladesh, Cambodia, Ethiopia and Sweden-, Trade Unions, businesses, businesses organizations and Employers' organizations.

o   *Sub-Output 1.1.5*: An evaluation to assess the relevance and effectiveness of the expanded version of IRLex.

Activities undertaken:

o   Under the leadership of FUNDAMENTALS and in close cooperation with LABOURLAW, formation of a task team to engage a number of units in cross-office consultation; this included INWORK, LABOURLAW, NORMES, FUNDAMENTALS, ACTRAV and ACT/EMP;
o   The template was expanded to include the issue of legislative protection of Workers' and Employers' organizations, their members and representatives;
o   A number of academic institutions were identified to update profiles and prepare new ones for additional countries; institutional agreements were made with all of them;
o   Existing guidelines for gathering information were updated and training was provided on their use before they could start gathering the country information;
o   Establishment of a network of external "validators" to peer review the country information gathered by the academic institutions;
o   Translation of the profiles into English.

- Output 1.2.: Updating and expanding IRData, a database on Industrial Relations statistics

IRData contains statistics on key elements of Industrial Relations including trade union density rate, Collective Bargaining coverage rate and strikes and lockouts. The database is jointly managed by INWORK and the Department of Statistics (STATISTICS), and covers information of around 100 countries. The data included at present has been updated in different years for the different countries and issues, with the most recent updates made in 2016. As opposed to other labour-related statistics, the collection and analysis of statistics on Industrial Relations requires a contextualisation of data so as to obtain a more complete picture of the quality of Industrial Relations in a particular country. This may include:

-   The status of employment relationship of trade union members (i.e. employees and self-employed workers who are trade union members are reported separately);
-   Information about the level at which Collective Bargaining predominantly takes place and coordination between the different levels; or
-   Differences in the way countries calculate the numbers involved in a strike or lockout.

The sub-outputs under this component were:

o   *Sub-Output 1.2.1*: IRData is updated and expanded to cover 10 additional ILO member states with relevant information and data on Trade Unions, Collective Bargaining, strikes and lockouts.
o   *Sub-Output 1.2.2*: IRData's updated information is used to produce selected reports, issue briefs, cross-country analyses and knowledge-sharing initiatives.
o   *Sub*-Output 1.2.3: IRData's updated information is used to develop selected training materials aimed at:

i) guiding constituents and officials of national statistical institutes in the collection, analysis and dissemination of data on Industrial Relations in line with the local context and the international labour standards;

ii) enhancing the national research capacity to measure and monitor policy and technical impacts/outcomes using IRData; and

iii) enhancing the gender focus on Industrial Relations data system to better meet country needs.

Activities undertaken:

- Formation of an in-house consultation group, led by INWORK and STATISTICS with the participation of ACTRAV and ACT/EMP.
- Consultation rounds at HQ and with Industrial Relations and statistics field specialists; this allowed identifying examples of methodologies used at the national level;
- Research made by INWORK and STATISTICS on existing methodologies for the collection and analysis of IR Data; assessment of their advantages and disadvantages;
- Based on the research, drafting the "Guidebook on how and why to collect and use data on Industrial Relations";
- Editing the English text and translating into French and Spanish.

Objective 2: Technical and policy advice:

- Output 2.1.: Developing an online assessment tool for national Tripartite Social Dialogue institutions;

  Of the four global tools supported with Sida-funding, the Social Dialogue self-assessment tool was the only one developed from initial conceptualisation. This new tool aims at enabling ILO constituents to conduct comprehensive assessments of their Social Dialogue institutions, and to put in place a plan to enhance their inclusiveness and effectiveness.The sub-outputs were defined as follows:

  o *Sub- Output 2.1.1*: The online assessment tool for national Social Dialogue institutions is developed;
  o *Sub- Output 2.1.2*: The online assessment tool is piloted in three countries;
  o *Sub- Output 2.1.3*: The online assessment tool is launched globally.

  Activities:

  o Formation of a task team, with the leadership of the Social Dialogue and Tripartism Unit (DIALOGUE) and the participation of ACTRAV and ACT/EMP, ITCILO; field specialists from Decent Work Support Teams in Budapest and Pretoria; external experts, including members of the Social and Economic Council of The Netherlands and the International Association of Economic and Social Councils and Similar Institutions; a government representative from Burundi and a worker and an employer representative from Argentina and Sri Lanka respectively;
  o Preparation of successive drafts of the SAM-SDI and submission for discussions and revisions; this was done by DIALOGUE officials supported by an external consultant;

- o Three consultation events were organised, including two workshops in Turin for the task team and a final internal validation workshop in March 2020.
- o Three "reality checks" were done with the tripartite institutions or mechanisms of Ireland, Tamil Nadu and Eswatini (formerly known as Swaziland); as opposed to pilot tests, "reality checks" aimed at testing key parts of the draft method with members of the institutions;
- o Finalization of an advanced draft on 31st March 2020.

Objective 3: Capacity development and training:

- Output 3.1.: Developing an IR Toolkit, a policy resource package on Industrial Relations.

  The IR Toolkit is a training package on Industrial Relations. It aims at promoting sound labour relations and covers three main Industrial Relations issues: Collective Bargaining, workplace cooperation and grievance handling. The development of the IR Toolkit responds to an identified need to have a coherent global training curriculum and a set of policy tools to be used by ILO officials and development programmes and projects across the office.

  - o *Sub-Output 1*: The IR Toolkit, which includes training tools on workplace cooperation, Collective Bargaining, and grievance handling, is finalized in in consultation with key internal stakeholders;
  - o *Sub-Output 2*: Relevant factsheets and multimedia training aids based on the tools included in the IR Toolkit are developed;
  - o *Sub-Output 3*: The IR Toolkit is piloted in selected countries, in synergy and complementarity – also in terms of funding – with relevant ILO projects and programmes, including through peer-to-peer learning involving relevant internal and external stakeholders;
  - o *Sub-Output 4*: The IR Toolkit is validated following an internal workshop, and is launched globally.

  Activities undertaken:

  - o Formation of an in-house task team with the leadership of INWORK; it involved ITCILO, NORMES, FUNDAMENTALS, DIALOGUE, BETTER WORK, ACTRAV and ACT/EMP;
  - o The group was consulted on the approach of the tool and the modules to be developed - Collective Bargaining, workplace cooperation and grievance handing;
  - o Preparation of a draft, with a major role played by ITCILO;
  - o Internal validation workshop in March 2019;
  - o With the involvement of the IR specialists in New Delhi and Bangkok, pilot test some modules of the tool in two tripartite activities in Sri Lanka (leading to the drafting by the Social Partners of a set of guidelines for grievance handling, as well as the election of Workers' representatives for workplace cooperation committees at the workplace) and three in Indonesia (with the participation of the Tripartite Partners in special economic zones);
  - o In cooperation with IR development Projects, pilot test the tool in Bangladesh, Ethiopia and Myanmar;
  - o Finalization of the tool;
  - o Presentation of the toolkit to all IR specialists in March 2020.

2. EVALUATION BACKGROUND

2.1   Purpose and primary use of the evaluation

The evaluation has aimed to assess the results achieved through Sida's support to the ILO's P&B Outcome 7, by evaluating the relevance, validity and coherence, effectiveness, efficiency and impact and sustainability of its activities. The main question to be addressed was the extent to which the donor contribution has allowed the ILO to make progress on the targets established for Outcome 7.

This independent evaluation has a dual-purpose, accountability and organizational learning. The evaluation seeks to determine how well planned outcomes have been achieved, how they were achieved and under what conditions.

The evaluation also identifies lessons learned and emerging good practices to inform future ILO strategies.

2.2   Scope

The evaluation has covered the duration of Phase 1 of the OBI since its inception in May 2018 to March 2020, as the intervention had a three-month no-cost extension. It covers all outputs and activities including selected piloting activities at country level.

2.3   Clients of the evaluation

The key clients of the evaluation are:

- The Swedish International Development Cooperation (Sida), donor of the OBI;
- The ILO Constituents
- INWORK and all collaborating units -DIALOGUE, STATISTICS, LabourLaw, FUNDAMENTALS, NORMES, ACTRAV, ACT/EMP, PARDEV and PROGRAM;
- ILO offices in target countries.
- The ITCILO and ILO development cooperation programmes and projects, including Better Work, Sustaining Competitive and Responsible Enterprises (SCORE) and other decentralised projects in the field of Industrial Relations.

2.4   Evaluation approach, methodology and operation sequence of the evaluation

The evaluation approach has been theory-based and participatory. The methodological framework has been primarily qualitative in nature. Data collection techniques consisted of:

i.   A review of documentation, including the partnership agreement, the OBI document, progress reports, the ILO P&B, CPOs, workplans, mission reports and financial statements, amongst others; and

ii.   Interviews with a number of officials involved in the design and implementation of the OBI. A three-day mission was undertaken to Geneva where stakeholder interviews were conducted; it included officials from INWORK, DIALOGUE, LABOURLAW, STATISTICS, NORMES, ACTRAV, ACT/EMP and PARDEV. Skype interviews were undertaken with Industrial Relations specialists in the Decent Work Support Teams in New Delhi and Bangkok, the programme Better Work, an IR Project in Ethiopia co-funded by Swedish cooperation, a Sida-funded project in Myanmar, the ILO ITC in Turin and the Development Partner. Skype meetings also took place with two academic institutions. In total, 26 people were interviewed.

The full list of documentation reviewed and officials interviewed is included in Annexes I and II. Other primary data was collected through observations during the internal validation meeting of the SAM SDI in Geneva and the on-line presentation of the IR Toolkit made for ILO Industrial Relations specialists globally.

Integration of gender analysis and other non-discrimination issues is a cross-cutting issue throughout the evaluation methodology and all deliverables, including the final report. Gender concerns have been addressed in accordance with the ILO Guidance note 4, "Integrating gender in the monitoring and evaluation of projects." Different needs of women and men and of marginalized groups targeted by the intervention have been considered throughout the evaluation process. This involves collecting gender-disaggregated data and conducting a gender-analysis of project design and outputs. Gender-specific questions have been included.

2.5   Evaluation criteria and evaluation questions

The evaluation has followed the ILO's Evaluation Policy guidelines, the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results-Based Management, as well as the Organisation for Economic Co-operation and Development Assistance Committee (OECD DAC) evaluation criteria as follows:

- Relevance and strategic fit;
- Validity of the design and coherence
- Effectiveness;
- Efficiency;
- Impact orientation; and
- Sustainability.

For each criterion, specific evaluation questions were defined during the inception phase, and are included in the inception report, attached as Annex IV.

In line with the Results-Based Management approach applied by the UN, the evaluation has focused on identifying and analysing results by addressing key questions related to evaluation concerns and the achievement of the outcomes/immediate objectives of the intervention.

The Report has tried to respond to the evaluative questions and criteria. It has also reflected on the following issues, as discussed with the management team and the evaluation manager during the inception phase:

- What have been the linkages and synergies between the global outputs produced and the national CPOs?
- How has outcome-based funding supported the overall coordination within the ILO? How has it strengthened relations within the house and what has been the value added that outcome-based funding has had compared to traditional funding?
- How can the approach followed serve as a model for future work of the organization?
- How could the next phase of the intervention contribute to roll out the global outcomes in the countries to achieve a major impact in the field? How could the next phase maximise the value added to the countries?

2.6   Limitations of the evaluation

A main limitation of the evaluation has been the capacity to reach out to all internal and external focal points within the data collection phase established in the inception report. The lists provided by the ILO contained 29 internal focal points and 10 external focal points – 8 of them partners for the development of IRLex. As the global tools were mostly developed internally, the evaluator decided to focus on internal focal points. In total, 23 internal and 3 external focal points were interviewed.

Most of the field work and the drafting of the draft evaluation report were also affected by the COVID-19 crisis. A number of interviews planned had to be rearranged with both HQ and field staff. Project staff were busy arranging telework and dealing with the severe impact that the economic stoppage was having in supplier factories covered by the projects. The drafting also took place in a context of distress caused by the impact of COVID-19.

3.   MAIN FINDINGS OF THE EVALUATION

This section is organised according to the evaluation criteria presented in the ToRs and analyses of the factual evidence available.

3.1.   Relevance and strategic fit

Relevance and strategic fit assesses the extent to which the objectives are in keeping with local, national and sub-regional priorities and needs, Constituents' priorities and needs, and the Donor's priorities for the project countries.

3.1.1   Extent to which the OBI interventions were relevant to the needs of constituents

As the evaluation did not foresee interviews with ILO constituents, the needs of constituents have been identified in the Country Programme Outcomes (CPOs). CPOs are established to reflect priorities of the Tripartite Partners, generally identified in Decent Work Country Programmes (DWCP). The design of a DWCP involves a country context diagnostic to develop an evidence-based analysis on the progress and situation with regard to critical areas of decent work and the key decent work challenges facing the country. Based on this diagnostic, DWCPs are organised around a limited number of CPOs identified by the Tripartite Partners. CPOs reflect results that the Tripartite Partners would like to achieve at the national level.

CPOs are always aligned with the ILO P&B and contribute to the achievement of one or more outputs. As part of the programming process in the ILO, each CPO is described and substantiated in a standard template. The template includes a description -identifying the challenges and needs – the risks, milestones and major outputs identified. It also includes a link to the relevant ILO Outcome in the P&B to which it contributes.

The OBI reference document contained a number of targeted CPOs linked to Outcome 7, to which the outputs of the OBI would contribute. These included MMR826 (Myanmar), IDN151 (Indonesia), MMR105 (Myanmar), LKA130 (Sri Lanka), BGD230 (Bangladesh), ETH176 (Ethiopia) and GEO826 (Georgia).

These target CPOs contained the following expected results and Constituent needs:

CPO	Output	Needs identified
MMR826	Freedom of Association strengthened through cohesive labour laws and enforcement policies improved	The outcome recognizes the critical importance of continuing to improve good governance of the labour market by supporting the development of independent and strong Social Partners, aligning labour laws with international labour standards, and strengthening enforcement capacities. To overcome the potential gaps and contradictions in current labour laws, it aims at the development of a comprehensive labour code.
IDN151	Strengthened labour inspection, enhanced Collective Bargaining and Industrial Relations for improved workplace compliance and occupational safety and health (OSH)	There is a need to continue to work towards promoting effective Collective Bargaining and Freedom of Association in Indonesia. (…) The capacities of the parties to bargain are still not developed to have quality agreements. The ILO will support the capacity building of workers and employers to conduct bargaining and negotiation using an evidence-based approach and promote good-faith among the parties.
MMR105	Strengthened Industrial Relations system at national, township, sectoral, plant and enterprise levels	The Industrial Relations scenario is conflictual due to many reasons such as difficulties in exercise of Freedom of Association rights, weak legal and regulatory frameworks, lack of awareness or understanding of rights and obligations under the labour laws and inadequacies of the Social Dialogue, enforcement machinery and in general the Industrial Relations framework. The labour law itself needs reforms so as to be in line with the principles of FoA, Collective Bargaining and disputes resolution.

This CPO acknowledges the key importance of capacity building of Social Partners to engage in gender-sensitive Social Dialogue for workplace cooperation, Collective Bargaining and strengthening dispute settlement mechanisms. |
| LKA130 | More effective labour administration system, workplace inspection, Social Dialogue and tripartism in place | The National Labour Advisory Council in its current form faces challenges. There is a need for a professional support structure to enable informed decision making, a need for strong and genuine labour representation with a gender balanced assembly, and the need for an appropriate operational mechanism. ILO will provide technical assistance to the constituents in institutionalization of the NLAC as a statutory body. The tripartite members have agreed to pursue this initiative further in order to transform the NLAC into an effective platform for Social Dialogue in Sri Lanka. In addition, this CPO includes an output focused on enhancing workplace cooperation mechanisms, specifically through the development and piloting of workplace cooperation "models". It also prioritises the capacitation of the Department of Labour's Social Dialogue and Workplace Cooperation Unit. |
| ETH176 | Increased capacity of ILO's constituents to improve workplace compliance | The textile and garment industry is generating a new dynamism in the development of the manufacturing sector attracting foreign direct investment and creating jobs. The industry is expected to pave the way for the country's industrialization and contribute to the pro-poor development goal. However, the sector faces challenges related to productivity, Industrial Relations, working conditions and human resource management. Moreover, the capacity of |

		workers and employers organizations is limited to promote Social Dialogue at factory and sector levels to improve wages and working conditions in tandem with productivity.
GEO826	Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations	Georgia has ratified only 18 Conventions (…) In addition, it has ratified only 2 Conventions in the last 10 years and the application of Conventions remains a problem, in law and practice, in spite of improvements made to the Labour Code in 2013. The current circumstances in Georgia provide an opportunity and illustrate the need for ongoing support by the ILO with regard to the promotion of ILS and their application in law and practice, especially within the framework of ongoing ILO TC activities. In light of the above, and given indications from constituents, most relevant appear to be Conventions 29, 81, 87, 98, 100, 111, 122, 138, 144, 150 and 182.

These CPOs and the challenges identified in them stress the need for ILO assistance to its constituents in the field of Social Dialogue and Industrial Relations, including Collective Bargaining, workplace cooperation and grievance handling. The CPOs also highlight the need for capacity building of the Tripartite Constituents in these specific areas. The outputs produced aim at generating knowledge and capacities of constituents in these specific fields identified in the CPOs.

The evaluation concludes that the OBI objectives and interventions were relevant to the needs of constituents.

