



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

- **Evaluation Title:** **Independent Review of the ILO/Flanders Technical Cooperation Fund**
- **ILO TC/SYMBOL:** **GLO/16/18/FLA (501852), including the six current projects under the 2016 Agreement: GLO/14/05/FLA, GLO/15/42/FLA, IND/18/51/FLA, MOZ/16/50/FLA, MWI/17/50/FLA & ZAF/16/01/FLA, and the 3 newly approved projects: GLO/20/23/FLA, GLO/20/02/FLA & ZAF/19/01/FL**
- **Type of Evaluation :** **Final Independent Review**
- **Country(ies) :** **Global, and India, Malawi, Mozambique and South Africa**
- **Date of the evaluation:** **22 July 2020 (Period: April to July 2020)**
- **Name of consultant(s):** **Dr. Theo van der Loop**
- **ILO Administrative Office:** **ILO Evaluation Office (EVAL) Geneva**
- **ILO Technical Backstopping Office:** **PARDEV, ILO, Geneva**
- **Focal Point from the side of the donor:** **Ms. Eva Haeverans, Department of Foreign Affairs, Government of Flanders**
- **Date project ends:** **The Flanders-ILO Agreement concerns 2016-2020**
- **Donor: country and budget US\$** **Government of Flanders: 2016-2020: USD 3,015,785 for six current projects, and USD 1,297,869 for 3 newly approved projects**
- **Evaluation Manager:** **Ms. Mini Thakur, ILO Evaluation Office/EVAL**
- **Key Words:** **Worker rights, Trade Arrangements, Care economy, Sustainable supply chains, HIV/AIDS Counselling, Decent Work on plantations, Social economy, Skills Development**

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

Table of Contents

List of Tables and Boxes	iv
List of Abbreviations.....	v
Executive Summary	vii
1 Overview of the ILO-Flanders Cooperation since 2001	1
2 Introduction of the Projects Under Review	3
3 Purpose of the Independent Review and Methodology Used	6
4 Major Findings.....	8
4.1 Relevance	8
4.2 Coherence	14
4.3 Effectiveness.....	15
4.4 Efficiency.....	24
4.5 Results	27
4.6 Sustainability	28
4.7 Visibility	33
4.8 Summary of Findings on Component 2	34
5 Conclusions and Recommendations	36
5.1 Conclusions	36
5.2 Recommendations	41
6 Lessons Learned and Good Practices.....	44

List of Annexes

Annex 1 Terms of Reference (TOR).....	42
Annex 2 Inception Report for the Independent Review.....	43
Annex 3 Stakeholders Interviewed	44
Annex 4 Selection of Proposals.....	45
Annex 5 The 22 Trust Fund and Bilateral projects under the 2011 and 2016 ILO-Flanders Agreements	46
Annex 6 Selection of Documents Consulted	48
Annex 7 Lessons Learned and Good Practices	50

List of Tables and Boxes

Tables:

- 1 The 9 Trust Fund and Bilateral projects that come under the 2016 Agreement of ILO/Flanders (Status as of 2 June 2020.)..... 4
- 2 The completion rates and highlights of the immediate objectives, outcomes and results areas of the six projects..... 10

Boxes:

1. ILO P&B Outcomes 2020-21..... 9
2. Key Findings on Component 2..... 32

List of Abbreviations

ACCEL Africa	Accelerating action for the elimination of child labour in supply chains in Africa
ACTEMP	(ILO) Bureau on Employers' Activities
ACTRAV	(ILO) Bureau on Workers' Activities
ASSOTSI	Informal Association of Operators and Vendors
CO	Country Office
COOP	Cooperatives Office
CPO	Country Programme Outcome
CSO	Civil Society Organization
CTA	Chief Technical Advisor
DC	Development Cooperation
DFID	Department for International Development
DWCP	Decent Work Country Programme
DWT	ILO Decent Work Technical Support Team
EO	Employers' Organisation
EU	European Union
EVAL	Evaluation Department
FGD	Focused Group Discussion
GAN	Global Apprenticeship Network
GED	Gender, Equality and Diversity Office
GoF	Government of Flanders
HIVA	Research Institute for Work and Society (HIVA)
HQ	Headquarters
IDH	Sustainable Trade Initiative
IGAC	Inter-Governmental Advisory Committee
ILO	International Labour Organization
ILOAIDS	HIV/AIDS and the World of Work Office
ILS	International Labour Standard
INWORK	Inclusive Labour Markets, Labour Relations and Working Conditions Branch, ILO Geneva
IRIS	Integrated Resource Information System
ITC	(ILO) International Training Centre in Turin
KU Leuven	Katholieke Universiteit (Catholic University) Leuven
LO	Liaison Office
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NPC	National Project Coordinator
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
OSH	Occupational Safety and Health
P&B	Programme & Budget

PAC	Project Advisory Committee
PARDEV	ILO Partnerships and Field Support Department
PPP	Public Private Partnership
PRM	Programme Review Meeting
PSC	Project Steering Committee
PRODOC	Project Document
RBM	Results-Based Management
RESEARCH	Research Department
ROAP	(ILO) Regional Office for Asia and the Pacific
SCORE	Sustaining Competitive & Responsible Enterprises
SECTOR	Sectoral Policies Department
SDG	Sustainable Development Goals
Sida	Swedish International Development Cooperation Agency
SE	Social Economy
SERV	Flanders Social and Economic Council
SYNTRA	Flemish Agency for Entrepreneurial Training
TF	Trust Fund
ToR	Terms of Reference
TOT	Training of Trainers
TVET	Technical and Vocational Education and Training
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNECA	United Nations Economic Commission for Africa
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNU-CRIS	United Nations University Institute on Comparative Regional Integration Studies
VCT	Voluntary Counselling and testing
VDAB	Flemish Public Employment Services (VDAB)
VZF	Vision Zero Fund
WO	Workers' Organisation
WORKQUALITY	Department on Conditions of Work and Equality
WTO	World Trade Organisation

Executive Summary

Background

The present Independent Review Report is mandated by the Terms of Reference (ToR) for the Independent Review of the ILO/Flanders Technical Cooperation Fund (see Annex 1). Chapter 1 provides a brief overview of the ILO-Flanders cooperation since 2001 and shows that the cooperation between the Government of Flanders (GoF) and the International Labour Organization (ILO) has existed for nearly 30 years. In 1991 Flanders and ILO's International Training Centre (ITC) in Turin signed their first agreement, while the current Agreement is from March 2016.

Chapter 2 provides an introduction of the 22 projects under review which were active since 2010 and thus were implemented under the two last Agreements between the GoF and the ILO from 2011 and 2016 (see Annex 5). There are 14 Trust Fund (TF) projects and 8 Bilateral projects between the GoF and ILO in this period. The review however particularly looks at the projects which fall under the 2016 Agreement (2016-2020) and this concerns nine projects of which three have been recently approved (see Table 1).

The primary purpose of the present Independent Review (cf. Chapter 3) is to provide advice to the Government of Flanders and ILO concerning the future directions of cooperation under the ILO/Flanders Trust Fund. The Review is divided in two components: Component 1: Review of performance of current projects (2016-2020), and Component 2: Review of the cooperation mechanism governing the Trust Fund. The methodology includes a Desk study, primary data collection through in-depth interviews and discussions which were all conducted online due to the COVID-19 pandemic, data analysis and reporting. Key deliverables are the inception report (see Annex 2), the draft report, the final report taking into consideration the feedback on the draft rep, a Matrix including comments and explanations why comments were or were not incorporated into the report, and a stand-alone evaluation summary using the ILO standard template.

Findings

The findings of the review are categorized according to the seven evaluation criteria used throughout this report. The key findings for Component 2 are also separately summarized in Box 2 in Section 4.8. The **Relevance** of the nine projects under review to the local and national contexts and needs and/or to global issues, as well as to the mandate and priorities of the Government of Flanders (GoF) and the ILO is overall quite high. Most of the nine projects also adhere to the thematic focus on decent work for women and youth and on social dialogue as laid down in the 2016 ILO-GoF Agreement although the thematic focus chosen is somewhat broad in the sense that they are important cross-cutting issues within any ILO project. The geographic focus on Southern Africa in the Agreement is adhered to by four projects, while four others are global, and one is in India.

The selection of projects is loosely identified in several steps in the 2016 Agreement (see Annex 4) and in practice is a joint task between ILO and GoF whereby the PRM has a pivotal role in

reviewing proposals, the Flanders Representative to the UN in Geneva in actively contacting ILO staff concerning topics or projects, and PARDEV in liaising between the GoF and ILO's respective administrative units. Several factors were important for the selection of the current projects, such as networking, alignment to the bilateral country programmes of Flanders or to ILO's Centenary Initiative, and concerns over the use of child labour in India. That the project selection is not done in an institutionalized manner with for example a full-fledged Call for Proposals is logical because the resulting increase in the workload seems not proportional to the size of the average project budget and it would require a further tightening of thematic focus while the spirit of the cooperation seems that of a joint selection procedure. That being said, the selection process can sometimes be quite long and even then, in the end not result in an approval.

In terms of internal *Coherence*, the nine projects were generally well aligned with ongoing other ILO interventions either of ILO Country Offices, ILO Centenary initiatives, the ILO Global Commission on the Future of Work, and other UN Agencies. In terms of external coherence there are many examples of the way in which Flanders and ILO coordinate with similar interventions by other agencies.

Effectiveness has been discussed only for the six projects that are completed or are in their final phases. Most of these projects have a running time of between two and three years, which was found to have been adequate for most of the outcomes specified in the PRODOC although in many cases a no-cost extension was required. The geographic coverage differs substantially between projects with two global projects, one with a nation-wide and three with sub-national coverage. In terms of outputs, the six projects produced several major and/or landmark publications which are widely used and quoted, i.e. the Trade Handbook, the Care report and the Green paper on the social economy. Other important achievements are summarized in Table 2.

The Trust Fund as a whole is managed through the annual Programme Review Meeting (PRM) alternately held in Brussels and Geneva, and the projects themselves are managed varyingly by the administrative unit of ILO in Geneva, the ILO Country Offices and CTAs or NPCs. Tripartite project advisory or steering committees are important to engage the national constituents. Technical reporting has generally been complete, while the financial reports are still activity-based; however, ILO's tools have now changed, and the financial reporting for the *new* projects will be outcome-based. The Trust Fund can also have a catalytic nature in terms of being able to provide seed funding and funding for imminent opportunities (e.g. the India project). While the Malawi and Mozambique projects could rather be considered as spin-offs of the GoF respective bilateral country programmes, the global trade and care projects were innovative with landmark publications.

Involving Flemish expertise on a voluntary basis has also been laid down in the 2016 Agreement. In the past this seems to have happened more often than in recent years, but in the three new projects several Flemish organisations are mentioned and the participation of the KU Leuven in the international Advisory Committee of the Trade project will continue in the follow-up project (SUPPORT). Stimulating internships was hampered by the difference in the way internships are organised in Flanders from that by the ILO.

In terms of comparable donors, the GoF seems to be the only Non-State Government that provides substantial funds for implementing projects, while comparable cooperation modalities investigated were the ILO-Sida Partnership Agreement, the ILO/Korea Partnership Programme and the GoF-UNESCO Trust Fund.

The promotion of Gender Equality is also mentioned in the 2016 Agreement, and as a cross-cutting issue in the ILO it is fully ingrained in the way ILO operates from project document to evaluations.

The widely varying projects did encounter a number of **constraining factors**, of which the limited project staff was the most important one. A variety of other constraints were discussed in the report. Among the **Success factors** again the longer-term presence of a CTA or NPC was most important while various other success factors are discussed in the report.

Overall the **Efficiency** of the projects was satisfactory generally following the rules and regulations of the ILO financial monitoring systems. Due to the relatively modest *average* budget for the six projects, it was decided to have only very few staff members and thus a very low staff budget. The efficiency of the Trust Fund as a whole can be somewhat improved as the yearly closing balances systematically showed a substantial positive balance in the past five years. The regularity of the transfer of the yearly contribution of the Government of Flanders to the Trust Fund is a very Good Practice. The ILO clearly leveraged its strengths in all projects to enhance cost-efficiency involving regular ILO staff in Geneva, the ILO Country Offices and the Decent Work Team (DWT) in Pretoria. In addition, cost-efficiency was also leveraged in specific ways, in particular in the shape of joint funding in several projects. Striking a balance between operational projects and projects to support standard setting work at HQ depends in the first place on the priorities of the Government of Flanders, and in the second instance on the current financing situation within ILO as judged by PARDEV. In general, the administrative and financial workload is often almost similar for small projects than for larger projects making larger projects more cost-efficient as well as more likely to be exposed to independent evaluation according to ILO's evaluation policy. Time efficiency was satisfactory although there were various delays as a result of the constraining factors mentioned and sometimes as a result of the COVID-19 crisis. No-cost extensions were approved for four projects.

With respect to **Results**, Table 2 provides the completion rates and highlights for the outcomes and key result areas. In terms of impact, capacity building, awareness raising, advocacy campaigns were important. Ownership of the projects varied among the six projects but was overall satisfactory.

For reasons of **Sustainability** projects are expected to have an 'Exit strategy', but this was lacking in all project documents while sustainability itself was discussed only in three of these documents. With respect to *a possible alternative model* that would better fit the cooperation the Review found that the Trust fund is the right vehicle for the goals set both by the GoF and by the ILO. The review proposes several principles, i.e. the thematic and geographic focus, the size of the projects and possible strategic cooperation versus individual projects. The recommendation from the review is to wait with allotting funds to a new project until the recommendations of the present review have been discussed between Flanders and the ILO at the next PRM which is recommended to be held in the last quarter of 2020. It is also recommended to explore the possibilities of having a project on migration in the country in North

or East Africa that will be selected by the GoF as a new priority country. Generally, the average size of projects is advised to be increased whereby staff could be funded. Small projects can then still be used for flexible interventions following current events or new priorities. In view of the disadvantage mentioned of support to broader programmes (i.e. reduced visibility and control), it is not advised to put *all* the available funding in for example one of the five Flagship Programmes of the ILO, but it might be tried once and then evaluated.

The last of the seven review criteria is *Visibility* and the review advises to place logos on the cover of all documents produced, to have a visibility and communication plan, including an updated project website, and to enhance communication with the representatives and offices of GoF and ILO in the countries where the projects are implemented.