3.1.2. Extent to which the interventions are relevant to advancing the ILO's strategy under Outcome 7

A major challenge identified by the ILO in its P&B 2018-2019 was the "unsafe work and insufficient compliance with the relevant laws and regulations which undermine Workers' lives and rights and have an adverse impact on enterprise productivity and economic development".[3] According to the ILO P&B 2018-19, in many countries, improvements in the legal and policy frameworks are necessary but there are often difficulties in implementing existing laws, regulations and collective agreements, largely due to institutional capacity constraints. "Social Dialogue and inclusive labour relations are critical mechanisms to achieve decent work and have large potential benefits to address inequalities and to enhance workplace compliance. But these are often not realised due to a lack of institutional support and an inadequate capacity of Employers' and Workers' organizations and the labour administrations. Among other factors, this can be the result of a weak legal and regulatory framework, a lack of institutional support and a limited capacity of labour administrations, Employers' and Workers' organizations." [4] In this context, the ILO's strategy for Outcome 7 aimed to contribute to the development or strengthening of institutions and mechanisms for Tripartite Social Dialogue, Industrial Relations and Collective Bargaining.

Specifically, indicator 7.3 was defined as "number of member states that have developed or strengthened institutions for Tripartite Social Dialogue, Collective Bargaining and Industrial Relations

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[3] ILO P&B 2018-2019, page 33.
[4] ILO P&B 2018-2019 page 33

with a view to addressing inequality and enhancing workplace compliance, including in global supply chains."

The OBI was designed to develop "Analytical policy and training tools on the role of Social Dialogue and Industrial Relations in creating safe and productive workplaces which respect the fundamental principles and rights at work and research on trends and future prospects for labour relations and Collective Bargaining institutions". This was identified as a "most significant output" in the ILO P&B for 2018-2019.

Specifically, the four outputs foreseen were conceived to achieve the following:

- IRLex aims to provide an updated source for reliable comparative information on how national legal frameworks regulate Industrial Relations; it can help constituents to advocate for improved Industrial Relations institutions, laws and practices more effectively, and be used by policy makers to inform upstream policy development, legal and institutional reform processes and capacity building activities.
- IRData has the potential to assist the Social Partners to assess the impact of laws and policies on key IR indicators, such as Collective Bargaining coverage and trade union affiliation. These tools need to be robust if they are to be relevant to the Tripartite Partners. The OBI intended to update and extend the databases for them to become a powerful tool for information, analysis and policy making.
- The IR Toolkit has been conceived to be used in different ways: from assistance in policy making by facilitating policy-based discussions on issues such as Collective Bargaining or workplace cooperation, but also to improving workplace practices and compliance – promoting Collective Bargaining or workplace cooperation- through capacity building.
- The SAM SDI provides a methodology to enable members of Social Dialogue institutions to assess their effectiveness and inclusiveness and devise an action plan to enhance their performance and impact. These institutions are instruments for democratic participation and for the promotion of labour and social policies responding to the needs of employers and workers to inclusive economic growth and social justice.

The OBI outputs were conceived to respond to the identified challenge in the ILO strategy for Outcome 7, this is, assist the Tripartite Partners to effectively engage in Social Dialogue and inclusive Industrial Relations. The tools were also intended to ensure a consistent message on IR related matters across the Office, and to enable Specialists and Project Managers to have ready-made tools available to deliver services to Constituents. These are, according to the ILO, critical mechanisms to achieve Decent Work, and have large potential benefits to address inequalities and to enhance workplace compliance.

The evaluation confirmed that the interventions were relevant to advancing the ILO strategy under Outcome 7.

3.1.3. Extent to which the design of the OBI was based on a thorough analysis of the specific context, to address the root causes of the development issue it aimed to solve/contribute to solving

The evaluation found no indication in the programme proposal that the design of the OBI was based on a thorough analysis of the specific context to address the root causes of the development issue it aimed to solve or contribute to solving. Under objective 2, an attempt was made to assess the context of Social Dialogue Institutions. The evaluation attempted to establish a link between the design of the OBI and the root causes of the development issue it aimed to address by reviewing the five target CPOs linked to the OBI, their respective DWCPs, national development planning strategies, where DWCPs

were absent. The evaluation concluded that from a national planning perspective, the OBI contributed to the development challenges.

With the exception of Objective 2 where a brief context analysis of the situation of Social Dialogue Institutions is made, the OBI programme proposal did not analyse the specific context to address the root causes of the development issue it aimed to solve or contribute to solving. However, the link established with the target CPOs ensured that the OBI contributed to meeting the challenges that had been identified by the Tripartite Constituents in the national programming processes. The absence of DWCPs in Ethiopia, Indonesia and Georgia prevented the evaluation from fully assessing the development issues identified by Tripartite Constituents. In countries where the DWCP was available, Myanmar and Sri Lanka, strengthening Industrial Relations was set as a priority for sustained growth, democracy and stability.

The table below shows the development challenges described in the target CPOs linked to the OBI, how the interventions aim to address them.

Country and CPO	Development challenge	How the OBI can meet the challenge
Ethiopia ETH176	Garment is expected to pave the way for the country's industrialization and contribute to the pro-poor development goal. It is considered one of the priority sectors in the Ethiopia Growth and Transformation Plan II, attracting foreign direct investment and creating jobs. But the sector faces challenges related to productivity, Industrial Relations, working conditions and human resource management. The capacity of workers and employers organizations is limited to promote Social Dialogue at factory and sector levels to improve wages and working conditions in tandem with productivity.	Sound Industrial Relations is one of the factors that could improve the performance of the garment industry. To support the development of a socially sustainable textile and garment industry, the ILO is taking a multi-pronged approach, assisting the government, Social Partners and major industry stakeholders in their efforts to improve productivity, to promote Social Dialogue within and between the parties, and to improve wages and working conditions through nurturing sound labour relations practices and promoting Collective Bargaining.
Indonesia IDN151	Carefully designed sectoral programmes that involve Social Partners and coordinate the efforts of private actors and facilitate their cooperation with public authorities can offer effective solutions to workplace compliance problems. This is done by promoting adherence to national labour laws and core labour standards, strengthening Collective Bargaining while enhancing the profitability and productivity of enterprises. Collective agreements still rarely go beyond the minimum terms and conditions prescribed by law. The capacities of the parties to bargain are still not developed to have quality CLA.	Collective Bargaining is acknowledged as a mechanism that ensures fair bargains are struck between the workers and employers to introduce more adaptable agreement in line with the changing of business process due to globalization. The ILO will support the capacity building of workers and employers to conduct bargaining and negotiation using an evidence-based approach and promote good-faith among the parties. This shall include the training for the youth and women Workers' representatives to better voicing the concerns of youth and women at the workplace.
Georgia GEO826	Georgia is struggling with poverty, unemployment, gaps in social protection and poor employment and entrepreneurial prospects for youth. Informality counts for a big share of the Georgian labour market. The current Government, has been working towards the restoration of labour market institutions, including the adoption of a new	The CPO stresses the link between improving labour market institutions and the attraction of investment and the creation of jobs, based on the negative impact of the deregulation that took place in the country in 2006. Fundamental principles and rights at work, as well as other conditions that determine

	labour code and the re- establishment of the Tripartite Social Partnership Commission, which provide for a better balance between the interest of workers and employers. ILO technical assistance seeks to address the country's ability to develop and implement policies and laws. The focus of these efforts is largely on labour inspection services, Social Dialogue, and dispute resolution.	the quality of jobs, are important factors in ensuring that jobs are attractive to job seekers, and play a key role in driving productivity
Myanmar MM105	The CPO recognizes the current challenges in the fractious Industrial Relations environment in the country that is hindering progress and productivity.	It acknowledges the key importance of capacity building of Social Partners to engage in gender-sensitive Social Dialogue for workplace cooperation, Collective Bargaining and strengthening dispute settlement mechanisms. Increased capacity for sound Industrial Relations in participating enterprises leading to increased incidence of Social Dialogue (including Collective Bargaining) and, as a result, increased wages, improved working conditions and improved gender equality.

3.2 Validity of design and coherence

Validity of design and coherence assesses the extent to which the design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs.

3.2.1. Extent to which the OBI has been appropriate and coherent with achieving the planned outcomes underpinned by a theory of change.

The ILO does not have clear guidelines on the programming framework that should be used in the design of outcome-based interventions. Neither a Logical Framework (logframe) nor a Theory of Change (ToC) was developed for the OBI. However, some elements of a strategy and internal workplans for each of the outputs were prepared, some in great detail with outputs and timelines. Interviews with a number of ILO officials raised reservations on the need - and use- of developing the methodology, given the nature of the funding modality. In the absence of a set of written programming guidelines for OBIs, several discussions with relevant departments in the ILO - PARDEV, EVAL and PROGRAM – were held to better understand the ILO approach to OBI programming. This is, whether OBI proposals are expected to include a ToC or a comprehensive logical framework to guide its implementation. While there is a common understanding on the nature of the intervention - "OBI" versus a traditional "Project"-, the evaluation found an absence of a common approach on the need to develop a ToC or a specific programming logframe for OBIs. While recognising the specificities of OBIs, the evaluator is of the view that a management framework that facilitates effective planning, execution and evaluation should support all ILO programmes, projects and interventions, irrespective of funding modality.

The evaluation noted that the reference to "outcome-based intervention" mainly helps to clarify that the theory of change and rationale behind the intervention is fully based on the Programme and Budget, and supports and contributes to an existing strategy to achieve a specific outcome. In this context it might not be instrumental to construct a specific ToC for the intervention itself. However, placing the OBI within the overall ToC of an Outcome, would not only provide clear, concise and

systematic information on how the planned outputs contribute to the chain of results, but it would also help with monitoring, evaluation and reporting. Using the logic from the P&B, 2018-19, the evaluation constructed a ToC[5], which highlighted the logical and coherent contribution of the OBI to the overall strategy for Outcome 7. From the ToC, the evaluation confirmed that the OBI was appropriate and coherent for achieving the planned outcome.

The OBI gathered four outputs out of the fifteen included in GLO241, a global product linked to Outcome 7. GLO241 is a stand-alone Global Product regrouping all the expected global outputs for the promotion of Social Dialogue, including Industrial Relations, Collective Bargaining regardless the type of intervention - knowledge generation and knowledge management tools, technical and policy advice, capacity development and training and platforms.

The OBI corresponds to one of the so called "most significant outputs" in the ILO P&B 2018-2019[6], namely "Analytical policy and training tools on the role of Social Dialogue and Industrial Relations, including cross-border Social Dialogue, in creating safe and productive workplaces which respect the fundamental principles and rights at work and research on trends and future prospects for labour relations and Collective Bargaining institutions" set out in the P&B for 2018-19.[7]

This information allowed for the integration of the intervention in a reconstructed ToC for Outcome 7 based on the P&B 2018-2019. The boxes in blue highlight the contribution of the OBI to the overall strategy:
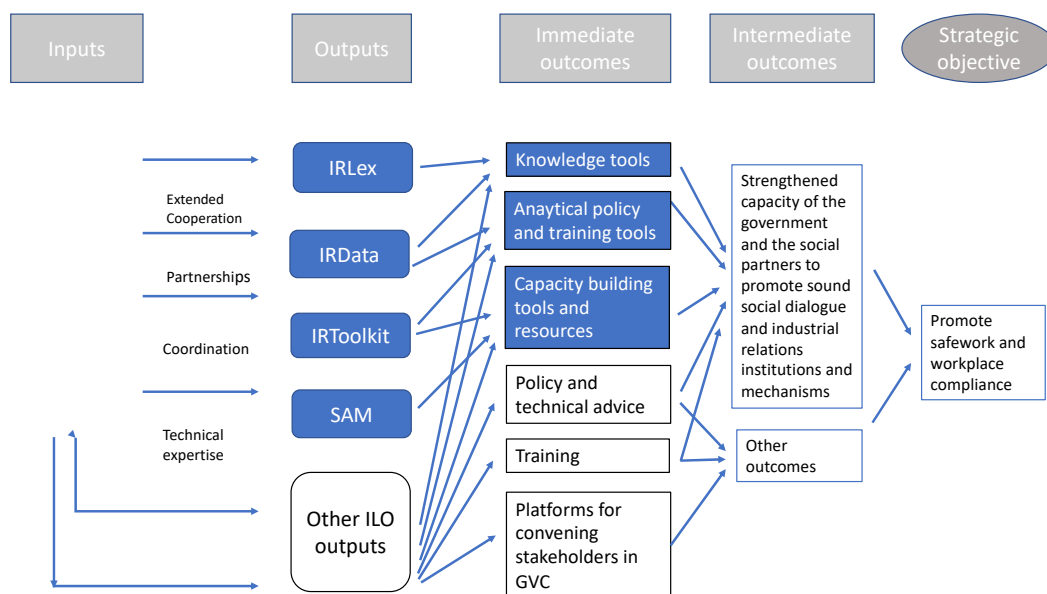
Figure 1: Theory of Change for Outcome 7 OBI

The four OBI outputs – IRLex, IRData, IR Toolkit and SAM-SDI - contribute to achieve the immediate outcomes set in the P&B, giving coherence of the intervention within the overall strategy for Outcome 7. These outcomes are an element to achieve the intermediate objective, this is, strengthened capacity of the Social Partners to promote sound Social Dialogue and Industrial Relations Institutions and Mechanisms. This outcome contributes to achieving the ILO strategic objective of "Promoting safe

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[5] See figure 1 below
[6] ILO P&B 2018-2019, page 34.
[7] ILO P&B 2018-2019, page 34.

work and workplace compliance", Outcome 7 in the 2018-19 P&B. Other outcomes that contribute to achieving the strategic goal include strengthening Labour Administration and Labour Inspection Systems.

The OBI proposal did not include a logical framework for the entire intervention, but it did contain a strategy to develop each of the four outputs. The strategies contained the following elements:

- A narrative on the relevance and (potential) use of the tool; how it may contribute to improve Industrial Relations
- Antecedents of each of the tools (for those that already existed)
- The lead units and other collaborating units guiding the work for each output
- The sub-outputs earmarked under each output
- The resource allocation and its use, as well as the source of other complementary funding
- Potential targeted CPOs

A number of considerations can be made with regards to the design of the strategy;

1. First, it envisaged an extensive cross-office partnership establishing a clear coordination mechanism by the INWORK, with one or more lead units for each of the outputs planned;
2. The four global tools built upon previous work done by the ILO.
3. The strategy comprises the first phase of a longer OBI, where rolling out the tools at the country level would complete the overall 4-year strategy.

A number of planned mechanisms contributed to achieving the outputs:

- General coordination by INWORK, with one or more lead units for each of the outputs planned;
- Extensive use of in-house technical resources for the development of the tools, involving a number of specialists both in HQ and the field (use of cross-office partnerships);
- The establishment of synergies with on-going projects and activities to maximise results;
- Creation of synergies between the global and country level interventions (CPOs and other Sida-funded activities);
- Workplans were prepared for two of the outputs, establishing objectives and timelines.

In terms of planning, this strategy with common elements for the development of all outputs was complemented with internal workplans prepared for all tools at an early stage of implementation. These workplans, with different degrees of detail, included a list of activities to be undertaken to achieve the outputs, the timelines and the units involved. Workplans also served as roadmaps to guide and monitor implementation. For IRLex, INWORK also developed a comprehensive set of indicators that served to closely monitor implementation. While a logframe was not developed in the project design, the strategy for each output and the internal planning have been considered to be appropriate to achieve the outputs.

3.2.2. Extent to which the principles of Results-Based Management were applied including the identification of risks and assumptions, and sustainability strategies.

The design of the OBI did not fully apply the results based management framework. The intervention identified the results to be achieved at the level of outputs and outcomes, but missed the level of activities and inputs. It did not define indicators and failed to identify the risks. A logframe could have helped to measure progress via verifiable indicators and means of verification. Further, it could be a useful tool in reducing the timeframe of the internal programming.

The OBI did not include a logical framework with a clear sequence of inputs, activities, outputs, outcomes and strategic objective. Only IRLex prepared, early in the implementation phase, a comprehensive workplan with clear outcomes, outputs and activities for the established timeframe.

The following observations can be made in terms of the existence of a results-based management framework:

- The OBI identified the results to be achieved at the level of outputs and outcomes, but missed the level of activities and inputs in the logical framework;
- No indicators were established to measure progress towards achievement of outputs and outcomes;
- The OBI design identified two risks: the risk that the knowledge is not used in an effective way and the risk of lack of willingness and political support to engage in Social Dialogue and challenges in the implementation of Social Dialogue outcomes. But these risks were not linked to the achievement of the outputs, rather to their use in a potential second phase of the agreement;
- The indicative resources linked to each output are stated, with their specific use.

There is no indication that the country offices and the field specialists were involved in the OBI design and sustainability strategies were not developed.

3.2.3 Filling identified gaps in knowledge or capacity building

The evaluation concluded that the OBI filled identified gaps in knowledge and capacity building.

In recent years the ILO has failed to maintain databases, key instruments for policy making in the field of labour, including IRLex and IRData. The maintenance of databases is a resource-consuming exercise in a context of reduced budget in the field of Industrial Relations.

IRLex had not been updated since 2016. It covered only 41 countries and was regionally unbalanced. The funding has served to update the information, by increasing the number of countries covered to 60 - seeking regional balance- and extending its scope of coverage by adding a new issue, legislative protection of Workers' and Employers' organizations, their members and representatives.

IRData gathers data on Trade Union membership, Collective Bargaining coverage, strikes and lockouts. It was created in 2010 following a request from the Governing Body of the ILO and currently covers data of 100 member states gathered regularly by the Department of Statistics through questionnaires. The latest year covered by the database is 2016 and since then has not been updated. The OBI allowed to research on methodologies for the collection and analysis of data on Industrial Relations and to prepare guidelines to assist constituents in the collection and analysis of the data.