Recommendations

- 1) **Continue with the Trust Fund modality because it has shown to have a significant relevance** not only for the local and national contexts and needs in project countries and for global issues, but also for the achievement of the goals of the two partners of the cooperation, the Government of Flanders and ILO.
- 2) **Increase the involvement of key stakeholders at all stages of the project** including in the writing of the project document, and this includes in particular the country representatives of GoF and ILO and the tripartite constituents (even in global projects since there are various *regional* employers and workers' organisations).
- 3) **Maintain a high level of attention for issues related to Gender Equality** and make sure they are included in all the M&E tools, such as **Log Frame, Theory of Change and Risk Analysis**. In future projects pay attention to **the disability inclusion component and to non-discrimination**.
- 4) **Enhance timely coordination on the organisation of major events** especially those where landmark reports and other achievements are to be launched and disseminated (use draft reports for the preparation when the published versions are not yet available).
- 5) **Move as much as possible to projects with a larger average size in terms of budget**, and make sure that each project **employs dedicated staff for the duration of the project** (e.g. a national project officer).
- 6) **Organize a Programme Review Meeting (PRM) in the last quarter of 2020 and decide on the present review's recommendations** as well as **discuss a new project to be funded**; ILO should thereby make sure that key project staff will attend the PRM in person or online.
- 7) **Stimulate to conduct in every project regular meetings of the Project Steering/Advisory Committee**, monitor the quality of technical reporting, and use outcome-based budgeting (IRIS) as much as possible for financial reporting.
- 8) **Maintain in each project those activities that can enhance the impact of the project and the ownership among tripartite constituents**, such as capacity building, awareness raising and advocacy campaigns, and make clear plans for the sustainability of the project by developing an exit strategy in each project.
- 9) **Focus on the latest priorities of the GoF when selecting new projects** and based on that quickly approve a new project which should be tightly aligned to ILO's ongoing programmes and related to specific CPOs/DWCPs and to specific Policy Outcomes whereby the financing needs of PARDEV can be taken into account. **A few alternatives are proposed as follows:**

- A project on migration in the North or East African country selected by GoF (possibly combined with skills development and possibly aligned to IPEC+);
- Fund part of a broader programme, in particular one of the five Flagship programmes of the ILO, and evaluate immediately what impact this has on GoF's preferences for visibility and control over the funds in terms of adherence to its policy goals.
- Small projects can be used for flexible interventions following current events or new priorities.
- Reconsider possible second phases of recently completed projects, such as the Malawi project (Collective Bargaining Agreement guidance and capacity building) and the Care project (Women at Work and Future of Work initiatives); however, the fact that the projects have by now been closed may not make it easy to 'follow-through' in practice.

10) Intensify cooperation with the Netherlands-Flanders Covenant entitled the 'TruStone Initiative' by the project in India (that will still run for another year).

11) Make clear contingency plans to cope with the COVID-19 pandemic in terms of preparing partners for online meetings, involving national project staff and coping with inevitable delays.

12) Include a clear and detailed visibility and communication plan, including plans for an updated project website, in each project document; this can be adhered to only in the larger projects.

Lessons Learned and Good Practices

From the experience gained by evaluating the ILO-Flanders Cooperation in the present report several Lessons Learned and Good Practices are given in Chapter 6 and in Annex 7.

1 Overview of the ILO-Flanders Cooperation since 2001

The present Evaluation Report is mandated by the *Terms of Reference* (ToR) for the Independent Review of the ILO/Flanders Technical Cooperation Fund (see Annex 1). This review was introduced in the *Inception Report* which provided the conceptual framework through the Data Collection Worksheet as well as the methodology used and the workplan (see Annex 2). In this report we will firstly provide a brief introduction and an overview of the ILO-Flanders cooperation since 2001 (the present chapter) followed by a brief introduction of the projects under review (Chapter 2). Chapter 3 discusses the purpose of the independent review and the methodology. The major findings for each of the review criteria and covering both Component 1 and 2 of the ToR are the subject of Chapter 4. Thereafter follow the conclusions and recommendations in Chapter 5 and the lessons learnt and good practices in Chapter 6.

Cooperation between the Government of Flanders and ILO

The cooperation between Flanders (Department of Foreign Affairs, Government of Flanders, Belgium) and the International Labour Organization (ILO) has existed for nearly 30 years, going back to 1991 when Flanders and ILO's International Training Centre (ITC) in Turin signed their first agreement. In March 2011, it was decided that the Government of Flanders (GoF) signed a new Framework Agreement directly with the ILO Headquarters in Geneva. This Agreement was replaced by the current cooperation agreement signed on 7 March 2016, and this stipulated that *“Every four years, starting from the signature date of the current agreement, an independent review of the overall cooperation conducted under the present agreement will be undertaken. The cost of this overall review will be covered under this Trust Fund.”* The present report is the outcome of this review or evaluation.

The 1997 Cooperation Agreement between the GoF and ILO is a two-page document with a two-page annex on cooperation with the ITCILO. In 2001, the ILO/Flanders General Fund was established in order to consolidate their co-operation. It also established the annual Programme Review Meeting (PRM), and specified activities that might be funded under the General Fund including projects of the ILO and its International Training Center, secondment of Flemish experts, internship opportunities, and consultancy assignments for project preparation or evaluation. It remained in force for five years and was extended for another five years in 2006. The 2011 and the 2016 agreements were more extensive documents with a similar structure (respectively 9 and 11 pages). Below we will first discuss the 2016 agreement and subsequently the differences with the 2011 agreement.

The 2016 Agreement: Common Values, Principles and Funding Criteria

The 2016 Cooperation Agreement between Flanders and ILO agreed on Common Values¹ and Common Principles² including the promotion of Gender Equality. Both parties also strive for results-based management, and envisage sustainable results, appropriate monitoring and

¹ Such as the ILO Declaration on Fundamental Principles and Rights at Work (1988), the ILO Declaration on Social Justice for a Fair Globalization (2008) and the ILO Global Jobs Pact (2009).

² Such as the Paris Declaration on Aid Effectiveness (2005), the 2030 Agenda for Sustainable Development, ILO's Strategic policy Framework, its P&B, and the national priorities expressed in Decent Work Country Programmes (DWCP).

evaluation and quality control. The specific criteria agreed upon for the ILO/Flanders Trust Fund (TF) are listed in Article 5 as nine-fold and can be summarized as follows:

1. The TF offers support to ILO's activities within the field of Decent Work.
2. Priority will be given to decent work for women and youth, and to social dialogue.
3. Geographically, a focus on Southern Africa is preferable.
4. Priority will be given to projects with a proper advisory committee or board.
5. The TF will try to reinforce partnership between ILO, Flanders and EU Institutions.
6. The TF offers the opportunity to provide seed money.
7. 15% of the biannual contribution to the TF will be managed by ILO-Brussels.
8. Every 4 years an independent review will be undertaken.
9. Activities that may be funded under the TF include: Projects of the ILO, secondments of officials, topical needs and opportunities, and the periodical review of the cooperation.

Article 7 provides further details on stimulating internships and secondments, as well as the exchange of the research and studies carried out by the ILO and the Flemish universities and institutions specialized in the field of social and labour market policies. Article 8 indicates that ILO's ITC may be involved in the implementation of the activities financed by the GoF.

The 2011 Agreement: Comparison with the 2016 Agreement

The 2011 Agreement stipulated more or less the same common values, principles and goals (although e.g. the MDGs were replaced by the SDGs), but had a different focus:

- Themes: Tripartism and social dialogue; ILO Declaration on Fundamental Principles and Rights at Work (FPRW); and Environmentally sustainable development.
- Geographic focus: Emerging and developing countries.

There were also some differences in the way in which the proposals were selected between the two agreements. Different nuances are laid in this selection process, although some steps have remained more or less the same (Steps 1, 3 and 6 in Annex 4). While in 2011 proposal development was considered as an ILO task, it became a more joint task in 2016 whereby the PRM was allotted a crucial role (Step 2). It was felt in 2016 that the separate account needed to be mentioned, while in 2011 the focus was more on specifying a period in which the ILO should produce the PRODOC after the GoF approval (Step 4). The guiding selection criteria mentioned in Step 5 in 2011 were left out in 2016 probably because most are already included among the Common Values and Principles and the funding criteria discussed in the above. The involvement of Flemish partners remains important (Step 6). In 2015 the cooperation in the period 2011-2015 was reviewed through an internal self-evaluation which provided inputs for the new agreement in 2016; the findings and recommendations of this evaluation will be discussed in Chapter 4 where relevant when the respective evaluation criteria are investigated.³

³ Departement Internationaal Vlaanderen (2015): Evaluatie samenwerking Vlaanderen – Internationale Arbeidsorganisatie (2011-heden). Internal self-evaluation. Brussel: 6 November 2015.

2 Introduction of the Projects Under Review

The projects under review in the present report are the projects that were/are implemented specifically under the 2016 Agreement between the GoF and the ILO. For purposes of getting a longer-term view and to discern trends in ILO-Flanders cooperation over the last decade the projects that were active under the 2011 Agreement were also considered but they were not part of the full review.

The ILO Development Cooperation Dashboard (DC Dashboard) and the ODA database from Flanders provide details of Flanders supported DC projects.⁴ The DC Dashboard enlists 23 DC projects in the past ten years (since 2010) but five of them were no longer active in 2010 and were only 'open' on an administrative level after 01-01-2010.⁵ The data from the Dashboard and the GoF ODA database have been cross-checked, updated and corrected with data received through various interviews with GoF and ILO contact persons and this resulted in a list of 22 projects (see Annex 5). A distinction is made by the GoF/ILO Agreements between two types:

- 1) 14 Trust Fund (TF) projects (or sometimes called "The General Fund"), and
- 2) 8 Bilateral projects between the GoF and ILO.

The differences between the two types of projects are in particular twofold: The bilateral ILO projects do not get their funds from the TF but directly from the GoF (and their balance thus does not flow back to the TF), and the TF projects are managed in Geneva while bilateral projects have decentralized management from the respective countries where the projects are implemented.

Under the 2016 Agreement (2016-2020) *alone*, nine projects were identified (see Table 1). Six of these have either been completed or are in a phase of no-cost extension, of which only one is a bilateral project (see Table 1). The three remaining projects have been approved recently (in 2019/2020) whereby one (Nr. 7) has been delayed due to various reasons, including COVID-19, while the other two will start later in 2020. These nine projects will be investigated in more detail in Chapter 4.

In terms of budget value, the bilateral projects took up 70% of the total budget under both Agreements, while the nine projects under the 2016 Agreement accounted for about 18% of the total budget (see Annex 5). In terms of size, the average has decreased with one third from those projects under the 2011 Agreement (US\$ 1,526,645) as compared to those under the 2016 Agreement (US\$ 479,295). The bilateral projects were generally much larger (US\$ 2,109,210) than the TF projects (US\$ 520,454). Over time the average size of the TF projects has also decreased substantially from US\$ 665,795 (2011) to 411,449 (2016).

⁴ ILO DC Dashboard filtered on Flanders: (<https://www.ilo.org/DevelopmentCooperationDashboard/#bpwzmc1>); and ODA database from Flanders (<https://awesome-table.com/-LMwGw0wqJDAKoJ7LG7O/view>).

⁵ UKR/08/50/FLA, RER/08/51/FLA, RAF/07/52/FLA, RAF/07/51/FLA and SAF/05/50/FLA.

The 22 projects are spread across Africa, Asia and Latin America regions, along with support to ILO Headquarters administered projects ('Global' in Annex 5). A large proportion of this support is concentrated in Africa, viz. 64% of the projects and even 83% of the value of the projects. In fact, *all* eight bilateral projects are in Africa (6 in South Africa and 2 in Mozambique). The TF projects are much more geographically spread: 4 in South Africa, 2 in Mozambique, 2 in India, 1 in Brazil while the remaining 5 were global projects. There also seems to be a shift in programme areas, from 'Employment' (in 9 out of the 13 projects under the 2011 Agreement) to 'Policy Areas' (in 6 out of the 9 projects under the 2016 Agreement).

With respect to the percentage of the budget that was actually spent this is of course much higher for the 2011-projects (99%) than for the 2016-projects: While it was by definition still zero percent for the three new projects, the remaining six 2016-projects jointly spent almost 78% as of early June 2020.

Table 1: The 9 Trust Fund and Bilateral projects that come under the 2016 Agreement of ILO/Flanders (Status as of 2 June 2020).

	TC Symbol and title	Time period	Value (USD)	Admin. unit
1.	GLO/14/05/FLA : Worker rights in globalising economies: assessment of labour provisions in trade and investment arrangements (Closed)	July 2014- July 2017	600,000	RESEARCH
2.	GLO/15/42/FLA : Decent Work and the Care Economy: Recognizing, rewarding and redistributing care work (Closed)	April 2016- June 2018	434,240	GED
3.	IND/18/51/FLA : Paving the way for a sustainable natural stone industry in India (Active)	Aug. 2018- July 2021	400,000	SECTOR
4.	MOZ/16/50/FLA : Scaling up the Voluntary Counselling and Testing at Work (VCT@Work) Initiative in Mozambique (Closed)	Apr 2017- June 2019	200,000	ILOAIDS
5.	MWI/17/050/FLA : Promoting decent work on tea plantations in Malawi's Thyolo District (Closed)	May 2018- May 2020	339,840	SECTOR
6.	ZAF/16/01/FLA : Development of a social economy Policy in South Africa. <i>Bilateral</i> Technical Cooperation Project (GoF-ILO). (Active)	June 2017- June 2020	1,022,062	COOP
7.	ZAF/19/01/FLA : Assessing social capabilities for new technologies, innovation and job creation. Pilot project in South Africa (Start is Delayed)	Dec. 2019 – June 2020	87,010	RESEARCH
8.	GLO/20/02/FLA : Apprenticeships Development for Universal Lifelong Learning and Training (ADULT) (Approved)	April 2020 – March 2022	700,000	SKILLS
9.	GLO/20/23/FLA : Inclusive Trade and Decent Work: Supportive Domestic Policies For Better Social, Labour Market And Sustainable Enterprise Outcomes (SUPPORT) (Approved)	July 2020 – June 2022	510,859	RESEARCH

3 Purpose of the Independent Review and Methodology Used

Purpose and Scope of the Review

The primary purpose of the present Independent Review is to provide advice to the Government of Flanders and ILO concerning the future directions of cooperation under the ILO/Flanders Trust Fund (see for details the Inception Report in Annex 2). The Review is divided in two components:

Component 1: Review of performance of current projects (2016-2020)

This component takes a combined evaluative and synthesis review approach to examine the relevance, coherence, effectiveness, efficiency, results (impact where possible), sustainability and visibility of the six projects under the 2016 Agreement. Given the wide range of thematic and geographic spread (viz. three projects in Southern Africa, one in India and two Global) and different timelines of the six projects to be reviewed under this assignment, providing extensive feedback on individual projects has proven to be challenging. Therefore, the review focuses in particular on bringing up issues that cut across the projects and are useful in considering future collaboration. The review also brings up good and poor practices and lessons that might be useful to consider in the near future. For each of the evaluation criteria several questions were formulated in the Inception Report (Annex 2), and these will be investigated in Chapter 4 below.

Component 2: Review of the cooperation mechanism governing the TF

The second component of the review focuses on the evolution of the cooperation modality with ILO, namely the Trust Fund set up in 2001, its advantages, disadvantages and emerging suggestions for the future. The review aims at answering a series of ten questions with regard to the current cooperation modality where possible compared to the previous trust fund mechanism as it was implemented between 2011 and 2016 (cf. Annex 2). These ten questions will be discussed in detail in Chapter 4 as well because the ToR (p.8) includes under 'Outline of the Report' the following section: "Major findings along the review criteria (covering both component 1 and 2 of this ToR)."