As per the IR Toolkit, INWORK had been doing a mapping exercise of the existing training tools used by the various offices and projects in the field of Industrial Relations. The exercise highlighted the high number of training tools, each promoting its own approaches to Industrial Relations, and that there was not a coherent, consistent ILO message in the field of Collective Bargaining, workplace cooperation and grievance handling. It was then decided to create a one ILO training tool, pedagogical and flexible to adapt it to different contexts, and give coherence to an ILO message inspired by international standards. The initial concept note had already been prepared in 2016. Decentralised projects were requested to financially contribute to the development of the tool, but the funding did not allow the effort that was needed. Sida funding helped to achieve that longstanding ILO aspiration,

a coherent tool to be used in a variety of contexts and levels of Industrial Relations, keeping in mind ILO standards in this field.

The proposal to develop the SAM SDI is linked to the 2018 Recurrent Discussion Committee of the International Labour Conference that focused on Social Dialogue and tripartism. In its conclusions, the Committee established a framework for action in which it instructed the Office to "enhance the effectiveness and inclusiveness of mechanisms and institutions for national Tripartite Social Dialogue between governments and the Social Partners, including in relation to areas pertaining to the future of work and the SDGs".[8] This request was followed by an action plan, approved by the Governing body in March 2019 [9], an action plan that includes as a key output "Policy guidance and training to enhance the effectiveness and inclusiveness of national Tripartite Social Dialogue institutions, including through an assessment and planning method for these institutions (…)". The self-assessment tool would be developed for that purpose.

The funds allocated by Sida have allowed to fill resource gaps for the development and updating of instrumental tools and knowledge, strengthening the ILO's capacity to provide sound and coherent assistance in the field of Social Dialogue and Industrial Relations. This field of intervention, according to many interviewed, has seen a dramatic decrease in funding in recent years. Lack of funding has been particularly severe at the central level, weakening the capacity of the ILO in maintaining and developing global tools to be used by field specialists, decentralised projects and the Tripartite Partners at the national level and to strengthen coherence in ILO's assistance. The technical units have unsuccessfully made attempts to gather funds from decentralised projects to develop global tools to be used by all.

3.2.4. Extent to which the interventions contribute to the knowledge base with respect to core ILO priorities such as labour standards, Industrial Relations and Social Dialogue.

The evaluation confirms that the four outputs do contribute to the existing knowledge base, from different angles and to different extents. All of them are linked to core priorities of the ILO, as they aim to promote sound Industrial Relations and Social Dialogue.

IRLex aims at extending the knowledge base on Industrial Relations by adding country profiles to the existing database and extending the issues covered. IRData sets solid ground to improve knowledge base on the impact of Industrial Relations institutions for countries to collect information that is reliable and comparable. These two interventions are knowledge oriented and build on existing ILO knowledge.

The IR Toolkit, while not a knowledge tool in itself, it made the effort to ensure a coherent approach within the ILO. It provides clarification on the implications of ILO standards on issues such as the election of Workers' representatives at the workplace. Ensuring clarity of ILO's principles and providing guidance on their application in practice also contributes to the knowledge base of the ILO.

With regards to SAM SDI, it was designed to assist the Tripartite Constituents to improve the effectiveness of their tripartite institutions. It processes existing ILO comparative knowledge and expertise on Social Dialogue to make it available to the Tripartite Partners. While not contributing to

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[8] Sixth item on the agenda: A recurrent discussion on the strategic objective of Social Dialogue and tripartism, under the follow-up to the ILO Declaration on Social Justice for a Fair Globalization, 2008Reports of the Recurrent Discussion Committee: Social Dialogue and tripartism: Resolution and conclusions submitted for adoption by the Conference, page 5.

[9] Revised plan of action on Social Dialogue and tripartism for the period 2019–23 to give effect to the conclusions adopted by the International Labour Conference in June 2018.

the knowledge base of the ILO, it aims at strengthening the knowledge of the Tripartite Constituents through capacity building.

3.2.5. Extent to which the design of the intervention did take into account gender equality and non-discrimination concerns.

With the exception of IRData, gender equality concerns were poorly addressed at the design stage.

Under IRData, sub-output 3 reads "IRData's updated information is used to develop selected training materials aimed at i) (…) iii) enhancing the gender focus on Industrial Relations data system to better meet the country needs."

Gender is mentioned in the description of the SAM SDI but it merely establishes a link between women participation and addressing gender in Social Dialogue institutions. Gender is absent in the strategy for the development of IRLex and IR Toolkit, as are non-discrimination concerns in all outputs foreseen in the Outcome-based intervention.

3.2.6. Extent to which the design takes into account how to particularly reach and include the poor and most vulnerable people.

The OBI did not take into account how to particularly reach and include the poor and most vulnerable people. However, the ILO has acknowledged that promoting organization and voice enables people living in poverty to mobilize and become active agents in shaping their future. The evaluation provides examples on how the tools could be used to target the working poor.

The ILO defines working poor as "employed people who live in households that fall below an accepted poverty line."[10] While poverty in the developed world is often associated with unemployment, the extreme poverty that exists throughout much of the developing world is, according to the ILO, largely a problem of employed persons in these societies. For these poor workers, the problem is typically one of employment quality. Reducing poverty in line with the SDGs therefore necessitates boosting the employment opportunities and incomes of the working poor.[11]

The ILO has set a framework for its action towards the reduction of poverty: "breaking the cycle of poverty involves full employment and decent work."[12] "Evidence shows that decent and productive jobs, sustainable enterprises and economic transformation play a key role in reducing poverty. While development assistance remains important, countries that managed to pull themselves out of poverty were those that were able to move from low to higher productive activities, while strengthening institutions for governance and social protection for workers and their families."[13] On top of other interventions, the ILO has acknowledged that promoting organization and voice enables people living in poverty to mobilize and become active agents in shaping their future.

The examples below provide some illustrative ways in which the tools and databases could potentially contribute to improving the situation for the poorest and most vulnerable people (the working poor) in different contexts:

- Provide capacity building on Collective Bargaining for Social Partners in sectors with a high share of working poor; this could include capacity building for sectoral/industry-level

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[10] https://ilostat.ilo.org/topics/working-poor/
[11] https://ilostat.ilo.org/topics/working-poor/
[12] https://www.ilo.org/global/topics/poverty/WCMS_396219/lang--en/index.htm
[13] Ibid.

organizations able to engage in sectoral bargaining as it might extend benefits to all workplaces, including small and non-unionized undertakings;

- Using IR Lex, engaging in capacity building for the Social Partners, the government, experts and other relevant stakeholders on comparative Industrial Relations provisions in view of Labour Law reforms; this could include selected good practice on legal frameworks that are conducive to Collective Bargaining at all levels;
- Using IR Toolkit to engage in bipartite and tripartite discussions at the policy level on how to promote workplace cooperation in sectors with high share of poor and vulnerable non-unionized workers, in line with ILO standards on Workers' representatives;
- Using SAM-SDI to review how policy discussions at the national level affect the working poor and engage in pro-poor policy discussions.

3.3 Effectiveness

Effectiveness assesses the extent to which the intervention can be said to have contributed to advancing ILO's strategy under Outcome 7, and more concretely whether the stated tools and products have been produced satisfactorily; in addition to building synergies with country-level initiatives and with other Development Partner-supported projects.

3.3.1 Extent to which the OBI achieved its objectives. Key factors for success, unexpected results and concrete results for poor and vulnerable groups.

The interventions proved to be effective. Some of the outputs planned were not achieved for a number of reasons, such as an overambitious design with a high number of outputs but also a reduction of the timelines initially foreseen for implementation due to delays in the internal approval of the intervention plan; readaptation of the strategy for IRData and the broad cross-office consultation that proved to be more time consuming than expected. All in all, the OBI has achieved substantive results in a short period of time.

The following table shows the extent to which the OBI achieved its objectives:

Output	Sub-Outputs
IRLex	1. IRLex is expanded to cover 12 additional ILO member states with updated and relevant information on the regulatory frameworks and practices for Industrial Relations
	2. IRLex is expanded to cover new subjects for existing and new entries
	3. IRLex is supported by an active network of experts and a sound structure guaranteeing regularly updated information
	4. A sustainability strategy for further growth and ongoing maintenance of IRLex
	5. An evaluation to assess the relevance and effectiveness of the expanded version of IRLex
IRData	6. IRData is updated and expanded to cover 10 additional ILO member states with relevant information and data on Trade Unions, Collective Bargaining and strikes and lockouts
	7. IRData's updated information is used to produce selected reports, issue briefs, cross-country analyses and knowledge-sharing initiatives
	8. IRData's updated information is used to develop selected training materials aimed at i.) guiding constituents and officials in national statistical institutes in the collection, analysis and dissemination IR (…);

	ii.) enhancing the national research capacity to measure and monitor policy and technical impacts/outcomes using IRData; enhancing the gender focus on IR data system to better meet country needs
SAM SDI	9. The online assessment tool for national Social Dialogue institutions is developed
	10. The online assessment tool is piloted in three countries
	11. The online assessment tool is launched globally
IR Toolkit	12. The IR Toolkit, which includes training tools on workplace cooperation, Collective Bargaining, and grievance handling, is finalized in consultation with key internal stakeholders
	13. Relevant factsheets and multimedia training aids based on the tools included in the IR Toolkit are developed
	14. The IR Toolkit is piloted in selected countries, in synergy and complementarity – also in terms of funding – with relevant ILO projects and programmes, including through peer-to-peer learning involving relevant internal and external stakeholders
	15. The IR Toolkit is validated following an internal workshop, and is launched globally.

Completed

Partially completed

Not completed

Out of the 14 sub-outputs or milestones planned, 6 were achieved, 5 were partially achieved and 3 were not achieved. This might seem to imply that the intervention might not have been realistic in the establishment of the outputs. True, the design was somehow overambitious, but there are other reasons that explain the non-completion of some outputs. First, the timelines initially foreseen to complete the tools and their outputs ended up being substantially shortened, as the planning phase linked to the late definition of CPOs, and the late internal transfer of funds implied that the intervention could not start implementation until September 2018. This left the implementation units with some 12 to 16 months to produce the outputs, in a strategy where most outputs were planned to be sequenced.

Also the strategy for IRData had to be re-adapted. IRData has focused on the development of guidelines for the collection and analysis of data. These guidelines were considered to be instrumental in terms of relevance and comparability, and their development took a substantive amount of the human resources earmarked under this component. SAM SDI also developed a more elaborate method that the one initially foreseen at the design stage.

Likewise, the work on IRLex involved updating existing guidelines for the collection of information, not foreseen in the design of the intervention. However, the guidelines will contribute to the sustainability and robustness of the database in future updating.

In addition to the above, wide cross-office consultation, including ACTRAV and ACT/EMP, field specialists and the ITC-Turin, proved to be more time consuming than expected. The development of a network of experts in the case of IRLex, have given robustness, excellence and coherence to the tools, but have also required a substantive coordination effort to incorporate a variety of experiences and perceptions, with the obvious time implications. Furthermore, the crisis brought by COVID-19 has delayed the global launching of SAM-SDI and the uploading of the country profiles of IR Lex.

All in all, the interventions have proven to be effective, as the ILO has achieved substantive outputs in a short period of time. Key factors for effectiveness – already foreseen at the planning phase of the strategy - included:
1. Building upon ongoing work;
2. Effective overall coordination of the Programme based in INWORK;
3. Effective coordination of the lead units in the development of each of the four tools;
4. Use of in-house sound expertise – not relying on external consultants for the bulk of the work;
5. Extensive regular consultation with key technical departments ensuring high-quality inputs;
6. Close involvement of ACTRAV and ACT/EMP, and field specialists whenever relevant, to promote a coherent approach within the house;
7. Involvement of field specialists and the International Training Center, who were able to add a practical dimension to the tools;
8. Cooperation with centralised and decentralised technical cooperation projects and field specialists to pilot test the tools;

Beyond the achievement of concrete planned outputs, there were other unexpected results linked to the methodology of work established:

- It increased the technical capacity of those units involved in technical discussions; this was highlighted by some of those involved, who also stressed the value of having regular and in-depth exchanges with ACTRAV and ACT/EMP; this increased capacity will remain in the ILO and is likely to improve the quality of the assistance provided to ILO constituents in the field of Industrial Relations;
- Extensive and meaningful in-house consultation also ensured robustness of the outcomes; it promotes a coherent contributing to its wider use and contribute to sustainability; coherence in ILO's message has been valued by most interviewees as the big added value of the intervention.

In this phase of the intervention, focused on the design of the tools, the OBI did not show any concrete result for poor and vulnerable groups. This result will need to be addressed once the tools are rolled down to the national level, beyond the specific pilot-test activities undertaken in this phase of the intervention.

3.3.2 Extent to which the OBI addressed ILO cross-cutting priorities

Standards have been a cross-cutting issue in all four outputs. The principles guiding the IR Toolkit are based on International Labour Standards that provide guiding principles on sound labour relations at the workplace. These include those on Freedom of Association and the right to Collective Bargaining, namely the ILO Freedom of Association and Protection of the Right to Organize,1948 (N°87), the Right to Organize and Collective Bargaining Convention, 1949 (n°98) and the Collective Bargaining Convention, 1981 (N°154). It also included other instruments designed to facilitate cooperation, communication and conflict management at the workplace,[14] and noted in the introduction of the tool.

IRLex includes labour law provisions in the field of Industrial Relations, and thus includes many aspects linked to the ILO standards and principles of Freedom of Association and Collective Bargaining and information and consultation at the workplace. The database also includes, under the country profiles,

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[14] Namely the Workers' Representatives Convention, 1971 (No. 135), the Co-operation at the Level of the Undertaking Recommendation, 1952 (No. 94), the Communications within the Undertaking Recommendation, 1967 (No. 129) and the Examination of Grievances Recommendation, 1967 (No. 130).

a list of comments made by the ILO Committee of Experts on the Application of Conventions and Recommendations.

IRData includes data on trade union membership, on the coverage of Collective Bargaining and on strikes and lockouts. This provides governments and Social Partners with information enabling them to better understand the evolution of trends in Industrial Relations. Considered in the context of national laws and conditions, data on Industrial Relations can also help to assess progress made towards the realization of Freedom of Association and the effective recognition of the right to Collective Bargaining principles that lie at the core of decent work. Throughout the "Guidebook on how and why to collect and use data on Industrial Relations" information on relevant conventions and recommendations is provided,[15] with comments on the meaning of certain provisions that impact on the way data are collected.[16]

IR Toolkit lies strongly on the principles contained in ILO conventions in the field of Collective Bargaining, workplace cooperation, as stated in its introduction. On top of the fundamental conventions in the field of Industrial Relations, it mentions the guidance provided by other instruments designed to facilitate cooperation, communication and conflict management at the workplace.[17] The self assessment tool for Social Dialogue institutions (SMI SDI) also highlight those standards focus specifically on Tripartite Social Dialogue, in particular.[18]

The planned strategy did not provide any indication on how cross-cutting issues could be addressed, leaving gender mainstreaming to the sensitivity and capacities of the teams themselves. Consequently, each tool integrates gender to a different extent. A quick assessment suggests good gender mainstreaming in the output developed under IRData, the "Guidebook on how and why to collect and use data on Industrial Relations". This output highlights the need to collect the data disaggregated by gender to enable the analysis of gender patters in the labour markets. It also provides a number of country-level examples on how this is done.

While the official responsible of the development of the SAM SDI noted that gender expertise had been sought, all tools - with the exception of IRData - would benefit from a gender analysis undertaken by an expert.

Disability inclusion has been mentioned in the SAM SDI but not addressed in the rest of the tools. The lead units for IRLex, IR Toolkit and SAM-SDI should identify entry points for these cross-cutting issues. The IR Toolkit could, for example, includes a case study on how disability can be included in a Collective Bargaining agreement. SAM-SDI could also address how people with disabilities could be better represented in Tripartite Social Dialogue institutions or address how policies discussed can extend coverage to include disadvantaged groups.

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[15] Among which the fundamental conventions on the Right to Organise and Collective Bargaining Convention, 1949 (No. 98) and the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), but also the Collective Bargaining Convention, 1981 (No. 154) or the Collective Agreements Recommendation, 1951 (No. 9).

[16] For example, the Guidebook explains that according to the Right to Organise and Collective Bargaining Convention, 1949 (No. 98), the right to Collective Bargaining applies to all workers in both the public and the private sector, the only exceptions being the armed forces and the police, and public servants engaged in the administration of the State. In those member States where these workers are excluded from the right to Collective Bargaining, information on the number of those workers can be used to calculate an adjusted Collective Bargaining coverage rate. Such an adjusted rate would exclude these workers from the denominator

[17] Namely the Workers' Representatives Convention, 1971 (No. 135), the Co-operation at the Level of the Undertaking Recommendation, 1952 (No. 94), the Communications within the Undertaking Recommendation, 1967 (No. 129) and the Examination of Grievances Recommendation, 1967 (No. 130).

[18] Namely, the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144), its accompanying Tripartite Consultation (Activities of the International Labour Organisation) Recommendation, 1976 (No. 152), and the Consultation (Industrial and National Levels) Recommendation, 1960 (No. 113).

With regards to medium and long-term effects of Constituents' capacities, this was not addressed in the field activities where the IR Toolkit was pilot tested. This included bipartite and/or tripartite activities in Bangladesh, Ethiopia, Indonesia, Myanmar and Sri Lanka. The areas on which the Constituents were capacitated were workplace cooperation, procedures for the election of Workers' representatives and grievance handling.

3.3.3 Contribution to relevant SDGs

The OBI did not specifically establish a direct link between the outcome and SDGs.

According to the ToC developed, the OBI intermediate objective is defined as Strengthened Social Dialogue and Industrial Relations institutions and mechanisms. Strong Social Dialogue and Industrial Relations institutions have the capacity to promote compliance and improve working conditions. This is done through the participation of the Social Partners in those mechanisms, ensuring that their interests are taking into account in decision-making. This participation facilitates decisions that promote the improvement of working conditions and labour rights and improve compliance. This could well contribute to SDG target 8.8, "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment".

Strengthening institutions could also contribute to SDG target 16.6., "Develop effective, accountable and transparent institutions at all levels".

3.3.4 Extent to which the interventions systematically and appropriately monitor and document information to allow for measurement of results, including on gender

The OBI programming proposal did not establish a clear results framework for the various outputs. At the implementation phase, work plans for three outputs – IR Lex, IR Toolkit and SAM-SDI- and one strategy document for IR Data were developed. The workplans, particularly detailed for IR Lex and IR Data, helped in measuring the achievement of the results and monitoring progress.

IRLex did establish a comprehensive workplan that included immediate objectives with outputs and activities for each of them. It also assigned responsibilities and timelines, as well as notes for each activity, detailing, for instance the countries covered by each external partner. The workplan was supplemented by a separate document indicating the progress made for each of the country profiles to be included in the database, as well as the workload required to achieve each output. This allowed to have clear indicators to monitor progress for each country profile. Indicators included drafts received, payments made, drafts validated, translation, editing and country profiles uploaded in the database.

The wokplan for IR Toolkit was also comprehensive, identifying activities and products for each of the three modules or packages to be developed – Collective Bargaining, grievance handling and workplace cooperation, with concrete timelines for each of the and responsible officials.

The workplan for SAM SDI also included a list of sequenced results and activities, the expected date of conclusion for each of them and the ILO units involved.

As for IR Data, a strategy document was developed at the initial stage of the intervention, which was informed by INWORK and STATISTICS to strengthen IR Data. The document identified a number of initiatives to be undertaken, the sources of funding – partly by Sida - , the internal partnerships to be developed and the timelines for the initial phase of the intervention. This strategy ended up being

readapted to focus on the development of a set of guidelines on why and how to collect data on Industrial Relations, as a needed initial step to ensure methodological coherence and robustness when collecting IR statistics. There is no evidence that further workplans were developed to readapt the strategy.

Measurement of results on gender was not addressed in the workplans.

3.3.5 Adequacy of management capacities for the achievement of the aims of the OBI; effectiveness of communication between OBI teams, field and regional offices, responsible departments at headquarters and the donor

Management capacities were adequate for the achievement of the aims of the OBI. The achievement of the four outputs within a limited period of time was facilitated by strong and efficient coordination of the teams established for each of the four outputs and highly committed staff at all levels. Projects and field staff have reported dynamic and efficient technical and administrative support. Communication with the donor was made through regular reporting.

The development of four outputs within a limited period of time based on the establishment of task teams required efficient management and strong coordination of the OBI. The number of stakeholders that have taken part in the interventions has been significantly high. The development of IRLex and IR Toolkit are good examples to illustrate this effort.

For IRLex, the cross-office technical group included FUNDAMENTALS, INWORK, LABOURLAW, NORMES, DIALOGUE, ACTRAV, ACTEMP and DWT Specialists. But it also required the creation of a network of academic institutions to create the country profiles. This implied identifying the institutions, preparing tailor-made institutional agreements with all of them, providing training and validating the national profiles once they were received at HQ. This required strong and efficient management and coordination, a task that benefitted from 16w/m of a technical officer at a P2 level plus the support of a Junior Professional Officer (JPO).

The development of the IR Toolkit also required a major management and coordination effort. Not only INWORK formed an inclusive cross-office technical group, active throughout the implementation of the OBI. The Unit also had to coordinate with the ITC-Turin, that played an instrumental role in the development of the tool; and with fields specialists, country offices and decentralised development projects in order to design and undertake the pilot test activities. High level discussions did take place with two centralised development projects, involving initial high level discussions at the initial stage of the OBI that ensured involvement and integration of the tool in project activities. The conclusion of this output has required efficient management, not only to coordinate, but also to integrate the many views of participating stakeholders and the feedback provided as a result of the pilot test activities.

The evaluator also observed the high level of motivation of the ILO staff involved. Not only in terms of believing in the role of Industrial Relations institutions in promoting Decent Work, but also in terms of being fully aware of the value of outcome-based funding to develop tools considered to be instrumental to promote the ILO approach, that otherwise would have been developed.

Coordination was facilitated by the financial allocation made for coordination function, a function anchored in INWORK.

For all outputs, interviewees have highlighted the capacity of the technical units to provide quick feedback and responses to queries.

Stakeholders have also reported smooth functioning of the task teams formed for the different outputs, as seems to have been communication with the Development Partner, made through regular reporting.

3.3.6 Extent to which the OBI received adequate administrative, technical and political support from ILO Field Offices and Technical units in Headquarters.

Support from technical units in HQ and field offices has been highlighted as a key factor contributing to the effectiveness of the intervention.

The evaluation has stressed as key factors for the effectiveness of the intervention the following:

    i.   Use of in-house sound expertise – not relying on external consultants for the bulk of the work;
    ii.   Close involvement of field specialists and the ITC-Turin;
    iii.   Extensive regular consultation with key technical departments ensuring high-quality inputs; and
    iv.   Cooperation with centralised and decentralised development cooperation (DC) projects and field specialists to pilot test the tools.

The OBI outputs were delivered through a collaborative effort from meaningful technical expertise from various technical units in the house, InWork, DIALOGUE, NORMES, STAT, FUNDAMENTALS and LABOURLAW. ILO country offices for Colombo and Jakarta supported the pilot tests for some activities, as did a number of centralised and decentralised projects. Strategic collaboration was established with DC projects to pilot test the IR Toolkit and integrate it in the projects' training programmes.

No delays or bottlenecks have been reported in terms of administrative support to the OBI, including in the support of field activities.

3.3.7 Extent to which the OBI made strategic use of coordination and collaboration with other ILO Projects

Development projects at both the centralised and the decentralised levels were strategic partners to the development of one of the tools, the IR Toolkit.

The Sida-ILO partnership agreement identified a number of criteria for the selection of specific country outcomes to establish collaboration. These included (i) building on existing work on the development/ strengthening of Social Dialogue and Industrial Relations institutions in the framework of DWCPs; (iii) sufficient resources (from pooled funds) to support the planned activities; (iii) the probability of achieving success by end of 2019; or (iv) the capacity and commitment of government and the Social Partners to sound Industrial Relations. The OBI, under each output, identified a number of CPOs which had a primary linkage to indicator 7.3. These outputs have served as a primary mechanism to establish close collaboration with field offices and development projects.

These criteria were applied when planning country level activities. Collaboration was established in Myanmar, Indonesia, Sri Lanka and Ethiopia. All of them had relevant CPOs, identified in the OBI document.

In Myanmar and Ethiopia there were ongoing development projects, both working in the field of Industrial Relations and benefitting from the support of Swedish funding. Cooperation was established with contributions from stakeholders involved: expertise was provided by ITC-Turin, Sida funding supported travel costs and the development cooperation project funded the activities. According to

interviewees, this cooperation proved to be beneficial for all parties. The IR Toolkit was pilot tested and inputs from participants contributed to its revision. The development cooperation project enjoyed sound technical expertise and the Social Partners benefited from capacity building. The development cooperation programme in Ethiopia is planning to translate and adapt the tool to the national context. In Myanmar, the project received guidance, insights and examples of exercises that fed into the development of the home-grown training programme on Social Dialogue. This training programme on Social Dialogue includes elements of the IR Toolkit and has all been translated in Myanmar language.

The OBI also established close cooperation with the Better Work programme. Better Work delivers 20,000 hours of workplace training yearly in a variety of countries. It was therefore key to involve Better Work from the design phase to (i) assist in designing a tool aimed to be impact-oriented and (ii) to ensure endorsement of the tool, so that it would be used extensively through the Better Work training. At the time of drafting this report Better Work had just cancelled training as a result of Covid-19. This training was to be delivered in Bangkok to training officers and IR focal points from eight countries. Better Work has also engaged with the ITC-Turin to adapt the IR Toolkit to the garment sector and is currently revising its existing training and capacity building tools to ensure their alignment with ILO principles in the field of Industrial Relations.

3.4 Efficiency of resources use

Efficiency assesses the extent to which the interventions implemented are derived from the efficient use of financial, material and human resources;

3.4.1 Allocation and strategic use of resources and inputs to achieve the expected results. Efficiency of coordination and could things have been done differently

The evaluation concluded that resources were used rather efficiently. A number of considerations can be made as to the efficiency of resources used.

The OBI budget amounted to USD 781,163 for the 19 months implementation period; August 2018 to December 2019 plus the 3 month no-cost extension. Allocations for implementation of activities, - less allocation for the evaluation and project support income - the amount was distributed as follows across the four outputs: IRLex: USD 323,000; IRData: USD 30,000; SAM SID: USD 193,450 and IR Toolkit: USD 115,000. The allocation for coordination and reporting was USD 84,000. At the time of the evaluation, the OBI financial delivery rate was 97 per cent.

- As opposed to traditional DC projects, where financial resources are used to create an independent project management unit, the delivery of the outputs under the "lightly-earmarked" funding modality was **mostly done within the established structure** of technical departments of the ILO at HQ, the field and ITC-Turin. This implied a substantive **contribution from the ILO's regular budget** in the form of professional and administrative staff from a number of departments that worked in collaboration: INWORK, FUNDAMENTALS, NORMES, STATISTICS, LABOURLAW, DIALOGUE, ACTRAV, ACT/EMP, ITCILO and the Decent Work Teams in New Delhi and Bangkok and Budapest and Pretoria.

- A limited use of external consultants and the primary role played by ILO technical staff ensured high-level expertise and knowledge that contributed to the quality of the outputs produced; this includes the ITC in Turin that played a primary role for the development of the IR Toolkit, and also contributed to support the SAM SDI and the IRData.

- Foreseeing a specific allocation coordination and reporting - USD 84,000 for 7w/m of a P2 technical officer based in Geneva – seems to have been appropriate, as the inclusive coordination mechanisms established with a large number of departments, field offices and technical cooperation projects has been considered to be effective by interviewees, and instrumental for the achievement of results.

- There have been no reports of delays or bottlenecks in the transfer of funds delaying field activities; the intervention did suffer delays before it could start as the internal programming proposal, discussed between the technical unit, PARDEV and PROGRAM took time to be finalised and approved;

The OBI benefitted from a three month of no-cost extension; while this has allowed further achievement of the outputs planned, outcome-based funding is closely linked to an existing P&B; its fundamental value is to be able to strengthen an overall strategy to achieve a specific outcome planned for a biennium. De-linking the funding from the ILO P&B whose strategy it is advancing, weakens the very purpose of outcome-based funding. Alternatively, outcome-based funding could be focused on results that are deliverable within a time period that is aligned with the biennial programme. This would imply that at the end of the biennium there should be a strong indication of progress toward reportable results.

3.4.2 Extent to which OBI resources in the targeted countries acted as catalyst and supported ILO influence and/or leveraged additional resources

One output, the IR Toolkit, was pilot tested in the field and the evaluation found a high potential for OBI resources to catalyse and support ILO influence. The OBI leveraged additional resources to support the delivery of the tool.

In some of the countries where target CPOs were linked to the OBI, DC projects existed with extensive capacity building activities at the workplace. As opposed to developing training materials on their own, the existence of draft training materials on workplace cooperation developed with support from the OBI, proved to be helpful. Normally, DC projects tend to invest a substantive amount of resources in developing their own training materials.

In the case of Ethiopia for instance, the draft IR Toolkit and the possibility to pilot test with a relatively small investment – and potentially adapt it to the local context – was catalytic in increasing ILO influence on workplace cooperation, collective bargaining, and grievance handling in the garment sector.

In Myanmar, funds were leveraged from an existing DC project to fund an activity for sectoral leaders on workplace cooperation, using the draft IR Toolkit. Additionally, the Collective Bargaining training materials developed were based on the Collective Bargaining module of the IR Toolkit.

In countries where development projects did not exist, additional resources were leveraged in ILO country offices. For instance, in Sri Lanka, out of the three activities organised using the IR Toolkit, two were funded by the country office and one by the OBI. In Indonesia the ILO country office contributed funding to three activities organised in industrial zones, that were mostly funded by the OBI.

While the OBI was able to leverage funds from various sources for the benefit of the Tripartite Partners and the improvement of the tool, a strategy based on the existence of DC projects to support the activities has a potential risk to limit the benefit in countries with no existing DC project in this thematic area.

3.4.3 Synergies among the interventions - global and country level, how did they mutually reinforced each other and extent to which products can be used to increase ILO impact at national level

The delivery of the outputs, and the IR Toolkit more specifically, benefitted from complementary resources from DC projects in ILO Country Offices.

The results of the evaluation show that for one product, the IR Toolkit, there were synergies between the global and country level work. For instance, the draft IR Toolkit was pilot tested at the country level by embedding it in the capacity building plans already established by decentralised and centralised DC projects and programmes. This included projects and programmes such as Better Work, the Project on Improving Labour Relations for Decent Work and Sustainable Development in the Myanmar Garment Industry supported by Sida and H&M and Marks&Spencer, and the Programme on Advancing Decent Work and Inclusive Industrialization in Ethiopia, funded by multiple partners.[19] This in turn, provided valuable feedback to inform the revision of the tool and make it more practical-oriented. Feedback from training participants was gathered either by the ILC-Turin - closely involved in the development of the output and directly participating in the capacity building activities held in Ethiopia and Myanmar- or by the Field Specialists. Field Specialists were specifically requested to provide feedback gathered in the activities they facilitated in Indonesia and Sri Lanka.

The evaluation concluded that country level work was instrumental in supporting the development of the IR Toolkit by utilising it in training activities at the workplace level and in turn, the feedback from the training was key in the development of the tool.

3.5 Impact orientation and sustainability

Impact assesses the extent to which the OBI has contributed to intended and unintended changes; and sustainability measures the extent to which adequate capacity building of stakeholders has taken place to ensure mechanisms are in place to sustain results beyond completion.

3.5.1 Intended long term impact, especially for the poor and vulnerable groups, expressed in relation to the design, implementation and follow up of the interventions.

Results of the evaluation show that the intended long-term impact of the OBI was fairly expressed. The long-term impact of the tools would require a specific analysis to be done once all the tools are finalised.

The Phase I of the OBI was designed to develop a set of global tools aimed at improving the capacities of the Tripartite Partners to promote sound Industrial Relations and Social Dialogue practices. The "intended" long-term impact in relation to the design of the interventions could be assessed as follows:

- IRLex is a tool that can be used as a policy tool to understand how different countries regulate aspects such as Collective Bargaining or workplace cooperation, be the basis for a national assessment on the legal framework, and inform labour law reforms, as highlighted by ILO staff and academics interviewed. To ensure its relevance and usefulness the database will need to be updated regularly, and ideally every programming cycle;

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[19] This Project is funded by various projects and partners, including BETTERWORK, the Ministry of Foreign affairs of Denmark, the EU, the French Government, BMZ, the Swedish Government, Siemens, Sida, H&M and DFID.

- IRData helps in understanding the impact of national policy and legal IR frameworks on Industrial Relations indicators such as Collective Bargaining coverage or trade union membership. In this regard, it can be used to assess and inform policy-level initiatives aimed at bringing about long term changes;
- The IR Toolkit can be used both for capacity building of labour market actors but also as a tool to promote policy change. It has already been pilot tested in Myanmar, Indonesia, Sri Lanka and Ethiopia. In Sri Lanka, the Tripartite Constituents at the national level agreed on a set of procedures for electing workplace representatives, based on the principles of the IR Toolkit. These procedures will be included in forthcoming workplace training agreed by the Social Partners in 20 factories. The Toolkit has also been used as an input in tripartite meetings on grievance handling in industrial zones in Indonesia. In terms of the use of the tool for capacity building, the long term impact will depend on the integration of the increased capacity in the promotion of changes in the Industrial Relations scenario at different levels.
- The SAM SDI is also intended to promote long-terms changes by the agreement of reforms plans to be implemented in Tripartite Social Dialogue institutions.

Another element of long-term sustainability is linked to the use of in-house expertise to develop the tools and the participatory nature of the collaboration across the multiple units involved in the implementation. To ensure sustainability, and especially for updating the IR Toolkit, the revisions and adaptations should be made using the same approach. This would also avoid potential misuse of the ILO position and approach in this field, which could potentially become political in nature.

In the follow-up interventions, the OBI design should pay particular attention to extent to which the policies, legal frameworks and workplace practices promoted affect the well-being of poor and vulnerable workers in specific industries.

In terms of the interventions made during the implementation phase, and namely the pilot test activities of the IR Toolkit and the reality checks of the SAM-SDI, their long term impact will need to be assessed in the future.

3.5.2 Extent to which the OBI worked towards building the capacity of ILO Constituents for systemic and sustainable change

The OBI outputs have been developed to be used globally and in a multiplicity of contexts and Industrial Relations systems. They also have been developed with the involvement and support of a variety of ILO departments, a critical element that will facilitate its dissemination and use.

The tools are conceived to assist the Tripartite Partners in developing and strengthening Industrial Relations institutions and mechanisms. Institutional building in itself implies longer-term impacts, as opposed to unilateral decisions taken by one party. The participation of the Social Partners in decision-making ensures legitimacy and democracy, as well as stronger implementation.

Long-term commitment of key ILO Programmes such as SCORE and Better Work to use the IR Toolkit will also ensure that the standards-based approach in promoting workplace relations is maintained. These DC projects could also contribute to maintaining the tools, by updating them and facilitating future adaptation based on their experience.

For IRLex, the activities were implemented with a number of academic institutions in the different regions, whose capacity was strengthened in the use of ILO guidelines for the collection of Industrial Relations provisions in national labour laws. This approach required significant initial effort to identify reliable sources of national labour laws at the country level and to gather data for all countries, as the

database had not been updated since 2016. According to two academic institutions involved in the work, once updated, the work to update the tool would be less time consuming, and could be undertaken by the institutions at a reasonable cost to the ILO. One institution also suggested supporting the extension of the database to additional countries. The updating and extension of IRLex has required substantial work, but the Office could maintain the tool in the long-term, if relations with the academic institutions are institutionalised. This would require a transition period under the second phase of the OBI.