Data Collection Worksheet and Cross-Cutting Priorities

The Data Collection Worksheet as developed in the Inception Report describes the way that the chosen data collection methods, data sources, sampling and indicators support the evaluation questions (see Annex 2). The core ILO cross-cutting priorities, such as gender equality and non-discrimination, promotion of international labour standards, tripartite processes, and constituent capacity development are also addressed in this review.

Methodology and Key Deliverables

The methodology includes multiple methods, with analysis of both quantitative and qualitative data as well as follow-up interviews, and includes in particular the following: Firstly, a **Desk study** was undertaken of available materials, see in particular the documents listed in Annex 6. Secondly, primary data collection was done through **online in-depth interviews and discussions** with relevant staff and officials at ILO Headquarters, ILO Field Offices (regional and national), the Government of Flanders and other stakeholders and constituents (see for the full list Annex 3); *in the light of the situation caused by the COVID-19 pandemic, international travel will not be possible within the given time frame.* Thirdly, **two projects were selected for a more in-depth investigation**, viz. online interviews with the main stakeholders of these projects (the reasons for selecting these two are explained in the Inception Report, see Annex 2); the two projects are:

- Worker rights in globalising economies: assessment of labour provisions in trade and investment arrangements (GLO/14/05/FLA), and
- Promoting decent work on tea plantations in Malawi's Thyolo District (MWI/17/050/FLA).

Fourthly, **the data analysis and reporting phase** led to the production of the review report.

The full review report and a standalone summary using the ILO standard template are the main products of this exercise.

Limitations

The travel restrictions laid out by different countries as a result of the COVID-19 crisis made it impossible to undertake field missions and restricted the use of national consultants. In order to mitigate this problem online means of communication have been used in accordance with ILO EVAL guidance on undertaking evaluations during the COVID-19 crisis.⁶

As indicated in the above, the wide range of thematic and geographic spread and the different timelines of the six projects reviewed under this assignment made it difficult to provide extensive feedback on individual projects. Therefore, the review focused on a synthesis approach and in particular on bringing up issues that cut across the projects and are useful in considering future collaboration.

The present assignment is quite complex as under Component 1 six projects are investigated along with a limited review of the three newly approved projects, while Component 2 reviews all projects since 2010. In addition, the 2016 Agreement deals with Trust Fund projects as well as bilateral projects, and the two are by nature quite different as was shown in Chapter 2.

⁶ https://www.ilo.org/eval/WCMS_744068/lang--en/index.htm

4 Major Findings

Seven Review Criteria (the six OECD-DAC Evaluation Criteria and visibility as an additional criteria) have been identified in the previous chapter which will be discussed in depth in the present chapter (Sections 4.1 to 4.7). These criteria have been investigated with the help of the 20 Evaluation Questions for Component 1 and 10 Questions for Component 2, and all these questions are quoted below in bold. The specific sections on the findings of Component 2 in the present chapter have been marked in *green*, and the *key* findings for Component 2 are also separately summarized in Box 2 in Section 4.8.

4.1 Relevance

1) How relevant were the projects to local and national contexts and needs, including that of the beneficiaries?

The projects are overall very relevant to local and national contexts and needs although in quite diverging ways given the different types of projects in terms of topics and geographic outreach. The relevance of the global research project on labour provisions in trade agreements ('Trade project') is very solidly based on the fact that it fills a knowledge gap regarding the impacts of labour provisions in improving working conditions and strengthening workers' rights, that it is building on previous research by ILO (in 2009 and in 2013), and that ILO-Member states requested ILO's assistance on these issues. The project on the Care Economy was highly relevant focusing on employment for women and men in the care economy as well the impact of the equitable provision of care on women's ability to access and remain in the labour force. The project in India aims to develop a strategy or policy framework to pave the way for a globally competitive and sustainable natural stone industry in the country which employs relatively many women and youth as well as children especially also in the informal economy. In Mozambique the relevance relates to enhancing the awareness of the rights of young workers and increasing the uptake of HIV testing among young workers. The tea plantation sector in Malawi is the second employer of the country and employs especially women and youth while child labour in smallholder farms is a sensitive area. The Social Economy project in South Africa is based on earlier projects funded by the GoF in that area since 2009 and has the solid backing of the Minister of Economic Development who held this post from 2009 to 2019 (when he was appointed as Minister of Trade and Industry); he is also an ex-member of ILO's GB. This twin project is implemented jointly with the Economic Development Department (EDD) of this Ministry (since 2019 renamed as Department of Trade, Industry and Competition, DTIC).

The three newly approved projects are also relevant to local and national contexts and needs. The pilot research project in South Africa is directed at formulating policies that can generate productivity growth and job creation to boost employment and decent work, and there are plans now to direct it also at the effects of the COVID-19 crisis. The project on Apprenticeships (ADULT) is highly relevant because of the importance of apprenticeships to lifelong learning and the future of work. Lastly, the new Trade project (SUPPORT) is focused on research on

‘inclusive trade’, and in particular on the impact of trade on the labour market and how it can benefit a wider range of workers and enterprises.

In sum, while some projects are more explicitly demand-driven than others, the ILO project documents (PRODOC) have all clearly indicated how the topics addressed are relevant to the local and national contexts and needs and/or to global issues.

**2) How relevant are the projects to the mandate and priorities of the ILO and Flanders?
Did the projects fit well with the Decent Work programme of the ILO in project countries or Programme and Budget for global projects?**

The Internal Self Evaluation of the Department International Flanders in 2015 which referred to the Policy Note for foreign affairs 2014-2019 (*‘Beleidsnota’*, see Annex 6) found that the cooperation with ILO was relevant for the shaping of the international policy goals of Flanders:

- Commitment to a multilateral policy and connect to the priorities and means of the European multilateral policy. Important hereby are Flemish competencies and strengths, as well as visibility.
- Commitment to an honest, just and environmentally friendly international trade whereby labour and environmental standards are being respected.
- Contribution to poverty reduction in the region of Southern Africa building solid social structures in the South and commitment to the respect for human rights as a condition for a sustainable and inclusive development.
- The cooperation with ILO also adheres to international agreements on good donorship (e.g. Paris Declaration 2005) and contributes to the UN Millennium Development Goals (MDGs).

In November 2019 the *new* Government of Flanders published its Policy Note on Foreign Policy and Development Cooperation 2019-2024, and it starts with positioning Flanders globally: *As the most open economy in the world, strong innovation player and logistics hub of Western Europe, with 166 different nationalities and with seats of international organizations such as the European Union and NATO, Flanders is eminently international.* It specifies several priorities which are important for the present review:

- An ambitious, modern and assertive trade and investment policy that contributes to sustainable growth which is conform ILO’s contribution to a ‘level playing field’ concerning labour standards (p.27).
- The cooperation with South Africa will be reoriented from a development to a strong political and economic diplomatic cooperation in the broad sense, so that this cooperation will no longer draw on the development cooperation budget. This means that funding from the development cooperation budget will be phased out, but future initiatives in South Africa might draw on other budget lines (e.g. for climate or external action).
- Flanders takes care of its interests within a multilateral framework selecting a limited number of partner organisations (such as ILO and UNESCO) with a mandate that adheres to the Flemish strengths and policy goals (p.33).
- Flanders strengthens the welfare and future opportunities of vulnerable population groups in North and East Africa, and in particular in close cooperation with the European development policy Flanders commits to contribute to tackling the root causes of migration in North and/or East Africa (p.39).

- Flanders shows an international climate ambition by contributing to international climate financing (p.41).
- Flanders propagates the values contained in the human rights treaties in its international policy, and this includes explicitly the education and emancipation of women (p.45). This is further specified in the GoF document ‘Human Rights and Flanders Foreign Policy’ (2011; see Annex 6) in which the promotion of the right to decent work and the respect for the rights of children are two of the four priority human rights themes.
- The Flemish Government encourages companies to respect human rights and to focus on international corporate social responsibility (in Dutch: ‘internationaal maatschappelijk verantwoord ondernemen’ – iMVO), whereby the SDGs constitute an important framework. Decent work in international production and distribution chains is hereby an important point of attention (p.46), and one relevant example to be discussed in detail later are the iMVO Covenants e.g. the Initiative TruStone with the Netherlands.

Other priority areas for Flanders come from the policy notes of other Departments and they offer also opportunities to cooperate with ILO e.g. on skills, lifelong learning, digital competencies, etc. The relevance of the cooperation between Flanders and ILO was clear in 2015 and remains very high today through the new accents set in the 2019 Policy Note.

The cooperation and the projects are also highly relevant to the mandate and priorities of the ILO as was clearly analysed in the PRODOCS of the different projects. Their goals and objectives were aligned to the DWCP’s and also to the UNDAF of the respective project countries while the global projects were aligned to specific Programme and Budget (P&B) outcomes 2020-2021 or to ILO’s Centenary Initiatives. For example, the project on the care economy was associated to the landmark Women at Work Centenary Initiative, and to P&B Outcome 6 (see Box 1), while the apprenticeships project aligns to the future of work discussions and the ILO Centenary Declaration for the Future of Work, as well as to Outcome 5. The two trade projects adhere to several SDG goals including 8 and 17. The Mozambique project aligns to the ILO Recommendation 200 (2010) concerning HIV and AIDS and the world of work and to the UNAIDS Fast Track Strategy 2016-2021, as well as to P&B Outcomes 1, 6 and 7. The other projects also align to the P&B outcomes: India (2, 3, 4), Malawi (1, 6, 7) and South Africa on social economy (3, 4). The topic of skills is a priority also of ILO and was scheduled to be discussed at the ILC in 2022 (maybe now delayed to 2023 due to COVID-19) in particular the issues related to standard setting.

Box 1: ILO P&B Outcomes 2020-21

Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue
 Outcome 2: International labour standards and authoritative and effective supervision
 Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all
 Outcome 4: Sustainable enterprises as generators of employment and promoters of innovation and decent work
 Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market
 Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work
 Outcome 7: Adequate and effective protection at work for all
 Outcome 8: Comprehensive and sustainable social protection for all

Component 2 Question 1: What are the possible advantages and disadvantages of the thematic focus on youth, women and social dialogue?

The thematic focus on decent work for women and youth and on social dialogue was laid down in the 2016 agreement. These themes are very clearly represented in the projects in India, Mozambique and Malawi and in the projects on the care economy and apprenticeships. The trade project started in 2014 and was thus designed under the previous agreement, and the new trade project follows on from the first project, but it includes an element of social dialogue. As we have seen, the social economy projects have followed-up since 2009. On the whole therefore one can conclude that project proposals have clearly made efforts to adhere to this thematic focus which were already important cross-cutting issues within the ILO for many years.

The clear advantage of having a thematic focus is that it provides guidance to the selection of projects funded by the GoF and that it could promote the visibility of the GoF in those areas. However, the thematic focus chosen is quite broad and, in any case, an integral part of all ILO projects. Therefore, for such a focus to have a more determining impact on selection and on visibility, the thematic areas chosen would have to be more specific and as the Policy note indicates based on Flemish strengths and competencies. The priorities laid down in the documents Flanders 2050 (e.g. skills) and Vision 2030 are those of the previous government and are currently being investigated and any changes will be announced in the government's declaration in September 2020 although it is expected that this declaration will have a strong domestic focus and will be much less focused on international cooperation.

There do not appear to be disadvantages of the current thematic focus as they are broad enough to include most of the work the ILO is undertaking. If the focus would be made more specific (following government priorities and Flemish specific comparative advantages), then certain projects would obviously be less likely to qualify.

Component 2 Question 2: What are the possible advantages and disadvantages of the geographic focus on Southern Africa? Is there any advantage or opportunity in widening the geographic preference?

Of the nine projects in consideration, four are in the geographic focus area of Southern Africa and all four projects are in the three partner countries of Flanders (South Africa, Malawi and Mozambique), while one is in India. Three are global projects which have no specific geographic focus, while the skills project is scheduled to undertake three country studies to be selected; it is advisable that one of them will take place in Africa preferably in one of the three GoF partner countries in Southern Africa.

The advantages of the geographic focus on Southern Africa is that it provides guidance to the selection of projects and that it could promote the visibility of the GoF in those regions. It helps in this respect that Flanders has representative offices in the three partner countries. The phasing out of the funding from the development cooperation budget with South Africa is limiting the options somewhat for projects but future initiatives in this country might draw on other budget lines (e.g. for climate or external action). The reason for the phasing out is that South Africa has become an upper-middle-income country, while, for example, India is a lower-middle-income country and Malawi and Mozambique are low-income countries. However, the geographic focus is expected to be widened by the new commitment of the GoF to contribute to tackling the root causes of migration in North and/or East Africa (and the decision is expected soon).

Component 2 Question 4: Are the different types of activities well spread (thematically and geographically) and do they reinforce each other?

As we have seen in the above, the types of activities undertaken are well spread both thematically and geographically and also the nature of the activities, some are research oriented (three projects as well as the skills project), others are sectoral (two), policy-oriented (one), etc. There does not seem to be much mutual reinforcement between the projects being implemented at any point in time, but there is a definite continuity in some areas, e.g. the work on the social economy since 2009 and the phase II of the trade project. In some other cases a possible Phase II is still being considered (see further Section 4.6).

3) Did the Flanders-ILO collaboration enhance the relevance of an issue that was not getting sufficient attention despite being important (visibility and positioning)?

The relevance of most issues with which the projects deal was enhanced through the collaboration. Labour provisions in trade arrangements have received a clear boost and were laid down in a comprehensive Handbook. The care economy was an innovative subject in 2016 and the project produced a landmark publication jointly funded by the GoF and Sida, entitled 'Care work and care jobs for the future of decent work' (2018)⁷ which was and still is often quoted and used. A scandal in the city of Gent (Flanders) on the use of child labour in publicly procured natural stones triggered events that ultimately led not only to the project in India but also to the signing of the covenant between Netherlands and Flanders entitled 'Initiate TruStone' in May 2019.⁸ The smallest project under the 2016 Agreement enhanced the knowledge of young women and men workers in Mozambique about their rights vis à vis HIV and gender equality through enhanced social dialogue and increased testing uptake among young women and men workers including informal workers through a quite exceptional informal sector association called the 'Informal Association of Operators and Vendors' (ASSOTSI).

In Malawi the project managed to enhance social dialogue among the tripartite constituents in the tea plantation sector, which is notorious for being introverted as a result of several sensitive issues such as child labour and bonded labour. The project on the social economy produced an advanced draft of the Green Paper which provides a coherent approach towards the development of this sector until now hampered by the lack of an integrating policy position.

4) Was the relevance (of the issue being addressed) enhanced due to the strategic nature of the projects (viz. were the funds allocated to strategic gaps in ongoing activities, for instance to support critical normative work, specific catalytic activities like stakeholder workshops, etc.)?

Evaluation Questions 3 and 4 are related while Q.3 asks *if* the relevance of an issue was enhanced by the collaboration, Q.4 deals with how this relevance was enhanced. This has been discussed simultaneously above under Q.3.

Component 2 Question 8: How could the selection of projects be improved?

Several steps were identified in the 2016 Agreement for the selection of projects and this was discussed in Chapter 1 above. The conclusion was that it became a more joint task between ILO and GoF in 2016 whereby the PRM was allotted a crucial role in reviewing proposals (Step

⁷ https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_633135.pdf

⁸ Initiative TruStone has a term of five years and brings together various partners: Companies and industry associations in the natural stone sector, the Dutch and Flemish governments, labour unions and NGOs. The secretariat is in the Social-Economic Council in The Hague.

2 in Annex 4). In practice the Flanders Representative to the UN in Geneva played a pivotal role in actively contacting ILO staff concerning certain topics or possible projects, while on the side of the ILO, PARDEV is the liaising department between the GoF and ILO's respective administrative units. After the PRM approves initial proposals the ILO will submit a full project proposal including workplan and budget for approval by GoF.

The selection of projects has in the past years generally been done in quite varying ways. One important factor in the past has been networking, for example around the start of the social economy projects in South Africa with ILO and GoF representatives being involved. Projects in Malawi and Mozambique are very much aligned to the bilateral country programmes of Flanders respectively focused on agriculture and on health. The project on the care economy came into the picture because of ILO's Centenary Initiative on Women at Work and the discussions on the Future of Work. The project on the natural stone industry in India was proposed by the GoF representative to the UN after the concerns in Flanders over the use of child labour in this industry. Some other projects are follow-up phases of similar earlier projects.

The above ways of project selection (i.e. networking, alignment to bilateral programmes or to landmark initiatives, specific concerns and follow-up phases) are quite diverse but are all logical and up to date aligning as much as possible to the latest developments.

That the selection is not done in an institutionalized manner with for example a full-fledged Call for Proposals is also logical because that would substantially increase the workload of those who have to evaluate those proposals and such an increase seems now not proportional to the size of the average project budget; in addition, it would require a further determination of thematic focus (Terms of Reference, etc.) while the spirit of the cooperation seems that of a joint selection procedure. In any case, only the various ILO departments would be entitled to submit proposals since it is a GoF-ILO trust fund. In practice, these departments do indeed generally compete for the funding but with project proposals that often have an entirely different scope, focal area and geographic reach.

That being said, the selection process can sometimes be quite long and even then, in the end not resulting in an approval. This starts with the PRM where not always the main contact person responsible for the project is or can be present in person or online. Then proposals submitted are not always complete, for example lacking a workplan or a proper budget. During the various PRM's there were often discussions on the budget which was activity-based and not outcome-based; this has now been remedied by the ILO through a new system (IRIS - Integrated Resource Information System) and as a result all newly approved projects have an outcome-based budget. This does not apply to a phase II of the same project; if that would be desirable then the original project has to be closed fully, and the phase II becomes a new project with its own project code. This would for example be the choice in the case of the follow-up phase of the project on the social economy in South Africa of which the proposal is currently being evaluated; however, in view of the fact that it is part of the previous GoF country programme on entrepreneurship, it may in the end have to be drafted as a *phase 2* project document (because the current country programme is focused on climate).

Relatively long negotiations are sometimes unavoidable as for instance in the case of the pilot project in South Africa which was approved in 2019. The initial proposal was for a global project covering several countries - Costa Rica, China, Morocco, South Africa, Viet Nam - with a budget

of US\$ 450,000, but in view of the innovative and pilot character of the project the GoF preferred to start with a pilot in one of its countries of geographic focus with a reduced budget (US\$ 87,000). In contrast, when after long negotiations projects are abandoned the disappointments are felt widely, which was the case for example with the projects on the MNE Declaration and the second phase of the Care Economy project. In the latter case, several revised project documents were submitted by the ILO whereby the approval process was negatively affected by several factors, such as the broad geographic spread proposed, the proposal to finance activities that had been proposed already in earlier phases (which could not be implemented at that time for various reasons), and the mishap during the first phase where the ILO could not provide a draft of the landmark Care Report in time to the Flemish Minister of Foreign Affairs. Such reasons are not always avoidable but should be reduced to a minimum to enhance efficiency.

Lastly, in any new agreement it may be good to discuss in a broad sense the possibility of a potential follow-up phase. It was for example not considered as a possibility in the case of the trade arrangements project (2014-2017), and so it happened that there was a gap of more than two years before the follow-up project proposal was submitted.

4.2 Coherence

5) Internal Coherence: Were the projects in line with or complemented other ongoing interventions based on thematic or strategic fit? Did the ILO leverage its expertise and resources in a manner that reflects a coordinated approach to work?

In general, the projects were well aligned with ongoing other ILO interventions and this was in part already raised in the above but some more specific examples are as follows. The global Trade Arrangements project includes a knowledge sharing component that validates the research findings and policy messages with ILO field offices and the wider UN community particularly those organizations working in the area of trade integration and labour (UNCTAD and ECLAC). Ongoing consultations with the relevant field offices will ensure the thematic fit and relevance for the main actors and constituents in the regions. In the Mozambique project, the ILO works at the national level within the UN Joint programme of support on AIDS, coordinated by UNAIDS, which sets the strategic areas through which the UN Agencies support the HIV response in Mozambique.

The new pilot project in South Africa will be in particular interesting since the President of South Africa was co-chair of the ILO Global Commission on the Future of Work and actively contributed to shaping the report launched in 2019 as part of the ILO Centennial. This report has included the development of capabilities as a major pillar of a people-centred development strategy. Moreover, the project will contribute to the Programme of Action on Global Supply Chains, as adopted by the ILO Governing Body to follow up the 2016 ILC Resolution on decent work in global supply chains. The skills project aligns closely to the ILO Centenary declaration and the Future of Work discussions.

On the whole, it can be concluded that the ILO did leverage its expertise and resources in a manner that reflects a coordinated approach to work. The more specific forms of cooperation with other projects for example on staffing will be discussed in Section 4.4.

6) External Coherence: Did Flanders and ILO coordinate with similar interventions being done by other agencies (government/non-government)?

There are many examples of the way in which Flanders and ILO coordinate with similar interventions by other agencies. Flanders supports this process in particular through its Head Office in Brussels, through the Representative to the UN in Geneva and through its country representatives (in Malawi, Mozambique and South Africa).

The Trade project is a follow-up of a research project funded by the French Ministry of Labour, dealing with the social dimension of free trade agreements. The TF project (2014-2017) was implemented simultaneously with two other projects funded by the European Commission and by Canada and Switzerland under the umbrella heading 'Assessing the effectiveness of labour provisions.' Currently there are contacts with the Netherlands government for further types of cooperation. The care project was co-funded by Flanders and Sida. In India, the project has now close contacts with the new child labour project funded by DFID in multiple sectors including stone; in addition, the project intends, and this is also highly recommended by the review, to cooperate with the TruStone covenant between Flanders and the Netherlands. The project in Mozambique also closely cooperated with the WHO and UNAIDS.

In Malawi it is felt by some respondents that the lack of an official ILO Country Office (now managed from the CO in Lusaka) affects the embedding of ILO/GoF activities in interventions by other donors. However, there was clear coordination with the *Malawi Tea 2020* programme which is an ambitious, action-oriented coalition of Malawian tea producers, trade unions, the largest international tea buyers, relevant certification standards, NGOs and donors. Its goal is to achieve a competitive, profitable tea industry that can provide its workers with living wages, living incomes, and improved nutrition by 2020. In addition, there are close contacts with the large regional project funded by the Government of the Netherlands entitled 'Accelerating action for the elimination of child labour in supply chains in Africa' (ACCEL Africa; 2018-2022; approx. 25 million US\$) which is implemented in 6 countries in Africa including Malawi, and focuses on five specific supply chains including Tea. The social economy project is based on various predecessor projects since 2009 and is profoundly supported by the South African Government and is internationally very well-connected through the series of workshops, seminars and academies conducted.

The new apprenticeships project has not yet started but it intends to explore cooperation with several Flemish partners (see Section 4.3), as well as with the following organisations: the European Alliance for Apprenticeships, the Global Apprenticeship Network (GAN), including its network in Belgium, UNESCO and OECD. The new trade project has also not yet started but the research findings concerning labour provisions of the earlier phase (2014-2017) have been used in multilateral forums with WTO and UNCTAD on inclusive trade, including gender dimensions, as well as reports of other UN agencies.

4.3 Effectiveness

7) To what extent was the timeframe, the geographic coverage and thematic coverage of the projects adequate?

Most of the projects have a running time of between two and three years, except for the pilot project in South Africa (6 months), and the social economy project that has run by now for three years and has a no-cost extension for another 4 months. Generally, that seems adequate for

the outcomes specified in the PRODOC. However, many projects have requested for a no-cost extension and all of these were approved indicating that more time was needed to achieve the outcomes; this was sometimes related to a relatively long start-up period of projects, or to the time it took to recruit project staff although generally the budgets were not large enough to have extensive project staffing. The interventions were coordinated, managed and sometimes implemented with the participation and support of a considerable number of experts from different ILO Departments in Geneva and sometimes from Regional Offices. On the whole, including the no-cost extensions (which were sometimes extensive) the timeframes seem to have been adequate.

The geographic coverage differs substantially between projects. While four projects have a global outreach (the two trade, the care and the skills projects), the social economy and pilot projects in South Africa operate nation-wide. The three other projects were implemented at the sub-national level. In Mozambique the focus was on several provinces, but some activities were nationwide. In India one State was targeted, i.e. Rajasthan, while in Malawi the focal area was the District of Thyolo. At the risk of stating the obvious, this was of course related to the topic chosen for the project, which resulted in a large diversity of geographical focus which on the whole can be said to have been adequate.

The thematic coverage and the selection of proposals has been extensively discussed in the above (Component 2: Question 8).

8) Did the selected set of activities produce expected outputs?

In terms of outputs, the six projects (which are completed or in their final year) produced several major and/or landmark publications which are widely used and quoted. This applies especially to:

- ❖ the 'Handbook on Assessment of Labour Provisions in Trade and Investment Arrangements' (2017) financed jointly by the EC and GoF;
- ❖ the care report entitled 'Care work and care jobs for the future of decent work' (2018) financed jointly by GoF and Sida; and
- ❖ the 'Green paper on the Social Economy' (final draft is dated November 2019) jointly produced with the EDD/DTIC of South Africa.

Overall the expected outputs were mainly produced through the activities specified in the PRODOCs. In addition to the above three main publications, the other major achievements of each of the six different projects are as follows:

- An international tripartite Advisory Committee on trade arrangements consisting of academics, policy makers and social partners was established as a consulting body to provide feedback periodically and to serve as validating institution of the research findings. It has also been re-instated for the follow-up project (SUPPORT).
- The care project resulted also in two training manuals, e.g. 'Childcare: a training manual for domestic workers' organizations' (2018), coordinated by ILO's Regional Office for Arab States in Beirut.
- The project in India has a no-cost extension until July 2021, but so far, an important state-wide tripartite strategy has been developed whereby engagements are undertaken through the office of the State Secretary; in addition, a desk review was completed.

- In Mozambique capacity building was provided to HIV focal points, young workers and testing counsellors, as well as to tripartite constituents, including to the informal sector association ASSOTSI (an innovative activity); various partnerships were forged.
- In Malawi, a diagnostic study and a legislative gap analysis were produced; in addition, capacity building on social dialogue was provided at the plantations in Thyolo district, while the PSC was headed by the labour commissioner.
- In South Africa (SE) links with international networks were made, and the Inter-Governmental Advisory Committee (IGAC) and the PSC met regularly; a survey of SE organisations was undertaken, and support given for a web platform and database.

9) To what extent have the projects achieved their desired results and objectives?

The objectives of the different projects are laid down in the results frameworks of the PRODOCs and are specified varyingly as Immediate Objectives (IO), Outcomes (O) or Result Areas (RA). In some projects the progress reports use other terms than those used in the PRODOC, and sometimes even the content has been changed somewhat. Table 2 indicates the completion rates of these immediate objectives, outcomes and results areas of the six projects under the 2016 Agreement.

Table 2: The completion rates and highlights of the immediate objectives, outcomes and results areas of the six projects under the 2016 Agreement.

Projects	IO/O/RA	Immediate Objectives (IO) or Outcomes (O) or Result Areas (RA)	Completion rate*)	Highlights
Trade GLO/14/05/FLA	IO-1	New policy recommendations put forward to help improve implementation of labour provisions	100%	Handbook launched. Advisory Committee.
	IO-2	Availability of tools and activities for knowledge sharing	100%	Regional workshops. Pilot trainings (ITC). International Event in Geneva.
Care GLO/15/42/FLA	O-1	Inform constituents and internal and external partners on the key linkages between care and women's labour force participation so as to ensure that society's productivity and future workforce are protected	90%	Care report. 8 Research papers.
	O-2	Increased awareness among ILO constituents and the general public on care issues and work	100%	Advocacy campaign ('Share the care') & Global dialogue.
	O-3	Capacity building for constituents in six countries to promote family-friendly policies and facilitate women's entry and retention in the labour force	55%	Two childcare manuals. (No time to roll out).
India **) IND/18/51/FLA	O-1	Tripartite constituents are better informed and equipped, via a value chain analysis, to improve working conditions taking into account the situation of women and youth in the natural stones industry	75%	Desk review. Ongoing field survey. State-wide strategy drafted.
	O-2	The capacity of the tripartite constituents in Rajasthan is strengthened to implement the state-wide strategy in compliance with national labour laws and international labour standards	25%	Capacity building of Labour Inspectorate (in preparation) and of social partners (delayed)
	O-3	Strategic social dialogue initiated with existing and potential public and private sector buyers, investors and local stakeholders to secure support for the new strategy	10%	Social Dialogue (In preparation).
Mozambique MOZ/16/50/FLA	O-1	Young women and men workers' knowledge and agency about their rights vis à vis HIV and gender strengthened	100%	Support HIV focal points via HIV/Gender training. Young workers provided with tools to advocate for rights at the workplace. Partnerships with CBOs.
	O-2	Increased testing uptake among young women and men workers including informal workers	100%	Training of HIV testing counsellors. Partnerships with private sector and health sector.
Malawi MWI/17/050/FLA	O-1	Strengthened capacity of the ILO tripartite constituents and other relevant partners to identify and sustainably address decent work challenges in Malawi's tea plantation sector	95%	Diagnostic study. Legislative gap analysis. Capacity building of tripartite constituents.
	O-2	Improved working conditions and productivity in targeted plantations, in key focus areas, and with special attention to women and youth workers in Malawi's Thyolo district	85%	Skills needs assessment. Capacity building and enhanced social dialogue at plantations.
S-Africa (SE) ***) ZAF/16/01/FLA	RA-1	Institutional arrangements established to govern and manage the policy formulation process	n.a.	IGAC & PSC meet quarterly. Recruit interns (3).
	RA-2	Policy choices informed by knowledge, research and available evidence	n.a.	Survey of SE organisations. Green Paper drafted.
	RA-3	Strategic support for the implementation of practical interventions that create impact	n.a.	Web platform & database. Database support for COVID-19 responses.