For IRData, the intervention has facilitated the establishment of a methodology for the collection and analysis of IR data for use by ILO constituents. This implies a contribution to sustainability, also in terms of robustness, as it will strengthen comparability of data. Nonetheless, sustainability will depend on whether the capacity of the labour administration is strengthened and data collection methods incorporated internally as well as on the internal capacity of the ILO to validate the results.

As per the SAM SDI, the tool was specifically designed to guide the ILO constituents to engage in a self-assessment process. The self-assessment methodology aims at producing a plan of action agreed by the Tripartite Partners, to strengthen the effectiveness and inclusiveness of the Tripartite Social Dialogue institution. The methodology therefore is designed to be a vehicle for robust and inclusive policy-making to drive sustainable impact.

Except for the 'Guidebook on how and why to collect and use data on Industrial Relations' developed under the IRData component, and the French translation of the SAM-SDI, the outputs produced have not been translated into French and Spanish. This prevents access from countries such as Colombia, Nicaragua or Panama that, according to the CPOs identified in the planning phase, have identified capacity building in the field of Industrial Relations as a country priority for ILO assistance.

4. CONCLUSIONS

4.1. Relevance and strategic fit

Strategic fit and relevance of the OBI have been rated high. The outputs were designed to improve the capacities of the Tripartite Partners on priorities identified in the global product and the country programme outcomes (CPOs). These include needs identified in CPOs for Ethiopia, Sri Lanka and Myanmar, where the OBI has engaged in country-level activities. These CPOs also contribute to achieving results under Outcome 7. The interventions were relevant to the needs of constituents and the outputs were conceived to respond to the identified challenges in the ILO strategy for outcome 7, this is, to assist the Tripartite Partners to effectively engage in Social Dialogue and inclusive Industrial Relations.

The OBI outputs were designed to assist the Tripartite Partners to effectively engage in Social Dialogue and inclusive Industrial Relations. These are, according to the ILO, critical mechanisms to achieve decent work, and have large potential benefits to address inequalities and to enhance workplace compliance.

The design of the interventions was not based on a thorough analysis of the specific context to address the root causes of the development issue the OBI was aiming to solve or contribute to solving. However, the link established with CPOs ensured that the OBI contributed to solving the challenges that had been identified by the Tripartite Constituents in the DWCPs.

4.2. Validity of design and coherence of the OBI design

The ILO does not have clear guidelines on the programming framework that should be used in the design of outcome-based interventions. While recognising the specificities of OBIs, the evaluator is of the view that a management tool that facilitates planning, execution and evaluation should support all ILO programmes, projects and interventions.

The OBI programme proposal did not include a logframe of the intervention, although it included some elements of a strategy and developed internal workplans for each of the outputs, some in great detail with outputs and timelines. A logframe helps measure progress using verifiable indicators and means of verification and measuring results achieved. The OBI did not effectively apply the principles of Results-based Management. Results to be achieved were identified at the level of output and outcome, but missed the level of activities and inputs, indicators were not defined and risks and assumptions were not identified. A comprehensive workplan with clear outcomes, outputs and activities for the established timeframe was developed only for one output, IRLex.

Based on the P&B, the evaluation highlighted the contribution of the OBI in the ILO ToC for Outcome 7, showing coherence and consistency of the OBI with the overall ILO strategy to achieve that policy outcome. The strategy for each of the outputs of the OBI and the workplans show that the design was appropriate to achieve the planned outputs.

The four outputs contributed to the existing knowledge base, from different angles and to different extents. All of them are linked to core priorities of the ILO, as they aim to promote sound Industrial Relations and Social Dialogue.

With the exception of IRData, gender equality concerns were poorly addressed at the design stage. While reaching out to poor and vulnerable people are strategic goals that have a clear linkage with strengthening Social Dialogue and Industrial Relations, this link was not established in the design phase of the intervention.

The OBI programming proposal did not take into account how to particularly reach and include the poor and most vulnerable people. The ILO has acknowledged that promoting organization and voice enables people living in poverty to mobilize and become active agents in shaping their future. The evaluation provides examples on how the tools could be used to target the working poor.

The OBI contributed to fill funding gaps, particularly valuable in a context of decreasing funding in the field of IR in recent years.

4.3. Effectiveness

Overall, the interventions proved to be effective. Some of the outputs planned were not achieve for a number of reasons, such as an overambitious design but also a reduction of the timelines initially foreseen for implementation due to delays in the internal approval of the intervention plan; readaptation of the strategy for IRData and the broad cross-office consultation that proved to be more time consuming than expected. All in all, the OBI has achieved substantive results in a short period of time.

Key factors for effectiveness include: Building upon ongoing work; Effective overall coordination of the Programme by INWORK and by the lead units for the development of each of the tools; Use of in-house sound expertise – not relying on external consultants for the bulk of the work; Extensive regular consultation with key technical departments ensuring a high-quality inputs; Close involvement of

ACTRAV and ACT/EMP and field specialists to ensure a coherent message within the house; Involvement of field specialists and the International Training Centre, which added a practical dimension to the tools; and Cooperation with centralised and decentralised development cooperation projects and field specialists to pilot test the tools. CPOs identified at the design level served as a primary mechanism to establish HQ-field-project collaboration.

Unexpected results include the improvement of the technical capacity of those units involved in technical discussions; this increased capacity will remain in the ILO and is likely to improve the quality of the assistance provided.

In this phase of the intervention, focused on the design of the tools, the OBI did not show any concrete result for poor and vulnerable groups.

Standards have been a cross-cutting issue in all four outputs. The integration of gender was left to the capacities of the teams involved in the development of each output and disability was weakly mainstreamed.

The tools will contribute to achieve SDG target 8.8, "Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment" and SDG target 16.6., "Develop effective, accountable and transparent institutions at all levels".

The OBI programming proposal did not establish a clear results framework for the various outputs. At the implementation phase, lead units developed informal work plans for three outputs – IR Lex, IR Toolkit and SAM-SDI- and one strategy document for IR Data. The workplans, particularly detailed for IR Lex and IR Data, helped measuring the achievement of the results and monitor progress. Measuring the results on gender under this evaluation criterion has not been considered to be relevant by the evaluator.

Management capacities were adequate for the achievement of the aims of the OBI. The achievement of the four outputs within a limited period of time was facilitated by strong coordination of the cross-office partnership and highly committed staff at all levels. Interviews with DC project staff and ILO Technical staff have reported dynamic and efficient technical and administrative support.

Support from technical units in HQ, Country Offices and Field Specialists has been highlighted as a key factor contributing to the effectiveness of the intervention.

Development Cooperation projects, both the centralised and the decentralised, were strategic partners to the development of the IR Toolkit - as this tool is oriented to capacity building and designed to be used in field level activities.

4.4. Efficiency of resources use

The evaluation concludes that the OBI made a rather efficient use of resources. The intervention was able to pull resources from different sources, demonstrating the effectiveness of the integrated resource framework and creating economies of scale. First, the outputs were mostly developed within the existing ILO structure in HQ, the field and ITC-Turin. This implied a substantive contribution from the regular budget in the form of professional and administrative staff from a number of departments that worked in cooperation.

The OBI, and specifically the delivery of the IR Toolkit, was complemented with other resources in the field. As many DC projects tend to engage in extensive capacity building at the workplace and need training materials, availability of updated IR resources proved useful. An existing output was seen as a useful input that can be tailored to the country specific needs, leveraging additional resources for country-level activities. The leverage of funds has been identified as a good practice in the evaluation.

Foreseeing a specific allocation for coordination and reporting has been appropriate.

The OBI benefitted from a three-month no-cost extension. De-linking the funding from the ILO P&B cycle whose strategy it is advancing, weakens the very purpose of outcome-based funding.

4.5. Impact orientation and sustainability

The pilot test for the IR Toolkit showed already some initial impact. Collaboration established with well rooted ILO programmes and projects such as Better Work and SCORE will contribute to the sustainability of the outcomes, as will cooperation with field projects that pilot tested the IR Toolkit and are already translating and adapting the tool.

ILO staff and academics interviewed highlighted the value of the databases to enable access to comparative knowledge for informed policy decisions. Strategies for sustainable future regular updating will need to be developed.

Except for IRData, the outputs produced have not been translated into French and Spanish. This severely limits access to the tools.

5. Lessons Learned

5.1.   Timelines for approval of internal project proposals

The extensive internal timelines for approval of outcome-based intervention proposals -and the consequent delay in the allocation of funds – reduced significantly the time available for project implementation. It contributed to de-linking the project from the P&B cycle.

5.2.   A strategy that involves HQ and field structure reinforces impact and sustainability of the outcomes

The delivery of OBI outputs, and the IR Toolkit more specifically, benefitted from complementary resources from development cooperation projects in the field. This included well-grounded projects in the ILO, such as BETTERWORK, and decentralised development projects in the field, some supported with Swedish funding.

Bringing together, in an integrated manner, components of technical units and projects in close coordination led to economies of scale and overall better outcomes, as pulling funds and expertise allowed for the pilot testing of the IRToolkit in field with the tripartite and bipartite partners. This, in return, provided valuable feedback to improve the tool and make it practical-oriented.

6. Good Practices

6.1. The value of extensive and meaningful inclusive collaboration

Inclusive and meaningful participation of a number of technical units, country offices and development cooperation projects have been at the heart of the strategy for the development of the global tools, from the very initial phase and throughout the entire intervention.

Under the global coordination and leadership of INWORK, participation has included DIALOGUE (lead unit for the SAM SDI), FUNDAMENTALS, NORMES, STATISTICS, LABOURLAW, ACTRAV and ACT/EMP and the global Programme Better Work. These consultations rounds were often extended to include field specialists and representatives from the Social Partners, identified by ACTRAV and ACT/EMP.

The consultation mechanisms consisted of rounds of in-depth technical discussions. Consultations were aimed at understanding views and positions and to reach consensus on the approach and content.

These mechanisms had the following effects, particularly relevant for global tools:

1. Robustness of the products achieved, as it benefited from sound in-house expertise
2. Endorsement of the final product by all participating ILO units through validation workshops; these units are potential users and promoters, as they also happen to engage in IR work;
3. Strengthening the capacities of all those involved, by understanding challenges and positions and accessing expertise and knowledge; this increased capacity will remain in the ILO and impact the quality of future technical assistance to Tripartite Constituents in the field of Social Dialogue and Industrial Relations.

6.2. Leveraging funds at the country level

The IR Toolkit, a global tool to promote Collective Bargaining, workplace cooperation and mechanism for grievance handling has been developed with Sida funding. As part of the strategy, the IR Toolkit was to be pilot tested at the country level.

In Ethiopia, the ILO comprehensive Programme on Advancing Decent Work and Inclusive Industrialization in Ethiopia was the main partner to organise three activities at the sectoral – garment- and workplace levels. This programme was designed with the objective of joining all existing ILO projects working in Ethiopia, each with a different thematic focus: Occupational Health and Safety (funded by Vision Zero Fund), Compliance (Better Work), Productivity Improvement (Score) and Industrial Relations (H&M and Sida). This placed an enormous strain on the labour administration and the Tripartite Partners, on the need to support an array of activities taking place often in the same workplaces.

The Programme, a main potential user of the IR Toolkit, requested cooperation with the OBI and ITCILO. Having identified a CPO in the design phase facilitated the leveraging of funds from different sources and creating ownership of the tool at the local level. The local project funded the cost of the activity; the ITCILO provided technical staff to deliver the training and the OBI funded the travel costs.

This collaboration facilitated the Programme and country ownership - the Programme is currently planning its translation and adaptation to the national context – allowing for the improvement of the tool globally by piloting it, and allowed the cost-sharing of activities for greater efficiency.

7. RECOMMENDATIONS

The following table includes the recommendation made as a result of the evaluation. They have been listed in order of priority.

Recommendation	Priority level	Addressed to	Timeframe	Resource implication
1. Once the tools are finalised, **the ILO should carefully plan a strategy to roll-out relevant tools at the national level with a focus on impact and sustainability**; these plans should be designed on the basis of the needs of constituents and with the close involvement – and leadership- of the field specialists, as they are likely to be key actors for their implementation. The first step should be careful **dissemination of tools** amongst relevant stakeholders: field staff, including ILO specialists and chief technical advisors of IR projects and project country managers; Swedish embassies in the various regions; relevant government officials It should then be combined/ followed by **capacity building** on the use of the tools; It should **identify relevant activities** that could be held at the national level, seeking collaboration with existing projects and trying to prioritise countries where relevant CPOs have been identified; The strategies should replicate at the decentralised level the inclusive mechanisms that was created to develop the tools; it should involve ACTRAV and ACT/EMP specialists at all stages.	High	INWORK DIALOGUE ACTRAV ACT/EMP Field specialists Relevant development cooperation projects	May-June 2020	None
2. For IRLex, explore how the network of academic institutions could be institutionalised, beyond the bilateral relations established so far; assess the cost implications of involving them in regular future updates.	High	INWORK	May-June 2020	None

Recommendation	Priority level	Addressed to	Timeframe	Resource implication
3. For IRData: Engage in sub-regional workshops with groups of key officers from the national statistical offices to capacitate them in the collection and analysis of IR statistics; these activities could include the design of national plans for the integration of the ILO methodology in the national collection systems. Prepare a sustainability plan to decide how many countries could realistically be included in the database in the coming years; Use OBI funding for a transition period, considering that some countries might need the support of national studies to identify and assess the collection of IR data.	High	INWORK STATISTICS	May-June 2020	Unknown
4. For the IR Toolkit: Dissemination amongst project staff; CTAs and project managers should receive capacity building to understand the potential use of the tool; project ownership through translation and adaptation should be promoted; Dissemination amongst the Tripartite Partners; seeking national ownership through adaptation and translation to the national context; The opportunities to roll-out the tool could take different forms in different places, with different stakeholders, and could include: Collaboration with IR Projects to use it in sectoral and workplace activities; Cooperation with ILO country offices, particularly where relevant CPOs have been identified in the ILO P&B 2020-2021; Explore national or sectoral adaptation of the tool with the ITCILO and the projects Establishing a mechanism for systematic feedback on the tool to feed future revisions.	High	INWORK Development projects Field specialists ITCILO	May-June 2020	Unknown

Recommendation	Priority level	Addressed to	Timeframe	Resource implication
5. For SAM SDI: Explore the possibility to simplify the tool before publication -or develop a simpler version of the method Pilot test it, trying to seek regional balance Continue extensive and meaningful consultation on future drafts	High	DIALOGUE	May-June 2020	None
6. The ILO should ensure better regional balance in the next phase of the outcome based funding. While the evaluator takes note of the absence of Industrial Relations specialists and development cooperation projects in the Americas and to a lesser extent in Africa, the ILO should seek alliances with other specialists – NORMES or Labour Law- to disseminate the tools and promote their use. This work could start with the translation of the tools into French and Spanish. For IRLex, the provisions in Spanish should be made available by the academic institutions.	High	INWORK DIALOGUE	May-June 2020	None
7. Extensive and inclusive collaboration amongst the various units has proven to be an effective mechanism bringing unexpected benefits; it should be further promoted in the next phase of the funding. This collaboration should include an in-house extensive follow up meeting between officials and projects to: - Identify in which ways the relevant tool is being rolled down - Assess the effectiveness of the strategy - Make adjustments The meetings should be convened by the lead units for each of the outputs.	High	INWORK DIALOGUE	At the planning stage of the next phase of the funding. January-February 2021 for the follow-up meeting.	None

Recommendation	Priority level	Addressed to	Timeframe	Resource implication
8. All tools should strengthen the gender dimension, to a different extent; it is suggested that specific gender expertise is sought to review all tools and make proposals for strengthening gender mainstreaming.	High	INWORK	July-September 2020	Hiring a gender specialist for a short consultancy
9. The next OBI design should include a programming framework and apply the principles of results-based management, including indicators of impact.	High	INWORK	At the design phase of the next phase	None
10. Differentiated Procedures for the approval of proposals should be designed to ensure better alignment with the timelines of the Programme and Budget. The signature of partnership agreements that include outcome-based funding should be aligned with the P&B cycle, allowing sufficient time for implementation within the given biennium.	High	PROGRAM PARDEV SIDA	June-December 2020	None
11. Considering the potential role of ILO databases for policy making, the ILO should hold a high-level discussion on how ILO databases could be institutionalised and funding secured beyond the fluctuating capacities of the technical units. Discussions should include whether and how a single labour law database could be created and maintained, allowing thematic searches.	Medium	DDG/P	July-December 2020	None
12. In order to secure future donor funding for Industrial Relations projects the ILO should make a greater effort to demonstrate the existing link between strengthening Industrial Relations institutions and development objectives such as equality, poverty and stability, often in the development agenda of the development donors. This is even more relevant in the context of the crisis brought by COVID-19	Medium	DDG/P GOVERNANCE WORKQUALITY	July-December 2020	None; could be developed internally

ANNEX I: MEETINGS HELD

Meetings held in Geneva 11-13 March

Wednesday 11th March

Time	Official	Unit	Office	Status
13:30	Sharon Chitambo	Evaluation manager		Confirmed
14:00	Internal Validation meeting of the SAM SDI	DIALOGUE	5-33	Confirmed
15:00	Elma Meijboom	PARDEV	8-55	Confirmed
16:00	Chris Land Kazlauskas	INWORK	9-45	Confirmed

Thursday 12th March

Time	Official	Unit	Office	Status
Morning: TELEWORK IN THE ILO				
11:45	Philippe Marcadent	INWORK	4-13	Confirmed
14:00	Xavier Beaudonnet	NORMES		Confirmed
16:30	Ambra Migliore	INWORK		Confirmed