*) Completion rates based on/calculated from the information in the Self-Evaluation in progress reports (n.a.=not available).

**) The India-project is ongoing and will be completed in July 2021. The progress report covers the period until 31/12/2019.

***) The South Africa report will be completed in October 2020, and the progress reports cover progress until March 2020.

Table 2 shows that those projects that are closed have very high completion rates as per the self-evaluation. The India and South Africa projects are still active, and their rates will thus likely go up. The Highlights mentioned in Table 2 clearly mark the substantial achievements made by each project, as well as the large variety in types of achievements, of course depending on the nature of the project.

10) How effective and efficient are the governance, coordination and management structures of the projects under review?

The Trust Fund as a whole including the bilateral projects under the 2016 Agreement between GoF and ILO is managed through the annual Programme Review Meeting (PRM) alternately held in Brussels and Geneva. This will be discussed further in Section 4.4 below. Here we will focus on the management arrangements in the projects themselves which differ substantially, but each project has searched for and found ways to try to manage the project as best as possible under the prevailing circumstances. For example, the global Trade project was managed by the Research Department (in HQ), which was in close communication with the donors, GoF and EU, while collaboration with ILO offices in the field was particularly important for the organization of seminars and trainings. Periodical consultations with the international Advisory Committee was fundamental to identify areas of opportunity; one lesson learned for the follow-up project (SUPPORT) is hereby that the composition of this Advisory Committee could include more members from under-represented regions, particularly Africa, Asia and Middle East. The global Care project, jointly funded by GoF and Sida, employed a full-time CTA from April 2016 until March 2017, one year before the actual end date of the project (June 2018). GED and WORKQUALITY allocated additional regular and supplementary resources in Geneva and in Beirut in order to adjust to this management arrangement and ensure the successful delivery of the project.

In India the project team comprising of National Project Coordinator (NPC) and the Administrative Assistant were on board from April 2019 based in Jaipur, Rajasthan, and from May 2019 at CO-New Delhi, respectively. For sharing of office space in Jaipur, a contract for the lease of premises between UNICEF, Jaipur and the ILO was agreed and signed. It took substantial amount of time to find the NPC with the right expertise and willing to reside in Jaipur; the contracts are now expired, and the project will be managed from the ILO-CO in New Delhi until the planned closure in July 2021. In Mozambique the project was managed by the ILO Pretoria country office, while a tripartite Project Advisory Committee (PAC) under the Ministry of Labour, Employment and Social Security has been functioning to oversee and support the implementation of the project by providing strategic guidance. In Malawi, an NPC was employed for the duration of the project, while substantial guidance was provided from ILO SECTOR in Geneva. The tripartite Project Steering Committee (PSC) was headed by the labour commissioner and included the Ministries of Labour and Agriculture. In South Africa (SE) a full-time CTA was employed to manage the project with support from ILO-COOP and DWT in Pretoria. The IGAC and PSC met regularly for guidance and advice.

As we have seen in Chapter 1, the 2016 Agreement states that priority will be given to projects with a proper advisory committee or board. This is an important condition and the above shows that in most projects there was indeed such a committee, except in the care project, while in the India project coordination and guidance was organised through the office of the State Secretary. It is also important to note that most of these committees were indeed tripartite, even including an informal sector association in Mozambique.

Technical reporting has generally been complete following the periodicity laid down in the PRODOCs with usually annual or half-yearly progress reports, as well as a Final Progress Report (FPR) upon closure. One would expect that reporting would be less complete when there is no dedicated project staff and the budget is relatively small; however, the smallest of

the TF projects, the one in Mozambique, has a complete FPR of 20 pages written and approved just one month after completion of the project in June 2019, although the 20 pages of photographs as annexes would have been better off on a project website. Formatting follows generally the ILO standard format, although the South Africa project diverges from that because that concerns joint half-yearly progress reports with the EDD. In some cases, the GoF had requested for workplans which were missing. The quality of reporting could sometimes be improved, and the results framework is not always systematically applied, and sometimes immediate objectives are without clear rationalisation reformulated (e.g. in the Trade FPR), and in some cases the 'immediate objectives' of a PRODOC become 'outcomes' in progress reports. The only internal evaluation undertaken is the one for the South Africa project, but this is more of a field survey report stating which percentage of respondents found the project 'relevant', etc. without providing reasons for the opinions. The lesson learned and good practices are also very general. With respect to Financial Reporting, the GoF asked several times questions on budgets attached to PRODOCs which need to be more detailed, as well as more outcome-based; as discussed in the above, this will be remedied for all newly approved projects.

Component 2 Question 3: Does the Trust Fund have a catalytic nature in terms of being able to provide seed funding and funding for imminent opportunities?

Seed funding is specifically mentioned by the GoF's Guiding Framework for Multilateral Cooperation 2016 ("*Richtinggevend Kader voor de Multilaterale Samenwerking*"), and translated from Dutch it reads: "Although Flanders, as a modest donor, has less influence in a multi-donor context, the proactive detection of opportunities and rapid decision-making capacity can lead to pioneer subsidies (seed money), which attracts other - often larger - donors. This considerably increases the influence and reputation as a modest donor and multiplies the visibility factor."⁹

The 'rapid decision-making capacity' of the trust fund was shown clearest in the case of the India project as it was an interest raised in Flanders following the concerns on the use of child labour in the natural stone industry which conflicts with the international corporate social responsibility goals of the GoF Policy note (*Beleidsnota*). It was thus not a demand-driven project, but the Indian federal, national and regional authorities were supporting the project after targeted lobbying from the Flanders representative in Geneva to the Indian delegation at the ILO-ILC and by the ILO Country Office in New Delhi. There are contacts with the Dutch Child Labour project and another UK funded project in the same industry, and the GoF and the Netherlands signed the covenant TruStone. The TF project in India might well have given a little push in the right direction, and the project is still running for another year.

While the Malawi and Mozambique projects could rather be considered as spin-offs of the GoF respective country programmes often directly benefiting vulnerable populations and/or building the capacity of the tripartite constituents, the global trade and care projects were innovative projects with landmark publications used and quoted by many other organisations around the world. The TF provides therefore for a variety of projects which is of interest to other donors and partners as well as targeting vulnerable populations.

⁹https://www.fdfa.be/sites/default/files/atoms/files/20160115_Richtinggevend%20kader%20voor%20de%20multilaterale%20samenwerking.pdf

Component 2 Question 6: What are advantages and disadvantages of providing in-kind support to ILO -such as support of staff through secondment or involvement of Flemish experts, interns and Flemish Partner organizations- if applicable?

The GoF and ILO have committed in the 2016 Agreement (Article 7) to “...stimulate the exchange of the research and studies carried out by the ILO and the Flemish universities and institutions specialized in the field of social and labour market policies”. This formulation rightly avoids any hint of tied aid, but it would make sense to involve Flemish partners where they have a competitive advantage. In the past the Social and Economic Council of Flanders (SERV) was deeply involved e.g. in the port, infrastructure and social dialogue projects especially in South Africa until the South African Government felt they preferred to continue with their own national expertise. Currently the SERV is mentioned in the new project on Apprenticeships; the concept note was discussed at the SERV on 9 January 2020. This PRODOC indicates that the project intends to explore partnerships with Flemish institutions in producing project outputs, including the Department of Work and Social Economy, the Flemish Agency for Entrepreneurial Training (SYNTRA), responsible for providing apprenticeships for 15 to 25 year-olds, the Flemish Public Employment Services (VDAB) that organises vocational training for job seekers, as well as the Flanders Social and Economic Council (SERV) composed of representatives of social partners. In addition, it intends to partner with the Global Apprenticeship Network (GAN) including its network in Belgium.

The new Trade project document indicates that Flemish research centres such as Ghent University, the Leuven Centre for Global Governance Studies and UNU-CRIS are potential project partners, and that members of the Flemish Department of Foreign Affairs and Flemish academic institutions actively participated in the Advisory Committee. It needs to be underlined that one professor from the KU Leuven was a member of the international Advisory Committee in the first phase of the trade project (2014-2017) and he will continue this position in the follow-up project. In the India project, the management intends to involve a Flemish company, BELTRAMI, in certain activities. The KU Leuven through its Research Institute for Work and Society (HIVA) undertook a study into sustainable Global Supply Chains in 2018 and this contributed to the signing of the covenant TruStone.

Article 7 of the 2016 Agreement also provides details on stimulating secondments and internships. While secondments of GoF officials do not seem to have been implemented, there were six interns in the projects in the past ten years. There could have been more interns, but the way internships are organised in Flanders differs from the way the ILO has organized them, and this hampers a smooth implementation. The Flanders Trainee Programme provides more international opportunities for young people and enhances the dissemination of Flemish expertise and the development of a network of Flemish people within multilateral organizations.

All in all, this in-kind support in the form of expertise and human resources was appreciated very much by stakeholders, in particular the involvement of Flemish experts (e.g. SERV and KU Leuven). It would be beneficial if such experts could be involved earlier on in projects preferably at the stage of writing the project document.

Component 2 Question 10: What can Flanders and ILO learn from cooperation modalities of other comparable donors?

In terms of comparable donors, the GoF seems to be the only Non-State Government that provides substantial funds for implementing projects. In terms of comparable cooperation modalities three such modalities were looked at. The **ILO-Sida Partnership Agreement** (2012-2017) focuses very much on ILO's Outcome of the 2016-17 P&B: "More and better jobs for inclusive growth and improved youth employment prospects", and over the years it provided support to in total 24 countries spread over the world (see ILO 2018 in Annex 6). This is thus in many respects different from the cooperation between the GoF and ILO since the latter is not targeted from the inception on a particular topic.

In contrast, the **ILO/Korea Partnership Programme** 2015 – 2017 funded projects in just four countries in South-East Asia (Cambodia, Lao PDR, Myanmar and Vietnam) and was focussed on three priority areas: Skill development, Social Protection Floors (SPF) and Labour Law Reform (see ILO 2018 in Annex 6). This comes closer to the GoF-ILO cooperation in terms of geographic focus, while the three thematic focal areas may serve as an example.

The third cooperation modality looked at is **the Flanders-UNESCO Trust Fund**, but because the evaluation of this cooperation is currently ongoing, no definite conclusions can be drawn yet. The conclusions and recommendations of this evaluation are hereby recommended to be discussed between Flanders and the ILO at the next PRM.

11) Did the projects' design and implementation indicate a conscious effort to mainstream gender and inclusion related mandate of the ILO and Flanders?

In the 2016 Agreement (Article 2) the GoF and ILO "...commit to the promotion of Gender Equality and note that gender is fully mainstreamed both in the ILO's policy framework and at the level of operational activities." Gender as a cross-cutting issue in the ILO is indeed fully ingrained in the way ILO operates, from the structure of the PRODOC, to the Results Based Management and Logical Framework, to progress reporting structures, and to the templates for internal and independent evaluations. The GoF has also stated unequivocally their commitment to working towards gender equality in the Policy Note (2019: 45): The education and emancipation of women offers the key to (financial) freedom. By fully focusing on projects that promote equality between men and women and by focusing on themes such as gender equality, sexual upbringing and education, the Flemish Government generates impact and successful results with its policy on development cooperation. Therefore, it concerns indeed a conscious effort from both GoF and ILO to mainstream the gender and inclusion related mandates in the design and in the implementation of projects.

12) What are the key factors that facilitated and/or inhibited attainment of project objectives?

The **constraining factors** are quite different for the varying projects. Throughout the Trade project, challenges were faced particularly with respect to the limited availability of data leading to delays, and with the administrative burden in the planning of seminars (and even one international Seminar had to be cancelled at the last moment due to issues of timing). In the Care project the main constraint was the fact that the CTA was employed only during the first year of the project (until March 2017) due to budget limitations. As discussed already the launch of the Care report had to be postponed due to the fact that the (draft) report was not available in time for the GoF to review and inform the Flanders Minister. Lastly, there were delays in the production of the childcare manuals.

In India the results framework was less developed because the project document was developed relatively quickly (to be able to quickly mitigate the concerns on the use of child labour in the natural stone industry). Since the natural stone mining sector involves multiple government departments coordination and building consensus among these department posed a challenge, and this was mitigated by engaging with the office of the Chief Secretary of Rajasthan. Other problems included the time it took to find a proper NPC, the high incidence of informality in the industry, and the delays resulting from the Elections in 2019 and from the COVID-19 crisis. In Mozambique, the limited budget did not allow for employing local staff, nor to respond to the increasing demands from the social partners, and in the end also prevented to conduct the campaign of the young workers champions after the project ended. Another challenge was the high demand for HIV testing and other diseases screening because of the project's limited technical capacity.

In Malawi the biggest challenge was the seasonality in the Tea sector and certain activities on the plantations were delayed because of that. Further, the sensitivity of certain issues in the tea sector (e.g. child labour) resulted in a slow pace of implementation, and the resistance by some estate owners and board members to validate the findings of the Diagnostic study delayed implementation as well. Another constraint in the beginning was that the trade union could, by regulation, only participate in collective bargaining if it had secured membership of at least 15% of the workers (towards the end of the project this threshold was reached partly thanks to some of the project activities). Lastly, the lack of an ILO Country Office in Malawi was sometimes also felt as a challenge for implementation. In South Africa the still ongoing social economy project suffered delays from the COVID-19 crisis and in particular from the frequent differences of opinion between the government and employers whereby often the ILO was able to mediate. The EDD/DTIC is a very solid partner, but sometimes there were problems of the relation between the Minister and his staff and of the relatively frequent staff changes. Due to the joint ILO and EDD projects, approval processes were sometimes lengthy and redrafting of documents/reports frequent.

There were also a number of **Success factors**. For example, for the Trade project the international tripartite Advisory Committee was quite important and the fact that global *research* can just as well be undertaken from ILO HQ in Geneva with all its facilities and linkages. For the Care project the embedding in the ILO Centenary Initiative on Women at Work was crucial, as well as the fact that the GED team in Geneva and in the Arab States has played a facilitating role in ensuring the successful delivery of the large majority of the outputs especially in the absence of a full-time CTA over the last year of the project duration. In India the support from the GoF and its representative in Geneva was important, as was the presence during one year of the NPC and the support of the ILO Country Office in New Delhi.

The existence of a national Strategic Plan on HIV and AIDS in Mozambique, the existence of an HIV and AIDS legal framework and the political commitment of the Government of Mozambique and the social partners were the essential factors and enablers for the project implementation. The project benefited also from the GoF country programme in health, from a strong tripartite Project Advisory Committee (PAC), as well as from networking with various organisations, such as the Business Association on HIV, the Youth network, the Informal Economy Association, and the collaboration with UN agencies under the UN Joint Team on AIDS. The success factors in Malawi included a resident NPC for the duration of the project as well as substantial hands-on

and sustained support from ILO-SECTOR. The project also benefited from the GoF country programme in agriculture as well as from very good cooperation from the tripartite constituents. The social economy project benefited of course very much from its predecessor projects, and also from the dedicated CTA as well as from the close-knit network of experts of ILO and Flanders working (or having worked) in South Africa.

4.4 Efficiency

13) Were the projects implemented in a cost-efficient manner?

Overall the projects were implemented in an efficient way following the rules and regulations of the ILO financial monitoring systems, and none of the respondents mentioned any problems in this area. Generally, ILO projects spend often 40% or more on staff costs, but in the projects under review here the staff costs are much lower. Partly as a result of the relatively modest average budget for the six projects (about US\$ 500,000) most project managements decided to have no (local) staff or only for a maximum of one year while the projects ran for 2 years or more.

Only in Malawi and in South Africa there was a full-time NPC and CTA respectively for most of the duration of the projects. Therefore, the large majority of the funds were used for actual activities, i.e. trainings, subcontracts, consultants to write reports, events to launch reports, seminars, etc. Having said that, it does not mean that this is always the right choice as we have seen in the previous section under 'constraining factors' where it became clear for three projects (Trade, Care and Mozambique) that the lack of staff had clearly hindered the implementation. This should be taken into account in the future when planning for new projects.

Cost-sharing of staff with other ILO projects can in exceptional cases be a solution, e.g. in Mozambique it occurred ad hoc, but it does not provide for a sustainable solution to the problem as is indicated by the problems mentioned in the above with respect to this Mozambique project.

No-cost extensions were more the rule than the exception, but this applies to the majority of ILO's projects worldwide. Still, two projects did not request for such an extension (Mozambique and Malawi). On the other hand, two projects requested for a follow-up phase ('a cost extension'), i.e. the Trade and Social Economy projects, of which the first one was already approved (SUPPORT), while the second one requires still a technical approval. The India project is special in that a no-cost extension of 1.5 year was requested until 31 July 2021 in particular because of the delays due to the Elections in 2019 and the COVID-19 crisis.

The efficiency of the Trust Fund as a whole can be somewhat improved as the yearly closing balances (on 31 December) systematically showed a positive balance of over US\$ 540,000 in 2015 which gradually increased over the years to US\$ 1.27 million in 2019. With the recent approvals of the two relatively larger projects on Skills and Trade the balance has decreased to just over US\$ 450,000. To keep the funds unallocated and unused for so long is not cost-efficient. Since 2019 the UN imposes a 1% Coordination Levy on selected projects (exempting e.g. research projects but also various other exemptions are specified). This issue resulted in some delays in the approval procedures of the three new TF projects as the funds are at first provided un-earmarked to the TF and then later allocated to certain projects; this raised the issue of when to levy the 1% as it is not clear in advance if the specific project will be exempt or

not. It has in the meantime been solved between PARDEV and GoF, and it turned out that all three new projects are exempted.

Lastly, it has to be underlined that the regularity and reliability of the transfer of the yearly contribution of the Government of Flanders to the Trust Fund is a very Good Practice!

14) Are there indications that in implementing the project, ILO leveraged its strengths to enhance cost-efficiency (for instance, better internal coordination, use of in-house expertise etc.)?

The ILO leveraged its strengths in all projects to enhance cost-efficiency in different ways. The implementation was in fact for the most part coordinated and undertaken by regular ILO staff in Geneva for half of the projects (Trade, Care and Mozambique), while staff of SECTOR was often traveling to Malawi to support the NPC there. The ILO Country Offices in Lusaka, New Delhi and Pretoria were very important for the four country-based projects providing essential managerial, technical and financial-administrative support, while the Decent Work Team (DWT) in Pretoria did support extensively the Social Economy project in South Africa.

In addition, cost-efficiency was also leveraged in specific ways by the different projects, in particular in the shape of joint funding. The Trade project benefited from funding from Switzerland, Canada and the EC, and the care project from Sida funding. The latter project also leveraged pooled funding contributing to the Centenary Initiative Women at Work. In India the NPC shared office space with UNICEF in Jaipur. In Mozambique, through the partnership with the national Health authorities the project leveraged contributions in providing complementary equipment and lab tests, while these authorities have also allocated HIV tests and medical staff to assist the health events and mobile clinics. There was also cooperation with UNFPA, and other organisations (e.g. through the allocation of condoms that have been distributed during the sensitization and testing campaigns). In Malawi, the Rosa Luxemburg foundation funded the capacity building component, and there was clear coordination with the *Malawi Tea 2020* initiative, which was represented by the Sustainable Trade Initiative (IDH), a Public Private Partnership (PPP) based in Utrecht, the Netherlands. In South Africa joint activities were for example undertaken with the British Council.

Component 2 Question 5: How should the Trust Fund strike a balance between operational projects and projects to support standard setting work at HQ –Which of the two has the most need for extra-budgetary funding?

Striking a balance between operational projects and projects to support standard setting work at HQ depends in the first place on the priorities of the Government of Flanders as laid down in the 2016 Agreement which were Decent Work for women and youth as well as social dialogue, and with priority in Southern Africa. In the second place this may depend on PARDEV which is the pivotal department within the ILO in terms of the allocation of funds, and here a preference may be for projects that are in need of funding especially where there is underfinancing; skills development with support from ITC is currently one such area, and this may have contributed to the proposal for and approval of the new skills project in the TF.

We have seen in the above that the GoF Policy Note laid different accents, e.g. on human rights and corporate social responsibility, while new priorities on international cooperation from the new government are up to now limited to additional attention for migration in a North or East African country. As far as can be predicted at present, this might result for the Trust Fund in a

similar combination of operational projects and projects to support standard setting work at HQ as there is now: five country projects and four global ones. If a country in North or East Africa would be chosen, then it is likely the TF may move to have a country project there to support that political decision. Therefore, the question is not which of the two has the most need for extra-budgetary funding because both types of projects could well use such funding, but it depends more on the GoF priorities with an important role for the Flanders representative in Geneva as well as on the current financing situation within ILO as judged by PARDEV.

Component 2 Question 7: What are the workload implications for ILO and Flanders to manage the Trust Fund?

The workload implications for ILO and Flanders of managing the TF were not considered too heavy by the respondents during the review. At the same time, the fact that at various PRM's there was a lack of specific ILO project staff either in person or online indicates that there are availability issues which might arise from busy schedules or alternative commitments. Similarly, the GoF representatives in the partner countries indicated that their agenda was rather full with managing the bilateral projects.

At project level, the administrative and financial workload is often almost similar for small projects as for larger projects making larger projects more cost-efficient, as well as more likely to be exposed to independent evaluation according to ILO's evaluation policy. The reason is that for any project, small or large, there needs to be an initial project idea/proposal, full-fledged project proposal, progress reports and final reports which all need to be studied, discussed and approved. Part of this occurs at the annual Programme Review Meeting (PRM), and the 2016 Agreement specifies in Article 10 its tasks and roles which are especially related to guidance and supervision. The composition of the PRM includes at least two representatives of the ILO and two of the Government of Flanders, of which one represents the Government and one the Flanders Department of Foreign Affairs. Staff of the ILO administrative units which are responsible for projects, Flemish experts, representatives of social partners or other relevant persons may be invited to the PRM as observers/presenters. The last PRM was delayed and held only in March 2020, while the previous one was held in December 2018. More regularity is advisable, and it will be important to schedule the next PRM in the last quarter of 2020 to discuss the implications of the recommendations of the present review.

It is considered a good practice that the PRM is being held alternately in Brussels and in Geneva by this review and by several stakeholders in order to be able to meet each other in the respective headquarters and to provide the opportunity for a broader range of staff members to attend the PRM when it is held in their HQ. A concrete example underlined by one stakeholder was the fact that it gave the ILO delegates the opportunity to experience the brand-new building in Brussels of the GoF in 2018.

The condition in the 2016 Agreement that 15% of the biannual contribution of GoF to the TF will be managed by ILO-Brussels has not been implemented. It is likely that this was originally intended to fund support to events and report launches that could take place in Brussels. Although this seems logical, it is more efficient if this is paid directly from the project budget as and when needed. It is recommended to leave this stipulation out of the Agreement in any revision or renewal unless it is formulated in a non-conditional way.

15) Are the projects implemented in a time-efficient manner?

In the above we have discussed a large number of constraining factors most of which have indeed led to delays in the project implementation. Apart from that, the implementation seems to have been time-efficient although for four projects no-cost extensions took place which were sometimes substantial. However, in most cases there were clear reasons for such delays and no-cost extensions which were stated explicitly in progress and final reporting; in several cases these delays were also a result of the COVID-19 crisis and sometimes the projects even made proposals to deal with this crisis and its aftermath (for example, in India where the project is expected to run for another year the ILO Country Office is looking into this).

4.5 Results

16) What are the outcomes/key result areas across the projects?

The outcomes and key result areas targeted by the six projects are discussed above in Section 4.3 (Evaluation Question 9) and in particular in Table 2. This table also lists the completion rates and the highlights achieved by each of the projects.

In terms of impact, the varying capacity building activities of the tripartite constituents and of workers, women and youth (see also Section 4.3 and Table 2) are important to mention here as these are expected to have a lasting influence. The same holds for the awareness raising and advocacy campaigns organised, for example the ‘Share the care’ campaign, as well as for the various social dialogue activities.

Ownership of the projects and its activities varied among the six projects. In the social economy project in South Africa it is very high through the twin project of the EDD/DTIC and through the very high commitment of the Minister of Economic Development since 2009; the project focused partly on evidence-based policy research leading to policy choices which are expected to last; employers’ and workers’ organisations are also directly involved in the project among others through the IGAC & PSC meetings. Ownership is also high in the India project where a lot of efforts were put in to organize the process of engagement of the main stakeholders through the Office of the Labour Commissioner. In Mozambique emphasis was laid on the forging of partnerships with the private and health sectors in particular also with CBOs and HIV focal points, which also resulted in a certain degree of ownership. In Malawi ownership among the tripartite constituents, including the informal sector association, was created through the capacity building activities and the widespread networking by the NPC. In the two global projects, ownership should rather be measured by the degree to which the global community has embraced the projects and in particular the key reports. The Trade report filled knowledge gaps in labour provisions and trade agreements and has pioneered policy results, reflected in the discussions in the 328th Session in 2016 of ILO’s Governing Body¹⁰); in addition, this report is still being used and referred to widely and was in particular used as an entry point for the ILO Governing Body’s discussion in 2016 and contributed to the decision of the GB to continue to do more research in this area. The Care report provided for the first time clear data on the care economy which are quoted and used widely, for example by UN Women, UNDP, OECD and put

¹⁰ The research was the basis for the Governing Body paper (GB.328/POL/3) and related 328th Session in 2016 of the GB on “Labour-related provisions in trade agreements: recent trends and relevance to the ILO”. The recommendations from this GB paper provided additional space for capacity building and collaborating with other international organisations in the framework of the Agenda for Sustainable Development. Additionally, the Governing Body requested the Director-General among other things to report periodically to the Governing Body on action regarding trade, investment and decent work for sustainable development.

on the G20 agenda; even during the present month the data were requested by The Economist for their background article.

17) To which extent did the projects contribute to local economic and social development?

The two global projects were more into doing research and developing and launching key reports in the areas of trade arrangements and the care economy, and thus not so much into contributing to local economic and social development. Nevertheless, next to the substantial contributions to knowledge building and sharing in their respective areas, these projects also had a broader impact as we saw under the previous evaluation question.

The four country projects did make varying contributions to local economic and social development. In India the project is still active but has succeeded in enhancing engagement through the local government. In Mozambique health knowledge and awareness among women and youth workers in Thyolo District has clearly increased, while sometimes there was also improvement in their health itself. In Malawi, a lot of attention was given to the situation of the plantation workers in terms of decent work and their housing conditions, as well as to the situation of small holder farmers. In South Africa the work on institutional arrangements and strategic support for the implementation of practical interventions in the social economy are, once implemented, expected to contribute to local development.

4.6 Sustainability

18) What mechanisms have been put in place to ensure that the results of the activity are sustainable? Were exit strategies formulated?

An explicit 'Exit strategy' was included in none of the six PRODOCS although this was a required part of ILO's template for a PRODOC; it was thus not enforced. Three projects (Trade, Care and Mozambique) did also not include anything on sustainability. The other three projects planned for sustainability in their PRODOC's as follows:

- ❖ In the India project the emphasis is put on the involvement of the tripartite constituents and partners at all levels of the project implementation as key to ensuring national ownership and sustainability. As we have seen this was successfully started through the Chief Secretary of the State.
- ❖ In the Malawi project, active involvement and leadership was sought of the Government (i.e. Ministry of Labour) as well as the involvement of employers' and workers' organisations, as key to ensure national ownership and sustainability. This was successful to a degree and, for example, some of the constituents are requesting the local ILO staff if the project can continue in a follow-up phase. In addition, collaboration with other development actors was sought, such as Oxfam and Fairtrade International, and an initial agreement was reached to work jointly in the context of the Malawi Tea 2020 initiative. This collaboration was part of the project's intention to pursue resource mobilization with a view to expanding the scope of the project, and this includes also the connections with the Netherlands funded regional ACCEL project.
- ❖ The PRODOC of the project in South Africa includes a full separate chapter (Nr. 6) on 'Sustainability' which was scheduled to be achieved in four ways: institutional anchorage (with EDD), alignment to policy priorities, broad and inclusive consultations, capacity strengthening, and research into available funding to the social economy. As we have seen in the above most of these intentions were indeed achieved.

Another element of sustainability is whether the projects will be benefiting from a follow-up phase, either as a cost extension or as a new project. This is already the case with the Trade project, which is going to continue, after a gap of almost three years, with the newly approved TF project entitled SUPPORT; the project is in contact with the EC and Canada about possible cooperation. In the case of the other global project, i.e. on the Care economy, it is unfortunate that after several rounds of revisions of the proposal for a second phase under the TF it did not get approved. The reasons are complex, and relate in particular to the fact that the donor felt that the proposal included too many of the activities that were in fact expected to have already been undertaken during the first phase or during the period of the approved no-cost extension (cf. the PRM Minutes of December 2018 and the follow questions from Flanders and the ILO Feedback); this decision could perhaps also partly be seen in the light of the misunderstandings related to the last minute cancelling of the launch of the care report discussed in the above. The GED unit of ILO is now discussing this proposal with the other donor from the first phase, i.e. Sida, but their funding will not be sufficient. The first phase has resulted in important outcomes as part of the innovative initiative on the Future of Work, and the question is if GoF's new priorities will be such that it would again be interested to continue funding such activities under a revised proposal.