Friday 13th March

Time	Official	Unit	Office	Status
9:00	Caroline O'Reilly	DIALOGUE	5-93	Confirmed
10:15	Rosina Gammarano	STAT	Skype	Confirmed
11:30	Magdalena Bober	ACT/EMP	R-2	Confirmed
13:00	Susan Hayter	GOVERNANCE	7-92	Confirmed
14:15	Youcef Ghellab	GOVERNANCE	5-104	Confirmed
15:15	Catarina Braga	INWORK	Skype	Confirmed
16:30	Claire La Hovary	ACTRAV	8-42	Confirmed

Other meetings held in March-April

Monday 16 March 2020

Time	Official	Unit	Office	Status
9:00	Webinar	ITC-Turin	Presentation IR Toolkit	Confirmed
11:00	Therese Andersson	SIDA	Skype	Confirmed
3:30	Pablo Arellano	LABOURLAW	Skype	Confirmed
17:00	Andrea Marinucci	ILO	Skype	Confirmed

Tuesday 17 March

Time	Official	Unit	Office	Status
9:30	Arun Kumar	ILO BKK	Skype	Confirmed
11:00	Mahandra Naidoo	New Delhi	Skype	Confirmed

Wednesday 18th March

Time	Official	Unit	Office	Status
9:30	John Ritchotte	ILO Bangkok	Skype	Confirmed
11:00	Sylvain Baffi	ITCILO	Skype	Confirmed
17:45	Dan Cork	Former ILO official (Better Work)	Skype	Confirmed

Thursday 26th March

Time	Official	Unit	Office	Status
8:30	Minna Maaskola	Better Work	Skype	Confirmed
13:00	Chala Kidist	ILO Industrial Relations Project in Ethiopia	Skype	Confirmed

April

Time	Official	Unit	Office	Status
10th	Debbie Collier	University of Cape Town	Skype	Confirmed
10th	Andrés Ahumada	University of Valparaiso	Skype	Confirmed
20th	Catherine Vaillancourt	Myanmar Project	Skype	Confirmed

ANNEX II: LIST OF AVAILABLE DOCUMENTATION

Financial information:

1. Financial statement of Budget on 10.02.2020
2. Statement of Income and Expenditure as at 31-Dec-2018

OBI and programming documents:

3. Final proposal for Sida-ILO (GLO241) revised 03.08.2018
4. Sida-ILO PP (Outcome 7)- additional information
5. DWCP Outputs: BGD227, ETH176, GEO826, IDN151, LKA130, MMR105, MMR826
6. Lightly earmarked thematic funding modality (one paragraph description)
7. Sida-ILO Partnership Programme 2018-2020: additional information on Sida's support to Outcome 7, including on linkages between global-level and country-level work
8. Signed agreement of the Sida-ILO Partnership Programme 2018-2020
9. The ILO's Strategic Plan for 2018–21, GB.328/PFA/1, 07.10.2016
10. Dimensions of Poverty, Poverty Toolbox, Sida, 2017
11. Strategy for Sweden's global development cooperation in sustainable economic development 2018-2022
12. Sida-ILO Partnership Programme 2018-2019, 2018 Progress Report

IR Toolkit:

13. Agenda of the REVIEW OF DRAFT "IR TOOLKIT", 7 MARCH 2019
14. DWCP Outputs: BGD227, ETH176, IDN151, LKA130, MMR105
15. Advancing Decent Work and Inclusive Industrialization in Ethiopia, Project brochure
16. Implementation plan

IRData:

17. Global Product 241: Most significant outputs (unknown date and background)
18. ILO PPT Presentation: "Collection of data on Industrial Relations including on strikes and lockouts- An ILO Perspective"
19. INWORK mission report to Brussels, 3 December 2019 to participate in a conference organised by Eurofound on establishing a system of collection of data on Industrial Relations in Europe.
20. Template II: Achievements under policy outcomes, Outcome Indicator 7.3: DIALOGUE and INWORK (date unknown)
21. IR Data Guidebook in Eng, Fre, Spa.
22. Infostory "Can Collective Bargaining create a fairer economy?"
23. IR Data Strategy Proposal

IRLex:

24. Excel page with a list of consultants of CEE countries and state of advancement of their contributions
25. Excel sheet with list of 65 people involved in IRLex (ILO officials and other experts)
26. DWCP Outcomes: GEO826, MMR826
27. Implementation plan

Self-assessment tool:

28. Assessment tool workplan
29. Complete draft 26.02.2020 for circulation- A Self-Assessment Method for Social Dialogue Institutions - SAM-SDI
30. Complete file – A Self-Assessment Method for Social Dialogue Institutions SAM-SDI
31. Reality Check of draft ILO self-assessment method for national Social Dialogue institutions- concept note (one page)
32. Draft Programme - IndiaILO Self-assessment method for Social Dialogue institutions (SAM-SDI), Draft workshop programme: Chennai, Tamil Nadu, India. 16th - 17th September 2019
33. Mission report, Turin, 21-23 October 2019, Ghellab, O'Reilly, Varela
34. Report of the Workshop on participatory assessment and planning method for national Social Dialogue institutions, 4-5 April 2019 - Turin, Italy
35. SAM-SDI SDI: A self-assessment method for Social Dialogue institutions; outline for reality checks

ANNEX III: LESSONS LEARNED

<table>
<tr><td colspan="2" align="center">**ILO Lesson Learned 1**

Project Title: Sida-ILO Partnership Programme (Phase I) 2018-2019 Outcome-Based Funding to Outcome 7 with a Focus on Social Dialogue, Industrial Relations and Collective Bargaining
Project TC/SYMBOL: GLO/18/59/SWE
Name of Evaluator: Marleen Rueda   Date: April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson is included in the full evaluation report.</td></tr>
<tr><td>LL Element</td><td>Text</td></tr>
<tr><td>Brief description of lesson learned</td><td>**Timelines for approval of internal project proposals**

The extensive internal timelines for approval of outcome-based funding project proposals -and the consequent delay in the transfer of funds – reduced significantly the time available for project implementation. It contributed to de-linking the project from the P&B cycle and had also had an impact to the validity and coherence of project design and the effectiveness of implementation.</td></tr>
<tr><td>Context and any related preconditions</td><td>The Sida/ILO Partnership Programme 2018/2021 was signed in April 2018, using the "lightly earmarked thematic funding" modality. The funding was distributed amongst themes selected by Sida, corresponding to three Policy Outcomes and two cross-cutting policy drivers. It included P&B Outcome 7, defined as Promoting Safe work and Workplace Compliance including in Global Value Chains. The PARDEV minute sheet informing about the approval noted that PARDEV and PROGRAM were "available to guide the allocation and programming process." Approval minutes at individual project level would be issued "once they have completed the appraisal process."

The relevant technical unit started then the process of preparing a project proposal, with a strategy to reach the project objectives. The proposal was approved in September 2018, more than four months after the starting date of the Outcome-based funding.

During the evaluation some interviewees gave reasons for such a delay. These included (i) the late reception of CPOs by national offices - identifying potential targeted CPOs was established as a requisite for the approval and (ii) the absence of clear deadlines for the internal approval of outcome-based internal proposals.

The ILO needs to design differentiated procedures for the approval of proposals in outcome-based funding to ensure better alignment with the timelines of the P&B and to allow sufficient time for effective implementation.</td></tr>
<tr><td>Targeted users / Beneficiaries</td><td>PROGRAM, PARDEV</td></tr>
<tr><td>Challenges /negative lessons - Causal factors</td><td>The delay in the internal approval of project proposals had a negative impact on the capacity of the ILO to effectively align the project with the P&B and reduces the time initially planned for implementation.</td></tr>
<tr><td>Success / Positive Issues - Causal factors</td><td>Not identified</td></tr>
<tr><td>ILO Administrative Issues (staff, resources, design, implementation)</td><td></td></tr>
</table>

ILO Lesson Learned 2

Project Title: Sida-ILO Partnership Programme (Phase I) 2018-2019 Outcome-Based Funding to Outcome 7 with a Focus on Social Dialogue, Industrial Relations and Collective Bargaining
 Project TC/SYMBOL: GLO/18/59/SWE
Name of Evaluator: Marleen Rueda   Date: April 2020

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
Brief description of lesson learned	**A strategy that involves HQ and field structure reinforces impact and sustainability of the outcomes** The delivery of OBI outputs, and the IR Toolkit more specifically, benefitted from complementary resources from development cooperation projects in the field. This included well-grounded projects in the ILO, such as BETTERWORK, and decentralised development projects in the field, some supported with Swedish funding. Bringing together in an integrated programme components of technical units and projects in close coordination lead to economies of scale and overall better outcomes, as pulling funds and expertise allowed testing the tool in field activities with the tripartite and bipartite partners and this, in return, provided valuable feedback to improve the tool and make it practical-oriented.
Context and any related preconditions	The Sida-ILO partnership agreement identified a number of criteria for the selection of specific country outcomes to establish collaboration. These included (i) building on existing work on the development/ strengthening of Social Dialogue and Industrial Relations institutions in the framework of DWCPs; (iii) sufficient resources (from pooled funds) to support the planned activities; (iii) the probability of achieving success by end of 2019; or (iv) the capacity and commitment of government and the Social Partners to sound Industrial Relations. TheOBI, under each output, identified a number of CPOs which had a primary linkage to indicator 7.3. These outputs have served as a primary mechanism to establish close collaboration with field offices and development projects. At the time of implementations, there were a number of IR projects being implemented in countries where relevant CPOs had been identified. This included Bangladesh, Ethiopia and Myanmar. Also, the Tripartite Partners had also identified CPOs linked to the OBI outputs in countries where no projects existed, such as Indonesia and Sri Lanka. In these cases, Sida funding financially supported the activity and the ILO DWTs provided the technical support through the work of the field specialists.
Targeted users / Beneficiaries	The development cooperation projects; the technical units developing the tools and, ultimately, the Tripartite Constituents.
Challenges /negative lessons - Causal factors	A late identification of CPOs is a challenge to identify country priorities for technical assistance within a given P&P cycle.
Success / Positive Issues - Causal factors	The existence of relevant CPOs, sources of funding and a strong coordination mechanisms created economies of scale, high-quality capacity building and allowed feedback to improve the tool for future use.
ILO Administrative Issues (staff, resources, design, implementation)	Cooperation HQ-field is facilitated by establishing clear criteria to identify windows of opportunity in the design phase of the project.

ANNEX IV: GOOD PRACTICE

<table>
<tr><td colspan="2" align="center">ILO Emerging Good Practice</td></tr>
<tr><td colspan="2">Project Title: Sida-ILO Partnership Programme (Phase I) 2018-2019 Outcome-Based Funding to Outcome 7 with a Focus on Social Dialogue, Industrial Relations and Collective Bargaining
Project TC/SYMBOL: GLO/18/59/SWE
Name of Evaluator: Marleen Rueda
Date: 05/04

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.</td></tr>
<tr><td>GP Element</td><td>Text</td></tr>
<tr><td>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</td><td>**The value of extensive and meaningful inclusive collaboration**

Inclusive and meaningful participation of a number of technical units, field offices and development cooperation projects have been at the heart of the strategy for the development of the global tools, from the very initial phase and throughout the entire intervention.

Under the global coordination and leadership of INWORK, participation has included DIALOGUE (lead unit for the SAM SDI), FUNDAMENTALS, NORMES, STATISTICS, LABOURLAW, ACTRAV and ACT/EMP and the global Programme Better Work. These consultations rounds were often extended to include field specialists and representatives from the Social Partners, identified by ACTRAV and ACT/EMP.

The consultation mechanisms consisted of rounds of in-depth technical discussions. Consultations were aimed at understanding views and positions and to reach consensus on the approach and content.

This mechanisms had the following effects, particularly relevant for global tools:
• Robustness of the products achieved, as it benefited from sound in-house expertise
• Endorsement of the final product by all participating ILO units through validation workshops; these units are potential users and promoters, as they also happen to engage in IR work;
• Strengthening the capacities of all those involved, by understanding challenges and positions and accessing expertise and knowledge; this increased capacity will remain in the ILO and impact the quality of future technical assistance to Tripartite Constituents in the field of Social Dialogue and Industrial Relations.</td></tr>
<tr><td>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</td><td>Conditions: Willingness and capacity to coordinate and facilitate meaningful technical discussions
Context: the development of ILO products in a specific area of intervention, to be used by a variety of partners.</td></tr>
<tr><td>Establish a clear cause-effect relationship</td><td>While extensive consultation might require extra time and effort, it also bears substantive implications:
   -   Gathering high level in-house expertise
   -   Experience from HQ and the field
   -   Endorsement of all participating stakeholders of a tool commonly developed and likeliness of extensive use.</td></tr>
</table>

Indicate measurable impact and targeted beneficiaries	Knowledge increase of ILO staff and endorsement of the produced tools. Increased capacity of the ILO will benefit the Tripartite Constituents.
Potential for replication and by whom	Potential replication by any technical producing a tool to be used globally.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Outcome 7 of the ILO P&B 2018-2019, indicator 7.3.
Other documents or relevant comments	

ILO Emerging Good Practice 2

Project Title: Sida-ILO Partnership Programme (Phase I) 2018-2019 Outcome-Based Funding to Outcome 7 with a Focus on Social Dialogue, Industrial Relations and Collective Bargaining
Project TC/SYMBOL: GLO/18/59/SWE
Name of Evaluator: Marleen Rueda
Date: 05/04
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	**Leveraging funds at the country level** The IR Toolkit, a global tool to promote Collective Bargaining, workplace cooperation and mechanism for grievance handling has been developed with Sida funding. As part of the strategy, the IR Toolkit was to be piloted at the country level. In Ethiopia, the ILO comprehensive Programme on Advancing Decent Work and Inclusive Industrialization in Ethiopia has been a main partner to organise three activities at the sectoral – garment- and workplace levels. This programme was designed with the objective of joining all existing ILO projects working in Ethiopia, each with a different focus: occupational health and safety (funded by Vision Zero Fund), compliance (Better Work), productivity improvement (Score) or Industrial Relations (H&M-Sida). This placed an enormous strain on the labour administration and the Social Partners, unable to support an array of activities taking place often in the same workplaces. The Programme, a main potential user of the IR Toolkit, requested cooperation with the Sida Project the ITCILO. Having identified a CPO in the design phase facilitated leveraging funds from different sources and creating ownership of the tool at the local level. The local project funded the cost of the activity; the ITCILO provided technical staff to deliver the training and the Sida intervention funded the travel costs.

	This collaboration created the Programme and country ownership - the Programme is currently planning its translation and adaptation to the national context- allowed to improve the tool globally by piloting it, and allowed the cost-sharing of activities for greater efficiency.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	A global tool is to be piloted at the national level A development cooperation project exists, a potential user of the tool Cooperation is established to jointly engage in piloting, leveraging cost-sharing for greater efficiency.
Establish a clear cause-effect relationship	Joint cooperation at the country level among various partners create positive synergies, including national ownership and robustness of the IRTool through a process of validation.
Indicate measurable impact and targeted beneficiaries	Increased capacity of the Social Partners to engage in workplace cooperation.
Potential for replication and by whom	Any unit interested in joining efforts to organise country-level activities for the benefit of all.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	Outcome 7 of the ILO P&B 2018-2019, indicator 7.3.
Other documents or relevant comments	

ANNEX IV: INCEPTION REPORT

INCEPTION REPORT

Project' s numbers:	GLO/18/59/SWE
Project's titles:	SIDA-ILO Partnership Programme (Phase I) 2018-2019 Outcome-Based Funding to Outcome 7 with a Focus on Social Dialogue, Industrial Relations and Collective Bargaining
Project administrative unit in charge of the project:	InWork
Technical units	InWork, Fundamentals, DIALOGUE, Labour Law & Reform
Projects period:	1 May 2018 – 31 March 2020
Project Budget:	US $781,163
Funding Agency	SIDA
Evaluation Manager:	Sharon Chitambo
Evaluation Consultant:	Marleen Rueda

Background to the evaluation

In April 2018, Sweden, through the Swedish International Development Cooperation Agency (Sida), continued its longstanding support to the International Labour Organization's (ILO) Decent Work Agenda, by signing an agreement for a Partnership Programme.

The Sida-ILO Partnership Programme 2018-2021, is based on the principles of aid effectiveness and on the objectives and principles shared between Sweden and the ILO, underpinned by a rights- based approach and support for increased effectiveness and results-based management.

The Partnership Programme Phase I, includes lightly earmarked thematic funding that enables the ILO to flexibly allocate resources at the outcome-level of the biennial Programme and Budget (P&B), to support the achievement of objectives. Additional information on the nature and characteristics of Outcome-based funding will be shared with the consultant.

One of the focus areas of the Partnership Programme was to advance ILO's strategy for Outcome 7 - Promoting safe work and workplace compliance including in global value chains - with a specific focus on Indicator 7.3, "Number of member states that have developed or strengthened institutions for Tripartite Social Dialogue, Collective Bargaining and Industrial Relations with a view to addressing inequality and enhancing workplace compliance, including in global supply chains." The project, Promoting Social Dialogue, Industrial Relations and Collective Bargaining, is a 15 month, US$790, 409 Phase I, implemented by the ILO.

In line with ILO's Evaluation Policy (2017) and the Development Partner agreement, a Final Evaluation is being conducted to review the project performance and enhance learning within the ILO and among stakeholders. Findings and recommendations of the evaluation will also provide valuable inputs to strengthening the ILO's management capacity as well as inform future project design.

The evaluation will be conducted as an independent evaluation, where the evaluation is managed by an ILO Official and conducted by an external Evaluator selected through a competitive process, in consultation with the Project Management Team and the INWORK Branch. Key stakeholders, partners and the Development Partner will be consulted throughout the evaluation process. This final evaluation of the Phase I of the Project is planned for the first quarter of 2020, with the final report expected to be completed by the end of April 2020.