The project in India is still active, and there has not been a discussion yet on a second phase. However, it is important to strive for the alignment to the TruStone Covenant. The project in Mozambique was considered by many as relatively small in terms of budget and larger projects are generally preferred for the future TF projects. For the Malawi project the responsible ILO unit has not yet discussed or written a proposal for a second phase, although the scheduled signing of the Collective Bargaining Agreement in June 2020 would have been an obvious landmark event to be guided and, significantly, to be followed up with capacity building activities and mediation on the side of the ILO; in the meantime the signing has been postponed due to the COVID19 crisis. For the bilateral social economy project in South Africa a second phase proposal (a 'cost extension') has been submitted and is currently being reviewed by the GoF for approval under their previous (2018-2019) country programme focusing on entrepreneurship (the 2020-2021 country programme is focussed on climate). This will not be funded from the TF but from bilateral funds.

19) To what extent have the planned activities of the activity led to other initiatives (seed funding or multiplier effect)?

Most projects did have an impact on other initiatives by other donors. The Trade project is discussing cooperation with the EC and Canada, and in the work on two case studies joint work is being investigated with several international organisations, including UNCTAD, UNESCAP and UNECA. On the care economy, ILO continues to work together with Sida, also a partner in the TF project. In India there are connections with the Netherlands funded child labour project partly in the same state and in the same sector. In Mozambique the project was aligned to the GoF country programme on health, which can also be said of Malawi where the programme focuses on agriculture. In addition, the Netherlands-funded regional ACCEL project on child labour is operating in supply chains in Africa including the tea sector. In South Africa the project was based on three earlier projects related to the social economy, enterprise development and SMEs. The two TF projects implemented between 2011 and 2016 in South Africa even led to global activities by UNCTAD, while two other interventions have at the least been inspired by the social economy projects, i.e. the recent regulatory framework on the solidarity economy

funded by the EU at the global level, and OECD's work on productivity in eco-systems (they seconded a staff member to work at ILO for that).

Component 2 Question 9: Is there an alternative model that would better fit the cooperation?

Whether the Trust Fund is the right vehicle for the stated goals should be looked at from two angles. For the GoF, the internal evaluation in 2015 concluded: "The Trust Fund supports Flemish policy on the international stage, offers space for the exchange of knowledge and the development of expertise and strengthens the networks towards the EU and the UN; it also provides insight into the functioning of ILO, resulting in a better starting position to influence the policy agenda." (*translated from Dutch*). This conclusion is as valid today as it was five years ago as was shown through the review of the current TF projects in this report. The present review not only demonstrated some major achievements and concrete results in the global stage as well as in terms of poverty reduction in sub-national regions of lower and middle-income countries, but it also showed that the Trust Fund is a good vehicle to align interventions to the policy priorities of the Government of Flanders and that it is flexible enough to adjust to the changing policy priorities of the successive governments. Overall, the Government of Flanders representatives in Brussels, Geneva and in the project countries who were interviewed during this review are also satisfied about the performance of the ILO in implementing the projects approved.

An alternative to the Trust fund could be a voluntary contribution through ILO's Regular Budget Supplementary Account (RBSA), which allows development partners to provide *un-earmarked* core funding to the ILO, increasing the Office's capacity to deliver and achieve results at country level. In 2018-19 eight governments supported the RBSA with a total amount of US\$ 27.3 million. (of which Belgium and the Netherlands together provided almost half). The ILO allocates RBSA funds flexibly when and where they are most needed. As a priority, RBSA resources are allocated to ODA-eligible countries, and are aligned with the results-based framework of the ILO. However, such un-earmarked funding would not provide Flanders the exposure in the international scene as described in the previous paragraph; in addition, visibility could be another issue while being one of the smaller donors compared to the other eight countries.

For the ILO the Trust Fund provides funding for projects in areas of mutual interest. Incidentally underfinancing in certain topics or areas can also be compensated with it. In addition, cooperation with Flanders experts in Brussels, Geneva and in the project-countries has been appreciated by ILO, in particular also the network in South and Southern Africa around the GoF representatives, offices and projects.

In conclusion, therefore, the Trust fund is the right vehicle for the goals set by both organisations, and next we will look at ways how to improve the functioning of this Trust fund.

Based on the suggestions by the different respondents, the present Review would like to propose the following **principles** for the future of the cooperation between the GoF and the ILO:

1. **Thematic focus:** The proposed themes should be based on the priorities of the GoF and should be aligned to the Programme and Budget 2020-21 of the ILO (see Box 1). The priorities of the GoF include in particular:

- Decent work for women and youth and Social Dialogue in Southern Africa (the current priorities of the 2016 Agreement);
 - Migration, human rights and corporate social responsibility (the priorities in the GoF Policy Note of 2019); and
 - New themes that might be announced by the new Flanders Government although this might well have a more domestic focus.
2. **Geographic focus:** The 2016 Agreement focuses on Southern Africa, but the Policy Note 2019 includes a country in North or East Africa (to be announced) and excludes South Africa itself from funding from the development cooperation budget (although future initiatives in this country might draw on other budget lines, e.g. for climate or external action).
3. **Size of projects:** The findings of this review indicate that larger projects are generally more effective and efficient especially in particular when funds are sufficient to employ dedicated project staff (at least one project coordinator); in addition, larger projects would have a proper independent evaluation. As we had seen in Chapter 2, while the bilateral projects in the past decennium were on average four times larger than the TF projects, the average size of the TF projects has decreased substantially from about US\$ 665,000 (2011) to 410,000 (2016). This might partly have been the result of the active lobbying among ILO Departments and Units from the side of the GoF and its representative in the mid 2010's; as a result, a relatively large number of projects were being considered often with smaller budgets.
4. **Strategic and/or programmatic cooperation:** Several respondents suggested a 'more strategic' cooperation but this concept is multifaceted; it could be a focus on one topic only, or an alignment to different types of broader programmes in which the ILO is involved:
- Focus on one topic: Skills development has been suggested because it is a priority for both GoF and ILO (as well as for the EC). This could also enhance the involvement of the ILO-ITC (who were deeply involved in the TF during the first two decennia of the cooperation contrary to the past decennium). The focus on one topic provides the advantage of being able to build on this topic over the years.
 - Alignment to broader programmes: Another option is to shift to funding broader programmes which are often already funded by several large donors either through pooled funding or otherwise. Examples of such broader programmes could be one of the five Flagship Programmes of the ILO:
 - a) IPEC+: focuses on the elimination of child labour in all its forms by 2025 and the eradication of forced labour, modern slavery and human trafficking by 2030 (hence, a TF project focusing on migration might consider aligning to IPEC+).
 - b) Safety and Health for All,
 - c) Jobs for Peace and Resilience (for conflict affected countries),
 - d) Social Protection Floor for All,
 - e) Better Work: an ILO-IFC cooperation which aims to lift millions out of poverty by providing decent work, empowering women, driving business competitiveness and promoting inclusive economic growth.

The disadvantage of such type of funding would be that the visibility of GoF funding might be much less as the larger donors will probably be allotted (or demand) greater exposure.

- Alignment to a national programme of the ILO: The “One ILO” approach: This programme operates at *national* level and the GB (October 2019)¹¹ described it as follows: “The ready-made garments sector in Ethiopia presents a noteworthy example of an integrated and holistic intervention. The Office developed a “One ILO” programme that draws primarily on the expertise of the Better Work, SCORE (Sustaining Competitive and Responsible Enterprises) and Vision Zero Fund programmes and that of the Governance and Tripartism and the Conditions of Work and Equality Departments. The programme operates according to the principle that its objectives at the national, sectoral and enterprise levels are complementary and thus progress in one will generate momentum towards achieving the others.”¹² This kind of national programmes has been fully implemented only in Ethiopia and is still in its initial stages; it is not a tried and tested approach, and it is likely to be evaluated only in the last quarter of 2020. Such an evaluation will provide more systematic information and would help GoF to decide if such an approach is useful to apply in the Trust Fund especially when priorities would tend towards global supply chains and/or inclusive industrialisation.

5. **(Stand-alone) projects:** The advantage of stand-alone projects is the flexibility to align to different themes and to respond quickly to current events (a good example is the India TF project); another advantage is that ILO can propose projects where there are financing gaps.

In conclusion, the recommendation from the review is to wait with allotting funds to a new project until the recommendations of the present review have been discussed between Flanders and the ILO at the next PRM which is recommended to be held in the last quarter of 2020. It is also recommended to explore the possibilities of having a project on migration (possibly combined with skills development and possibly aligned to IPEC+) in the country in North or East Africa that will be selected. Generally, the average size of projects is advised to be increased (similar to the size of the newly approved skills project) whereby staff could be funded (at least one dedicated project coordinator). Small projects can then still be used for flexible interventions following current events or new priorities. At the same time, it should be noted that the smaller the project, the more difficult it will be to interest other donors in the topic as there is less (or no) staff involved to engage with them and the project duration is generally shorter. In view of the disadvantage mentioned of larger programmes, like ILO’s five Flagship Programmes, it is not advised to put all the available funding there, but it might be tried once and then evaluated to see if this fits especially the visibility preferences of the GoF.

In practice, however, the current balance of the TF account is about US\$ 450,000 and the next contribution of about US\$ 510,000 is expected in the first quarter of 2021. As it is generally not efficient to keep large amounts unallocated on the TF account (as we have seen in Section 4.4), one project could be initiated after the next PRM which is recommended to be held in the last quarter of 2020; such a new project could well have a budget of US\$ 450,000, or, better still, a larger budget disbursed in two tranches over the years (e.g. a total of US\$ 750,000). This means that one small project of about US\$ 200,000 could also be approved in the coming 1.5 years or so.

¹¹ https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_722485.pdf

¹² It concerns: “SIRAYE: A programme on Advancing Decent Work and inclusive industrialization in Ethiopia: A comprehensive and coordinated programme involving ILO’s key components: BetterWork, Vision Zero Fund, SCORE, LABADMIN and INWORK to promote decent work and inclusive industrialization in Ethiopia.” (for more information see: https://www.ilo.org/africa/technical-cooperation/WCMS_687547/lang--en/index.htm).

With respect to the *evaluation modalities* of the 2016 Agreement, it is important to know that this agreement does not have an end-date, and that *every four years* an independent review of the overall cooperation should be undertaken (see also Chapter 1). It is important that this continues, and such a period of four years is also sufficiently long to merit such a review. The agreement might be renewed at one point depending on the preferences of both partners, and in particular also depending on the follow-up jointly agreed by GoF and ILO following the present review. With respect to individual projects under the cooperation, if projects would be larger, then an *independent* evaluation might become required although that applies only to projects over US\$1 million. A cluster evaluation approach for several similar projects might be considered but the diversity of the present portfolio might well be too large for that. The regular ILO-EVAL policy then continues to be followed with a Final internal evaluation for projects of US\$ 500,000 to 1 million and a Final self-evaluation for projects under US\$ 500,000.¹³

4.7 Visibility

20) How have the activities contributed to the visibility of the selected projects, of the ILO and Flanders?

Visibility is discussed in Article 17 of the 2016 Agreement where it is stated that the ILO will take all appropriate measures to publicize the fact that a programme or project has received funding from the Government of Flanders; information provided will acknowledge that a project was carried out ‘with funding by the Government of Flanders (Belgium)’ and will display the logo of the Government. This seems generally to have happened structurally; however, the Care report does not carry the logo of either the GoF or Sida on the cover but in contrast on the very last page; this *conformed to* the ILO regulations at that time, which have since changed and logos of donors are nowadays preferably included on the cover page which for example was the case with the Trade Handbook (see the images in Annex 6).

Paragraph 2 of article 17 indicates that the GoF will take all appropriate measures to communicate in Flanders on the mission and realizations of the ILO, which seems to have happened as far as the review could tell. Another paragraph indicates that each proposal will have to provide a clear communication and visibility plan, and the final progress report of each project should report on this plan. However, none of the projects had a clear visibility and communication plan, perhaps because some were already proposed in or before 2016. Such a plan should also include a project website that is updated. Regarding the final progress reports, two projects are still active and thus have not yet produced these reports. The final progress reports for the Trade and Malawi projects did not discuss visibility and communication issues at all, while the two other final progress reports discussed the issues at stake as follows. For example, the final report of the Care project discussed the visibility of donor and ILO several times as components of workshops and reports while communication activities have partly been undertaken through ILO’s communication department (DCOMM). The Mozambique final progress report (2019: 19) reported in detail about visibility and communication, and the use of social media, community radio and TV, newspapers and information material and its dissemination has played a very relevant role to increase the number of young workers with knowledge on HIV matters and promotion of rights at work.

¹³ https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

A case has been made by several respondents for more communication and information with the representatives and offices of GoF and ILO in the countries where the projects are implemented. This applies also to the initial stages of projects and the development of proposals. The local support base ('*draagvlak*' in Dutch) would be substantially enhanced if this is the case. Communication with the representatives of Flanders in Malawi, Mozambique and South Africa has in particular been infrequent, and this can partly also be attributed to their busy portfolio of bilateral projects in the country programme.

4.8 Summary of Findings on Component 2

The key findings on Component 2 have for the sake of clarity and overview been summarized and brought together in Box 2 below.

Box 2: Key Findings on Component 2

Key finding 1: *The clear advantage of having a thematic focus on decent work for women and youth and on social dialogue is that it provides guidance to the selection of projects funded and that it could promote the visibility of the GoF in those areas. However, the thematic focus chosen is quite broad, and decent work for women/youth and social dialogue are already important cross-cutting issues for each and every project and programmes of the ILO.*

Key finding 2: *The advantages of the geographic focus on Southern Africa is that it provides guidance to the selection of projects and that it could promote the visibility of the GoF in those regions supported by the Flanders representative offices and country programmes in the three partner countries. The geographic focus is expected to be widened by the new commitment of the GoF to contribute to tackling the root causes of migration in North and/or East Africa.*

Key finding 3: *As the types and nature of activities undertaken are widely spread both thematically and geographically, there is not much mutual reinforcement between the projects, although there is a definite continuity in some areas (e.g. social economy and trade).*

Key finding 4: *The selection of projects should continue to be as much as possible a joint task between ILO and GoF whereby the PRM has a pivotal role in reviewing proposals, the Flanders Representative to the UN in Geneva in mediating with ILO, and PARDEV in liaising between the GoF and ILO's respective administrative units. Alignment to the priorities of GoF and ILO should be of prime importance.*

Key finding 5: *The TF provides for a variety of projects which have proven to be in several cases of interest to other donors and partners as well as targeting vulnerable populations. Funding for imminent opportunities and a rapid decision-making capacity of the trust fund was shown clearest in the case of the India project.*

Key finding 6: *The in-kind support in the form of expertise and human resources was appreciated very much by stakeholders, in particular the involvement of Flemish experts (e.g. SERV and KU Leuven). It would be beneficial if such experts could be involved earlier on in projects preferably at the stage of writing the project document.*

Key finding 7: *Cooperation modalities of other comparable donors can provide some lessons although the GoF seems to be the only Non-State Government that provides substantial funds for implementing projects. While the ILO-Sida Partnership Agreement focuses very much on one of ILO's P&B Outcomes i.e. youth employment, the ILO/Korea Partnership Programme funded projects in just four countries focussing on three priority areas. The Flanders-UNESCO cooperation is currently being evaluated.*

Key finding 8: *Striking a balance between operational projects and projects to support standard setting work at HQ depends on the GoF priorities with an important role for the Flanders representative in Geneva as well as on the priorities of the ILO (P&B Outcomes, DWCP, etc.) and on the current financing situation within ILO as judged by PARDEV. Both types of projects could well use extra-budgetary funding depending also for example on special events like Centenary initiatives and GB decisions.*

Key finding 9: *The workload implications for ILO and Flanders of managing the TF were not considered too heavy by the respondents during the review. At the same time, at various PRM's there was a lack of*

specific ILO project staff either in person or online, while the GoF representatives in the partner countries indicated that their agenda was rather full with managing the Flanders country programmes. Generally, regularity of conducting the PRM is recommended, and the next one is advised to be held in the last quarter of 2020 to discuss the implications of the recommendations of the present review.