Project background

Social Dialogue and sound and inclusive labour relations, are critical elements to the achievement of decent work, peace and democracy. However, challenges remain to the realization of their full potential to address inequalities and enhance workplace compliance. Among other factors, this can result from a weak legal and regulatory framework, a lack of institutional support and limited capacity of labour administrations, Employers' and Workers' organizations.

In this context, the ILO's strategy for outcome 7 for the biennium 2018-19 aimed to contribute to the development or strengthening of institutions and mechanisms for Tripartite Social Dialogue, Industrial Relations and Collective Bargaining.

More specifically, and as stated in the Partnership Agreement, the support would be focused on "work related to progress on indicator 7.3. and promote Social Dialogue and sound Industrial

Relations in accordance with the objectives of the Global Deal while contributing to SDG 8 on Decent Work and inclusive growth." The agreement also specifically stressed that the Sida support would "target both the development of global products that support country work in ODA-eligible countries as well as countries where synergies can be found with Sida bilateral funding".

Based on the agreement, the ILO prepared a more detailed internal proposal that included selected outputs identified under the Global Product GLO241, "Promoting Social Dialogue, Industrial Relations and Collective Bargaining," This global output corresponds to the most significant output: "Analytical policy and training tools on the role of Social Dialogue and Industrial Relations, including cross-border Social Dialogue, in creating safe and productive workplaces which respect the fundamental principles and rights at work and research on trends and future prospects for labour relations and Collective Bargaining institutions" set out in the P&B for 2018-19.

The Project strategy was therefore not to develop a stand-alone Project, but made use of the flexibility provided by outcome-based funding to integrate resources in filling existing funding gaps in priorities and deliverables already identified in the ILO Programme & Budget.

Implementation strategy

The project development objective was to develop or strengthen institutions for Tripartite Social Dialogue, Collective Bargaining and Industrial Relations with a view to addressing inequality and enhancing workplace compliance, including in global supply chains.

To reach this objective, the project focused on developing outputs identified under GLO241, particularly under three sections:

i)   Knowledge generation and knowledge management tool, with the development of two outputs:

1. Updating and expanding IRLex, an existing database on national laws and regulations concerning Industrial Relations (IR) in ILO member States;

2. Updating and expanding IRData, a database on Industrial Relations statistics

ii)   Technical and policy advice, with the development of an output:

3. Developing an online assessment tool for national Tripartite Social Dialogue institutions;

iii)   Capacity development and training. The specific output developed under the project were:

4. Developing an IR Toolkit, a policy resource package on Industrial Relations.

Each of these distinct outputs had a specific implementation strategy and stakeholders involved, with some common elements:

- General coordination by the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (InWork , with one or various lead units for each of the outputs planned

- Extensive use of in-house technical resources for the development of the tools, involving a number of specialists both in HQ and the field; use of cross-office partnerships
- The establishment of synergies with on-going projects and activities to maximise results
- Creation of synergies between the global and the CPOs and other Sida-funded activities in the countries
- Sound involvement of the Social Partners through the active participation of the Bureau for Workers' Activities (ACT/RAV) and the Bureau for Employers' Activities (ACTEMP).

Specific implementation strategies for the four outputs

1. Expanding and updating IRLex: IRLex is a database containing Industrial Relations provisions in the labour laws of selected countries to provide a source for comparative information on national legal frameworks, the administration of Trade Unions and Employers' organizations, Tripartite Social Dialogue, information and consultation procedures at the workplace, Collective Bargaining, and labour disputes and their resolution. The project aimed to expand the database from the existing 42 countries to an additional 12 countries, trying to fill regional gaps and expand its content to include additional issues. This work was to be done replicating ILO in-house cooperation in HQ and the field, with the leadership of InWork in close cooperation with the Labour Law and Reform Unit (LABOURLAW).

2. Updating and expanding IRData: IRData contain statistics on key elements of Industrial Relations including trade union density rate, Collective Bargaining coverage rate, and strikes and lockouts. The project aimed at updating and expanding the database including to include 10 more countries and at the production of issue briefs, cross-country analysis and relevant training materials to support constituents to establish and/or strengthen systems to collect, analyse and produce sex-disaggregated data and statistics and data on Trade Unions, Collective Bargaining, and strikes and lockouts. The project aimed also at producing training materials. The work was to be jointly done by InWork and the Department of Statistics (STATISTICS) in consultation with ACTEMP and ACTRAV and relevant country offices.

3. Producing an online assessment tool for national Tripartite Social Dialogue institutions. This new tool aims at enabling ILO constituents to conduct comprehensive assessments of their Social Dialogue institutions, and to put in place a plan to address any weaknesses identified. The tool was developed by the Social Dialogue and Tripartism Unit (DIALOGUE) and the ILO International Training Center (ITC/Turin) in collaboration with ACTRAV and ACTEMP. The Project planned to pilot test it prior to its finalization and dissemination.

4. IR Toolkit: In 2015 a review of the effectiveness of ILO interventions on workplace labour relations pointed to a number of areas requiring attention, and resulted in the production of a draft handbook that sought to address these issues in a variety of different Industrial Relations contexts. As a follow up to this work, a new global and coherent policy resource package on Industrial Relations was to be developed by the Project. It aimed at including diagnostic tools, training materials, methodologies and other policy instruments to assist and build the capacity of ILO constituents on workplace cooperation, Collective Bargaining, and grievance handling. To develop this output, a wide range of departments, branches, programmes and projects at ILO headquarters and field offices were to be involved. The tool was expected to be piloted by decentralised projects and validated before being launched globally.

Purpose and scope of the final evaluation

Purpose

This independent evaluation has a dual-purpose, accountability and organizational learning. The evaluation will seek to determine how well planned outcomes have been achieved, how they were achieved and under what conditions.

The evaluation will also identify lessons learned and emerging good practices to inform future ILO strategies.

Scope

The evaluation will cover the duration of Phase 1 of the project since its inception (May 2018 to December 2019) and will consider all activities in the development and piloting of global products, including piloting at country level. All country-level interventions will be assessed as part of the desk review.

The evaluation will cover all outcomes of the project, with particular attention to coherence and synergies across components and linkages between the global component and country-level work.

The overall strategy of the Project was to develop tools to assist constituents to improve the effectiveness of their Social Dialogue institutions and develop a sound Industrial Relations practice at different levels. The actual use and impact of these tools should be the subject of future projects.

Gender concerns should be addressed in accordance with the ILO Guidance note 4, "Integrating gender in the monitoring and evaluation of projects." All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the Project should be considered throughout the evaluation process.

The evaluation will integrate core ILO cross-cutting priorities[5] throughout its methodology, analysis and all deliverables, including the final report, notably promotion of labour standards, Social Dialogue, gender equality and non-discrimination, disability inclusion and medium and long-term effects of Constituent capacity development initiatives.

The evaluation will give specific attention to how the Project is relevant to the ILO's programme and policy frameworks at the national and global levels, relevant Sustainable Development Goals (SDGs), including any relevant sectoral policies and programmes. The evaluation will focus on particular issues, such as the projects' risk analysis, exit strategy and sustainability.

Approach

The principles and approach for the evaluation will be in line with established guidelines set forth in the ILO Guidelines to Results-Based Evaluations[20] as well as with the UN Norms and Standards for evaluation to ensure that ethical safeguards concerning the independence of the evaluation will be followed at all stages of the evaluation process.. The methodological

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[20] ILO policy guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations / International Labour Office, Evaluation Unit (EVAL) - Second edition - Geneva: ILO, 2013

approach for data collection will be primarily qualitative in nature. Quantitative data will be drawn from project documents and reports, and incorporated into the analysis.

A master list of key evaluation questions contained within the terms of reference has been included in the Draft Evaluation Matrix, as described previously, serving as the basis for the development of the data collection tools.

Methodology

The methodology draws on the evaluation TORs and preliminary reviews of background documents and the meeting held during the Inception Phase.

The methodological framework suggested involves:

1. A **participatory approach** where ILO officials in the various departments, branches, units and projects in field office are well placed to articulate achievements, detect challenges and identify future needs and opportunities.
2. An emphasis on **qualitative methods.** Out of the work done during the inception phase it came out that the Project has focused on the development of tools to be used in the future by the Social Partners to strengthen their Industrial Relations systems. Thus, while the project will draw on potential quantitative data – such as the current use of the databases to assess potential impact- presented in project progress reports and statistics kept by the databases- the focus will be on qualitative methods, seeking to obtain rich insights and nuance associated with qualitative inquiry methods.
3. **Integration of gender analysis[21]** and other non-discrimination issues as a cross-cutting ILO concern throughout its methodology and all deliverables, including the final report; this involves collecting gender-disaggregated data and a gender-analysis of project design and outputs. The views and opinions of women will be equally gathered and reflected in the evaluation. Gender-specific questions will be included.

The evaluation will be carried out in adherence with the relevant parts of the ILO Evaluation Framework and Strategy[7] that adheres to international standards and best practices articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG).

The Theory of change will be examined or reconstruct, trying to explain the process of change by outlining linkages between the initiatives taken under the project and the short-term, intermediate and longer terms outcomes.

Phases of the evaluation and deliverables

   a)   *Inception phase*

During the inception phase the consultant will elaborate an operational evaluation plan, to ensure a common understanding of the TOR and to agree on the way forward. For this, the evaluator has engaged in a kick-off discussion with the evaluation manager, has met with the key technical staff in the coordinating department – InWork- and has reviewed available documentation. This initial work has allowed an understanding of the project and to identify the main stakeholders to be interviewed during the data collection phase.

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[21] Guidance Note on integrating gender equality in monitoring and evaluation of projects.

The deliverable of the inception phase will be the inception report, that states the methods for data collection, data analysis and reporting, the evaluation matrix, a proposed schedule of tasks, activities and deliverables.

b) *Data Collection and analysis*

The evaluation will comprise the following Data Collection Methods:

1.- Desk review: Prior to beginning the interviews, the independent evaluator will review and analyse project-related documents and outputs developed. This includes the Partnership agreement with the donor, the final project proposal, progress reports, CPOs, mission reports, reports of meetings, financial documents. Some of these documents have already been made available to the evaluator during the inception phase (see Annex IV). To the extent possible - limited by availability of the products- the evaluator will also review the project outputs, including access to databases.

2. Semi-Structured Interviews: Out of the information gathered during the inception phase it came out that the project aimed at producing four Industrial Relations tools – the project outputs- to be used by stakeholders to strengthen their Industrial Relations systems. The strategy was mostly based on gathering and coordinating in-house technical expertise for the core work, also benefited from external experts. Inputs provided by the ILO technical staff will therefore be at the core of the evaluation. The evaluator will conduct face-to-face semi-structured interviews with ILO Officials based in Geneva during a three-day mission that will take place between 11th-13th March. One-hour interviews will be organised with officials from InWork, Fundamentals, DIALOGUE, STATISTICS, LABOURLAW, BETTER WORK, NORMES, PARDEV, ACTRAV and ACTEMP. For this, a three-day mission to Geneva has been foreseen during this data collection phase.

Skype interviews will be requested with officials in ITC/Turin, selected participating field offices – technical specialists and project CTAs- and collaborating institutions and experts. The funding partner will also be interviewed. The meetings will ensure a balanced coverage of various groups of Project stakeholders. In total some 20 interviews are envisaged.

The evaluator will base the interviews on the Template for Interviews included in Annex III. Although questions may be very detailed, the evaluator will adapt them and add additional questions as appropriate, consistently with the semi-structured nature of the interviews.

c) *Data analysis and report writing*

Once the data are collected, they will be analysed. The evaluator will integrate information from the desk review and interviews guided by the evaluation questions to identify the main findings.

The information will be triangulated for many of the evaluation questions in order to increase reliability and validity of the findings, conclusions and recommendations.

A draft report will be prepared and submitted to the ILO for comments. Following ILO's comments, the evaluator will deliver the final report.

The report will have the following structure as provided in the ILO Evaluation checklist 5[22] :

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[22] Checklist 5: Preparing the evaluation report.

1. Table of contents
2. Executive summary
3. Project background
4. Evaluation background
5. Methodology
6. Main findings
7. Conclusions
8. Lessons learned and good practice[23]
9. Recommendations
10. Annexes

A standalone summary of the evaluation in the template as provided in ILO Evaluation checklist 8[24] will be delivered for wider dissemination.

Analysis of risks and mitigation measures

Risk	Repercussion	Danger	Mitigation measures
Lack of capacity of project focal points and other stakeholders to accommodate the evaluation needs in their own agendas	Bias in the evidence gathered, impact on robustness and validity of the interpretation of findings	Low	Big sample of officers interviewed. Good planning allowing flexibility
Unbalanced participation of involved ILO units, offices and projects	Incomplete data and biased analysis	Medium	Emphasis in involving the highest number possible of relevant officers within the time earmarked for interviews
Bias in obtaining the views of key interlocutors and experts.	Biased information for the analysis.	Medium	Thorough design of interview questions and coherence to allow triangulation

Evaluation criteria and evaluation questions

The evaluation will follow the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results-Based Management, as well as utilise the Organisation for Economic Co-operation and Development Assistance Committee (OECD DAC) evaluation criteria as outlined below:

- Relevance and strategic fit – the extent to which the objectives are in line with the constituents' priorities and needs, and the Development Partner's priorities;
- Validity of design and coherence– the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- Effectiveness - the extent to which the project can be said to have contributed to advancing ILO's strategy under Outcome 7, and more concretely whether the stated tools and products have been produced satisfactorily; in addition to

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[23] Guidance Note on Evaluation lessons learned and emerging good practices.
[24] Checklist 8: Preparing the evaluation summary for projects.

building synergies with country-level initiatives and with other Development Partner-supported projects;

- Efficiency – the extent to which the interventions implemented are derived from the efficient use of financial, material and human resources;
- Impact – the extent to which the project has contributed to intended and unintended changes; and
- Sustainability – the extent to which adequate capacity building of Project stakeholders has taken place to ensure mechanisms are in place to sustain results beyond project completion.

In line with the Results-Based Management approach applied by the UN, the evaluation will focus on identifying and analysing results by addressing key questions related to evaluation concerns and the achievement of the outcomes/immediate objectives of the project using the logical framework indicators.

Key Evaluation Questions

The ToR include a whole list of questions to be addressed in the evaluation, corresponding to six evaluation criteria:

1. Relevance and strategic fit

- To what extent were the project interventions relevant to the needs of Constituents?
- To what extent were the project interventions relevant to advancing the ILO's strategy under Outcome 7?
- To what extent is the design of the ILO interventions under the ILO-Sida Partnership based on thorough analysis of the specific context, to address the root causes of the development issue it is aiming to solve/contribute to solving?

2. Validity of design and coherence

- To what extent has the project been appropriate and coherent with achieving the planned outcomes, underpinned by a theory of change?
- To what extent where the principles of Results-Based Management applied, including the identification of risks and assumptions, and sustainability strategies?
- How have the interventions been used to fill identified gaps in knowledge or capacity building tools?
- To what extent do the interventions contribute to the knowledge base with respect to core ILO priorities such as labour standards, Industrial Relations and Social Dialogue? To what extent did the project build on existing or generate new knowledge?
- To what extent did the project design take into account gender equality and non-discrimination concerns?
- To what extent did the design take into account how to particularly reach and include the poor and most vulnerable people?

3. Effectiveness

- To what extent did the project achieve its objectives and reach its target groups? What were the key factors of success? Were there any unexpected results? What has this resulted in concretely for poor and vulnerable groups?

- To what extent did the project address ILO's cross-cutting priorities – international labour standards, Social Dialogue, gender equality and non-discrimination, disability inclusion and medium and long-term effects of Constituent capacity? Was gender expertise sought?
- To what extent are the project interventions contributing (or not) to the relevant SDGs[6] and related targets? If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?
- To what extent did the project systematically and appropriately monitor and document information to allow for measurement of results, including on gender?
- To what extent were management capacities adequate for the achievement of the projects' aims? Were there any substantive factors that supported (or hindered) smooth project implementation?
- To what extent did the OBI receive adequate administrative, technical and political support from ILO Field Offices and Technical units in Headquarters.
- Adequacy of management capacities for the achievement of the aims of the OBI; effectiveness of communication between OBI teams, field and regional offices, responsible departments at headquarters and the donor
- Did the projects receive adequate administrative, technical and political support from ILO field offices, specialists and technical units in headquarters?

4. Efficiency of resources use

- How well were resources and inputs (funds, expertise, time, etc) allocated or used strategically to achieve the expected results? How has the internal coordination worked? Could things have been done differently?
- To what extent, and how did project resources in the targeted countries act as a catalyst and support ILO influence and/or leverage additional resources?
- What were the synergies among the interventions (global product and country level work)? How did they mutually reinforce each other? To what extent could these products be used to increase ILO impact at national level?

5. Impact orientation and sustainability

- How was the intended long-term impact, especially for the poor and vulnerable groups, expressed in relation to the design, implementation and follow-up of the interventions?
- To what extent is the project working towards building the capacity of ILO Constituents to utilise the knowledge generated and tools developed for systemic and sustainable change?

The Draft Report will respond to the evaluative questions and criteria and will reflect on the following issues, as discussed with the management team and the evaluation manager during the inception phase:

- Explore the linkages and synergies between the global outputs produced and the national CPOs;
- How has outcome-based funding supported the overall coordination within the ILO, how has it strengthened relations within the house and what has been the value added that outcome-based funding has had compared to traditional funding;
- How can the approach followed by the project serve as a model for future work of the organization;

- How could the next phase of the project contribute to roll out the global outcomes in the countries to achieve a major impact in the field; how could the next phase maximise the value added to the countries;

After the desk review and with the intention to respond to all information needs mentioned in the ToR the consultant has developed a Draft Evaluation Matrix included in Annex I.

Following the Guidance Note No. 4 on Integrating Gender Equality in Monitoring and Evaluation Projects, the evaluation will take into account the (i) involvement of both men and women in constituents'/beneficiaries' consultations and analysis; (ii) the inclusion of data disaggregated by sex and gender analysis in the background and justification sections of project documents; (iii) the formulation of gender-sensitive strategies and objectives and gender-specific indicators; and (iv) outputs and activities consistent with these.

The proposed evaluation matrix mainstreams gender throughout the evaluation questions, with its corresponding indicators, leading to a higher quality of gender analysis.

	Indicators	Sources of information
Annex I: Evaluation matrix		
EQ 1 RELEVANCE AND STRATEGIC FIT		
1.1. To what extent were the project interventions relevant to the needs of Constituents?	1.1.1. The Project objectives aim at promoting of Social Dialogue, Industrial Relations and Collective Bargaining 1.1.2. The project objectives are aligned with CPOs 1.1.3. ILO control organs have identified a need to strengthen these rights in member countries	ILO Comments by supervisory bodies ILO Policy documents P&B Project Documents CPOs Interviews in HQ and the field
1.2. To what extent were the project interventions relevant to advancing the ILO's strategy under Outcome 7?	1.2.1. The project contributes to achieve the ILO mandate 1.2.2. Social Dialogue, Industrial Relations and Collective Bargaining have been identified a priority for ILO assistance 1.2.3. There is complementarity between the project to be evaluated and other ILO projects, programmes and activities 1.2.4. The Project is aligned with ILO strategy in promoting Outcome 7.	GB documents Project Documents Interviews in HQ and the field
1.3. To what extent is the design of the ILO interventions under the ILO-Sida Partnership based on thorough analysis of the specific context, to address the root causes of the development issue it is aiming to solve/contribute to solving?	1.3.1. Weak Social Dialogue and Industrial Relations are identified in beneficiary countries as a decent work deficit.	ILO Programme and Budget CPOs Decent Work Country Programmes Interviews in HQ and the field
	1.3.2. Social Dialogue and Industrial Relations FoACB have been identified by ILO member states as a priority area for ILO intervention and reflected in the relevant document that provides the framework for ILO assistance.	
	1.3.3. Social Dialogue and Industrial Relations are included in the Outcome Based Partnership Cooperation Agreement with Sweden (or in the relevant document).	

	1.3.5. Freedom of Association and Collective Bargaining is included in the Outcome Based Partnership Cooperation Agreement with Norway (or in the relevant document).	
EQ 2 VALIDITY AND COHERENCE OF PROJECT DESIGN		
2.1. To what extent has the project been appropriate and coherent with achieving the planned outcomes, underpinned by a theory of change?	2.1.1. The Projects' logical frameworks are solid: chain from inputs, activities, outputs and objectives are clear and logical	Logical Framework/ Theory of Change
	2.1.2. Time frames regarding planned objectives and outputs were realistic	Project Documents
2.2. To what extent where the principles of Results-Based Management applied, including the identification of risks and assumptions, and sustainability strategies?	2.2.1. Consultations have taken place with the ILO country offices and field specialists in the phase of the projects' design	Progress Reports
	2.2.2. The project design incorporates the principles of results-based management	Mid Term Evaluation Reports
	2.2.3. Risks and assumptions were clearly identified as well as mitigation measures	Interviews in HQ and the field
2.3. How have the interventions been used to fill identified gaps in knowledge or capacity building tools?	2.3.1. Gaps in knowledge in the field of Social Dialogue, Industrial Relations and Collective Bargaining had been identified by constituents and ILO officials	
	2.3.2. Regular budget had been insufficiently allocated to achieve the objectives in terms of knowledge development as reflected in ILO policy and governance documents	
	2.3.3. Tools and databases have better regional balance	
2.4. To what extent do the interventions contribute to the knowledge base with respect to core ILO priorities such as labour standards, Industrial Relations and Social Dialogue? To what extent did the project build on existing or generate new knowledge?	2.4.1. Existing ILO databases have extended their coverage in terms of countries and Industrial Relations issues. Including Collective Bargaining and Freedom of Association	
	2.4.2. New tools provide guidance on how to better implement relevant conventions in the field of Industrial Relations, including C87, C98 and C144.	
	2.4.3. New training materials exist aimed at improving the capacities of the Tripartite Constituents through training on Industrial Relations.	
	2.5.1. The project objectives an outcomes adequately include gender concerns	

2.5. To what extent did the project design take into account gender equality and non- discrimination concerns?		
	2.5.2. The output and outcome project indicators are gender sensitive.	
2.6. To what extent did the design take into account how to particularly reach and include the poor and most vulnerable people?	2.6.1. The project objectives an outcomes adequately include the specific needs of the poor and vulnerable people	
	2.6.2. The output and outcome project indicators are sensitive to the poor and most vulnerable people.	
EQ 3 EFFECTIVENESS		
3.1. To what extent did the project achieve its objectives and reach its target groups? What were the key factors of success? Were there any unexpected results? What has this resulted in concretely for poor and vulnerable groups?	3.3.1. Projects' governance facilitated good results and efficient delivery.	Logical Framework/ ToC Project Documents Mid term reports M&E Documents Interviews Interviews with gender focal points in ILO offices Interviews with Workers' and Employers' representatives
3.2. To what extent did the project address ILO's cross-cutting priorities – international labour standards, gender equality and non-discrimination, disability inclusion and medium and long-term effects of Constituent capacity? Was relevant gender expertise sought?	3.2.1. Expertise on ILS, gender, discrimination, disability inclusion has been sought in the planning and implementation of activities.	
	3.2.2. The rate of participation of men and women in project activities was balanced.	
	3.2.3. The management of the project has sufficient expertise on gender/ the project received technical backstopping from gender specialists/ made use of external gender expertise when needed	
3.3. To what extent are the project interventions contributing (or not) to the relevant SDGs and related targets? If the relevant SDGs were not identified in design, can a plausible contribution to the relevant SDGs and related targets be established?	3.3.1. The project has aligned it objectives with the relevant SDG.	
	3.3.2. The project's objectives relate to the targets established in the relevant SDG.	
3.4. To what extent did the project systematically and appropriately monitor and document information to allow for measurement of results, including on gender?	3.4.1. Participatory monitoring mechanisms have been established to measure progress with the full involvement and support of the project team, including field staff	

3.5. Were management capacities adequate for the achievement of the projects' aims? How effective was communication between project teams, field and regional offices, responsible departments at headquarters and the donor?	3.5.1. Management capacities were adequate for the achievement of the project`s aims.	
	3.5.2. Projects' governance facilitated good results and efficient delivery.	
	3.5.3. Communication between project teams, field and regional offices, responsible departments at headquarters and the donor was effective.	
3.6. Did the projects receive adequate administrative, technical and political support from ILO field offices, specialists and technical units in headquarters?	3.6.1. The projects received adequate administrative, technical and political support from ILO field offices, specialists and technical units in headquarters.	
3.7. Did the projects make strategic use of coordination and collaboration with other ILO projects? To what extent were interventions coordinated with strategic partners and other relevant initiatives to support the project implementation?	3.7.1. The projects established collaboration with other ILO projects.	
4. EFFICIENCY OF RESOURCES USED		
4.1. How well were resources and inputs (funds, expertise, time, etc) allocated or used strategically to achieve the expected results? How has the internal coordination worked? Could things have been done differently?	The project built up on ongoing activities of other Projects and programmes or organised joint activities with other projects.	Project Reports P&B documents M&E documents Progress reports Mid Term Evaluation reports Interviews
	4.1.2. Activities have been delivered in a timely manner.	
	4.1.3. The project had in place a system for coordination amongst the different technical units and offices involved	
4.2. To what extent, and how did project resources in the targeted countries act as a catalyst and support ILO influence and/or leverage additional resources?	4.2.1. Project activities funded by the project were topped up with other resources in the field. Country offices were able to leverage additional resources based on the results achieved by the project.	
4.3. What were the synergies among the interventions (global product and country level work)? How did they mutually reinforce each other? To what extent could these products be used to increase ILO impact at national level?	4.3.1. Synergies have been created with existing ILO projects	
5. IMPACT ORIENTATION AND SUSTAINABILITY		

5.1. How was the intended long-term impact, especially for the poor and vulnerable groups, expressed in relation to the design, implementation and follow-up of the interventions?	6.1.1. Risk factors identified in the project design phase have been addressed during the project implementation (to ensure maximum and sustainable capacity)	M&E Documents Project Documents Progress Reports Mid Term Evaluation Reports Interviews
	6.1.2. Specific achievements can be reported at the outcome level that is likely to impact the poor and vulnerable groups	
5.2. To what extent is the project working towards building the capacity of ILO Constituents to utilise the knowledge generated and tools developed for systemic and sustainable change?	6.2.1. The tools developed can be used globally	
	6.2.2. The tools developed respond to identified needs at the country level	
	6.2.3. The tools are accessible and easy to use.	

Annex I: Workplan

Phase	Tasks	Responsible Person	Timing	Days Proposed
III	Inception phase: Desk review, initial briefing with Evaluation Manager, internal briefings with the project team, development of a draft inception report and agenda for meetings	Evaluator	24-26 February	3 working days
IV	Data collection phase: Meetings with key stakeholders, facilitate stakeholder meetings and interviews, debriefing with ILO Field Offices	Evaluator	2-17 March	12 working days
V	Report writing phase: Draft evaluation report (based on desk review and consultations from field visits) and evaluation summary	Evaluator	18-27 March	8 working days
VI	Circulate draft evaluation report to Project stakeholders and consolidate comments of stakeholders and send to Evaluator	Evaluation Manager	2-8 April	
VII	Presentation of draft report to stakeholders	Evaluator	15 April	1 working day
VII	Finalize report and evaluation summary including explanations on comments not included	Evaluator	20 April	1 working days
VIII	Approval of the report by EVAL	EVAL	24 April	
XIX	Official submission to PARDEV	Evaluation manager	30 April	

Annex III: Template for interviews

EQ 1 RELEVANCE AND STRATEGIC FIT	ILO Officials HQ	ILO Officials Field	Project Partner	Consultants
1.1. To what extent did the projects address a relevant need and decent work deficit? How was this need identified?	X	X		
1.2. To what extent did the projects support ILO strategy under Outcome 7?	X	X		
1.3. To what extend did the Project complement other ILO projects and programmes? Which ones?	X	X	X	
1.4. To what extent did the projects effectively address the national development priorities and donors' specific priorities/concerns? Which ones?	X	X	X	

EQ 2 COHERENCE OF PROJECT DESIGN	ILO Officials HQ	ILO Officials Field	Project partner	Consultants
2.1. Were the projects coherent with ILO strategies and actions?	X			
2.2. Were the projects coherent with national approaches strategies?		X	X	
2.3. To what extent were the principles of results-based management applied in the project design?	X			
2.4. Did the ILO develop a theory of change?	X			
2.5. How have the interventions been used to fill identified gaps in knowledge?	X			X
2.6. Do you think the time frames were realistic regarding planned objectives and outputs?	X	X		
2. 7. Do you think the projects' designs were logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders?	X	X		X

EQ 2 COHERENCE OF PROJECT DESIGN	ILO Officials HQ	ILO Officials Field	Project partner	Consultants
2.8. Have any adjustments been made to the project strategy? What motivated those adjustments?	X	X		
2.9. Do you think the project design adequately considered the gender dimension of the planned interventions? How? Was there gender expertise sought for the project design?	X			
2.10. Do you think that the relevant units identified in the design of the project captured well the available technical expertise in the ILO?	X	X		
2.11.To what extent did the design take into account how to reach the poor and mot vulnerable people?	X			
2.12. Did the Project ensured a balanced participation/ representation of stakeholders and regions?	X	X	X	
2.13. Was the link between the Project and the promotion of ILS reflected in the project design?	X	X	X	

EQ 3 EFFECTIVENESS	ILO Officials HQ	ILO Officials Field	Project partner	Consultants
3.1. To what extent did the project achieve its objectives? Were project indicators established to measure progress and demonstrate accountability for progress against the projects objectives?	X	X		
3.2. What were the key factors for success? Where there any unexpected results?	X	X		
3.3. Did the project address ILS, gender equality and non-discrimination?	X		X	
3.4. How did the project contribute to the relevant SDG? Can a plausible contribution to the relevant SDGs and related targets be established?	X		X	
3.5. What management arrangements were made to ensure coordination of the various project outputs? Where these arrangements effective? Did the project´s governance facilitate good results and efficient delivery?	X	X	X	X
3.6. Do you think Management capacities were adequate for the achievement of the project`s aims?	X	X		

EQ 3 EFFECTIVENESS	ILO Officials HQ	ILO Officials Field	Project partner	Consultants
3.7. Do you think comunication between output teams was effective? And between HQ and field offices? And between HQ and projects? What about communication between responsible departments at HQ and the donor?	X	X	X	
3.8. In your opinion, did the projects received adequate administrative, technical and political support from ILO field offices? And from specialists and technical units in headquarters?	X	X		
3.9. What were the synergies amongst the project and other ongoing projects and activities?	X	X	X	

EQ 4 EFFICIENCY OF RESOURCES USED	ILO Officials HQ	ILO Officials Field	Project partner	Consultants
4.1. Do you think resources have been used efficiently? Why? Could you please specify by funds, human resources, time and expertise?	X	X	X	
4.2. What is the budget delivery up till now? Is there any specific activity or need you could not cover with the funds? Were specific constraints for budget spending?	X	X		
1.3. Did financial arrangements facilitate delivery of the outputs? Did the project's governance facilitate good results and efficient delivery?	X	X	X	
4.4. What type of synergies has been created with other ILO projects? How would you rate the efficiency of that cooperation?	X	X		
4.5. Has the project taken into account products, evaluations and lessons learned from previous projects and ILO initiatives in this field of intervention? How?	X	X		
4.6. How effective was communication between project teams, field offices, responsible departmenrs and the donor?	X	X	X	

EQ 5 IMPACT ORIENTATION AND SUSTAINABILITY	ILO Officials HQ	ILO Officials Field	Project partner	Consultants
5.1. To what extent was the project effective in achieving the outcomes?				
5.1.1. Are governments and Social Partners better equipped to implement ILO standards. How?	X	X		
5.1.2. Is there wide dissemination of good practices and lessons learned to inform future activities with constituents due to project implementation? Could you please describe?	X	X		
5.1.3. Is there any evidence that the outcomes will potentially change existing practice in the implementation of ILO relevant standards?	X	X		
5.2. To what extent has the project been successful in improving the knowledge, attitudes and practices in relation to Industrial Relations?	X	X		
5.3. To what extent was the program successful in addressing gender equality?	X	X		X
5.3.1. Have the projects' outputs and outcomes contributed to gender equality? How?	X	X		
5.3.2. Has gender expertise been sought during the project implementation phase?	X	X		
5.4. What mechanisms have been foreseen to ensure that the project outputs will be sustainable?				
5.5. Will these mechanisms need resources other than the regular budget of the organization?	X	X		
5.6. Is there clear ownership of the outcomes? Are they rooted in specific units/departments/offices/projects?	X	X		
5.7. How has the project ensured the future use of the outputs produced? Is there a strategy for sustainable dissemination of the outcomes?	X	X		

Annex IV: List of available documentation

Financial information:

36. Budget on 10.02.2020
37. Statement of Income and Expenditure as at 31-Dec-2018

Project documents:

38. Final proposal
39. DWCP Outputs: BGD227, ETH176, GEO826, IDN151, LKA130, MMR105, MMR826
40. Lightly earmarked thematic funding modality (one paragraph description)
41. Sida-ILO Partnership Programme 2018-2020: additional information on Sida's support to Outcome 7, including on linkages between global-level and country-level work
42. Signed agreement of the Sida-ILO Partnership Programme 2018-2020

Capacity Development- IR Toolkit:

43. Agenda of the REVIEW OF DRAFT "IR TOOLKIT", 7 MARCH 2019
44. DWCP Outputs: BGD227, ETH176, IDN151, LKA130, MMR105

IRData:

45. Global Product 241: Most significant outputs (unknown date and background)
46. ILO PPT Presentation: "Collection of data on Industrial Relations including on strikes and lockouts- An ILO Perspective"
47. InWork mission report to Brussels, 3 December 2019 to participate in a conference organised by Eurofound on establishing a system of collection of data on Industrial Relations in Europe.
48. Template II: Achievements under policy outcomes, Outcome Indicator 7.3: DIALOGUE and INWORK (date unknown)
49. Guidebook on How and why to collect and use data on Industrial Relations in English, French and Spanish.
50. Infostory on Collective Bargaining (an indirect product of the knowledge gathered while drafting the above Guidebook.

IRLex:

51. Excel page with a list of consultants of CEE countries and state of advancement of their contributions
52. Excel sheet with list of 65 people involved in IRLex (ILO officials and other experts)
53. Guidelines and methodology provided to partnering institutions to guide them in the completion of the country profiles
54. DWCP Outcomes: GEO826, MMR826
55. Implementation plan

Self-assessment tool:

56. Assessment tool workplan
57. Concept Note
58. Reality check of draft ILO self-assessment method for national Social Dialogue institutions (one page)

59. ILO Self-assessment method for Social Dialogue institutions (SAM-SDI), Draft workshop programme: Chennai, Tamil Nadu, India. 16th - 17th September 2019
60. Mission report, Turin, 21-23 October 2019, Ghellab, O'Reilly, Varela
61. Report of the Workshop Workshop on participatory assessment and planning method for national Social Dialogue institutions, 4-5 April 2019 - Turin, Italy
62. SAM-SDI SDI: A self-assessment method for Social Dialogue institutions; outline for reality checks
63. Full pre-final draft of the SAM-SDI

Others:

64. Sida-ILO Partnership Programme 2018-2019, 2018 Progress Report