Key finding10: *With respect to a possible alternative model that would better fit the cooperation the Review found that the Trust fund is the right vehicle for the goals set both by the GoF and by the ILO. Then, in order to look at ways how to improve the functioning of this Trust Fund the present Review proposed several principles, i.e. the thematic and geographic focus (present and future), the size of the projects, the possible strategic cooperation versus individual projects, and ways to prevent funds from remaining unutilised for long periods. Generally, the average size of projects is advised to be increased (similar to the size of the newly approved skills project) whereby staff could be funded (at least one dedicated project coordinator) and proper evaluations can be held.*

5 Conclusions and Recommendations

5.1 Conclusions

The conclusions drawn have been categorized according to the seven review criteria used in this review. The findings for Component 2 are also separately summarized in Box 2 in Section 4.8. The **Relevance** of the nine projects under review to the local and national contexts and needs and/or to global issues is overall quite high and this has been analysed clearly in the different project documents (PRODOC). The relevance of the GoF-ILO cooperation to the mandate and priorities of Flanders is also high. This was very clear in 2015 at the time of the Internal Self Evaluation of the Department International Flanders and remains very high through the new accents set in the 2019 Policy Note on Foreign Policy and Development Cooperation 2019-2024. This includes the confirmation that Flanders takes care of its interests within a multilateral framework, that Flanders commits to contribute to tackling the root causes of migration in North and/or East Africa, that Flanders propagates the values contained in the human rights treaties in its international policy, and that the Flemish Government encourages companies to respect human rights and to focus on international corporate social responsibility. Other priority areas for Flanders come from the policy notes of other Departments. Lastly, the relevance of the cooperation is also high to the mandate and priorities of the ILO and this was analysed in detail in the PRODOCS, including the alignment to the DWCP's and UNDAF and to the ILO's Programme and Budget (P&B) outcomes 2020-2021 and ILO's Centenary Initiatives.

Most of the nine projects adhere to the thematic focus on decent work for women and youth and on social dialogue as laid down in the 2016 agreement. The clear advantage of having a thematic focus is that it provides guidance to the selection of projects funded by the GoF and that it could promote the visibility of the GoF in those areas. However, the thematic focus chosen is quite broad, and decent work for women/youth and social dialogue are already important cross-cutting issues within the ILO for many years. The geographic focus on Southern Africa in the Agreement is adhered to by four projects. The phasing out of the funding from the development cooperation budget with South Africa is limiting the options somewhat for projects but future initiatives in this country might well draw on other budget lines (e.g. for climate or external action). At the same time, the GoF policy note added one more priority (in North and/or East Africa). The relevance of most issues with which the projects deal was enhanced through the collaboration, for example through landmark reports, through links to corporate social responsibility, or through enhanced social dialogue (and in the case of Mozambique even with an informal sector association).

Several steps were identified in the 2016 Agreement for the selection of projects (Annex 4). In general, it is a joint task between ILO and GoF whereby the PRM has a pivotal role in reviewing proposals, the Flanders Representative to the UN in Geneva in actively contacting ILO staff concerning topics or projects, and PARDEV in liaising between the GoF and ILO's respective administrative units. The selection of projects has in the past years generally been done in quite varying ways. Important logical and up to date factors have been networking, alignment to the bilateral country programmes of Flanders or to ILO's Centenary Initiative, and concerns over the

use of child labour. That the project selection is not done in an institutionalized manner with for example a full-fledged Call for Proposals is also logical because the resulting increase in the workload seems not proportional to the size of the average project budget; in addition, it would require a further determination of thematic focus while the spirit of the cooperation seems that of a joint selection procedure. That being said, the selection process can sometimes be quite long and even then, in the end not result in an approval.

In terms of internal **Coherence**, the nine projects were generally well aligned with ongoing other ILO interventions either of ILO Country Offices, ILO Centenary initiatives, the ILO Global Commission on the Future of Work, and other UN Agencies. In terms of external coherence there are many examples of the way in which Flanders and ILO coordinate with similar interventions by other agencies and these are specific to each of the projects involved.

Effectiveness has been discussed only for the six projects that are completed or are in their final phases. Most of these projects have a running time of between two and three years, which was found to have been adequate for most of the outcomes specified in the PRODOC although in many cases a no-cost extension was required. The geographic coverage differs substantially between projects with two global projects, one with a nation-wide and three with sub-national coverage. In terms of outputs, the six projects produced several major and/or landmark publications which are widely used and quoted, i.e. the Trade Handbook, the Care report and the Green paper on the social economy. Other important achievements include an international tripartite Advisory Committee on trade arrangements, training manuals on childcare, a state-wide tripartite engagement strategy, capacity building e.g. on social dialogue, a diagnostic study and legislative gap analysis on the tea plantation sector, and a survey of social economy organisations. The objectives of the different projects are laid down in the results frameworks of the PRODOCs and are specified varyingly as Immediate Objectives, Outcomes or Result Areas. Table 2 indicates the completion rates of these objectives for the six projects and it shows that those projects that are closed have very high completion rates as per the self-evaluation.

The Trust Fund as a whole is managed through the annual Programme Review Meeting (PRM) alternately held in Brussels and Geneva, and the projects themselves are managed varyingly in ad hoc ways mostly described already in the PRODOC. The administrative unit of ILO in Geneva is hereby usually important, as are the ILO Country Offices (sometimes in a different country than where the project is located) and sometimes CTAs or NPCs for varying periods of time (depending especially on the available budget). Tripartite project advisory or steering committees are usually important to engage the national constituents. The DWT team in Pretoria was in fact only involved in the bilateral social economy project. Technical reporting has generally been complete following the periodicity laid down in the PRODOCs with annual or half-yearly progress reports and a Final Progress Report (FPR) upon closure. The quality of reporting could sometimes be improved, and the results framework is not always systematically applied. The financial reports are still activity-based, but ILO's regulations have now changed, and *new* projects will be outcome-based.

The Trust Fund can also have a catalytic nature in terms of being able to provide seed funding and funding for imminent opportunities. A rapid decision-making capacity was shown clearest in the case of the India project which was triggered by concerns on the use of child labour in the natural stone industry; this project might well have given a little push in the right direction to other projects (partly) in the same industry (e.g. a Dutch Child Labour project). While the Malawi

and Mozambique projects could rather be considered as spin-offs of the GoF respective country programmes, the global trade and care projects were innovative with landmark publications.

Involving Flemish expertise on a voluntary basis has also been laid down in the 2016 Agreement. In the past this seems to have happened more often than in recent years, e.g. the Social and Economic Council of Flanders (SERV) was deeply involved in the port, infrastructure and social dialogue projects in South Africa. Some organisations are mentioned in the three new projects as potential partners (e.g. SERV, the Belgium wing of the Global Apprenticeship Network-GAN, Ghent University, KU Leuven, BELTRAMI, etc.). Significantly, one professor from KU Leuven was a member of the international Advisory Committee in the first phase of the Trade project and he will continue this position in the follow-up project (SUPPORT). Stimulating internships was also included in the 2016 Agreement, but the way internships are organised in Flanders differs from the way the ILO has organized them, and this hampers a smooth implementation allowing only for a few interns in the past five years.

In terms of comparable donors, the GoF seems to be the only Non-State Government that provides substantial funds for implementing projects. In terms of comparable cooperation modalities three such modalities were looked at. The ILO-Sida Partnership Agreement focused on youth employment in 24 countries and is therefore quite different from the cooperation between the GoF and ILO. In contrast, the ILO/Korea Partnership Programme funded projects in just four countries in South-East Asia and was focussed on three priority areas: Skill development, Social Protection Floors and Labour Law Reform. This comes closer to the GoF-ILO cooperation in terms of geographic focus, while the three thematic focal areas may serve as an example. The third cooperation modality looked at is the GoF-UNESCO Trust Fund which is more programmatic; this has the disadvantage of less visibility and less control over the allocation of funds.

The promotion of Gender Equality is also mentioned in the 2016 Agreement, and as a cross-cutting issue in the ILO it is fully ingrained in the way ILO operates, from the structure of the PRODOC, to the Results Based Management and Logical Framework, to progress reporting structures and the templates for internal and external evaluations.

The widely varying projects did encounter a number of **constraining factors**, of which the limited project staff was the most important one. Other such constraints were coordination among multiple government departments, differences of opinion among the constituents, limited availability of data, the administrative burden in the planning of seminars, delays of various kinds, a less developed results framework, the high incidence of informality in some sectors, the seasonality as well as the sensitivity of certain issues in the tea sector (e.g. child labour), and the lack of an ILO Country Office in Malawi and Mozambique. There were also a number of **Success factors** of which again the longer-term presence of a CTA or NPC was most important. Other factors are the institutional embedding in national policies, the commitment of constituents, the support from the GoF and its representative in Geneva, the alignment to the GoF country programmes, the PAC/PSC, the international Advisory Committee on trade, the embedding in the ILO Centenary Initiative, the continuity provided by predecessor projects, and the close-knit network of ILO and Flanders experts in South Africa.

Overall the **Efficiency** of the projects was satisfactory. They were implemented in an efficient way following the rules and regulations of the ILO financial monitoring systems. Worldwide, ILO

projects spend often 40% or more on staff costs, but in the projects under review here only a limited number of staff was employed and mostly for only a part of the project duration. The most important reason for this is the relatively modest *average* budget for the six projects (about US\$ 500,000). The large majority of the funds were thus used for actual activities, i.e. trainings, subcontracts, consultants to write reports, events to launch reports, seminars, etc. Cost-sharing of staff with other ILO projects has in exceptional cases formed a solution. No-cost extensions were more the rule than the exception, but this applies to the majority of ILO's projects worldwide.

The efficiency of the Trust Fund as a whole can be somewhat improved as the yearly closing balances systematically showed a substantial positive balance. With the recent approvals of the two larger projects on Skills and Trade the balance has decreased to just over US\$ 450,000. Lastly, it has to be underlined that the regularity and reliability of the transfer of the yearly contribution of the Government of Flanders to the Trust Fund is a very Good Practice.

The ILO clearly leveraged its strengths in all projects to enhance cost-efficiency involving regular ILO staff in Geneva, the ILO Country Offices and the Decent Work Team (DWT) in Pretoria. In addition, cost-efficiency was also leveraged in specific ways, in particular in the shape of joint funding, e.g. with the EC, Switzerland, Canada, Sida and the British Council. Other types of cooperation were undertaken with UNICEF, UNFPA, the Rosa Luxemburg foundation and the Sustainable Trade Initiative (IDH).

Striking a balance between operational projects and projects to support standard setting work at HQ depends in the first place on the priorities of the Government of Flanders as laid down in the 2016 Agreement and in the GoF Policy Note 2019. Both types of projects could well use such funding, but it depends more on the GoF priorities whereby the Flanders Representative in Geneva plays a mediating role, on the alignment to ILO's priorities, and on the current financing situation within ILO as judged by PARDEV. In general, the administrative and financial workload is often almost similar for small projects than for larger projects making larger projects more cost-efficient as well as more likely to be exposed to independent evaluation according to ILO's evaluation policy. The pivotal role played by the PRM needs to be acknowledged, and it is considered a good practice that the PRM is being held alternately in Brussels and in Geneva. Considering time efficiency, it must be said that there were varying periods of delays as a result of the constraining factors discussed in the above and sometimes as a result of the COVID-19 crisis, and no-cost extensions were approved for four projects. On the whole, however, time efficiency seems to have been satisfactory.

With respect to *Results*, Table 2 provides the completion rates and highlights for the outcomes and key result areas. In terms of impact, the varying capacity building activities of the tripartite constituents and of workers, women and youth are important to mention as these are expected to have a lasting influence. The same holds for the awareness raising and advocacy campaigns organised. Ownership of the projects and its activities varied among the six projects from the very highly committed Ministry of Economic Development in South Africa, through special ways of engaging the constituents, to the two global projects where ownership should rather be measured by the degree to which the global community has embraced the projects and the key reports. In addition, the four country projects also made varying contributions to the local economic and social development.

In the area of **Sustainability**, an explicit 'Exit strategy' is important, but none of the six projects had such a strategy, and three of them did also not include anything on sustainability. Three other projects had some plans for sustainability such as the involvement of the tripartite constituents and partners at all levels of the project implementation, collaboration with other development actors, institutional anchorage, alignment to policy priorities, broad and inclusive consultations, capacity strengthening, and research into available funding. Another element of sustainability is whether the projects will be benefiting from a follow-up phase; this is already the case for the Trade project, and a second phase proposal has been submitted for the social economy project in South Africa. For the other projects this seems at present more difficult. The projects did also have an impact on other initiatives by other donors and/or partners, such as the EC, Canada, UNCTAD, UNESCAP, UNECA, Sida, OECD and two Netherlands funded projects on child labour.

With respect to *a possible alternative model* that would better fit the cooperation the Review found that the Trust fund is the right vehicle for the goals set both by the GoF and by the ILO. Then, in order to look at ways how to improve the functioning of this Trust Fund the present Review proposed several principles, i.e. the thematic and geographic focus (present and future), the size of the projects, the possible strategic cooperation versus individual projects, and ways to prevent funds from remaining unutilised for long periods. The recommendation from the review is to wait with allotting funds to a new project until the recommendations of the present review have been discussed between Flanders and the ILO at the next PRM which is recommended to be held in the last quarter of 2020. It is also recommended to explore the possibilities of having a project on migration (possibly combined with skills development and possibly aligned to IPEC+) in the country in North or East Africa that will be selected. Generally, the average size of projects is advised to be increased (similar to the size of the newly approved skills project) whereby staff could be funded (at least one dedicated project coordinator). Small projects can then still be used for flexible interventions following current events or new priorities. In view of the disadvantage mentioned of support to broader programmes (i.e. reduced visibility and control), it is not advised to put *all* the available funding in for example one of the five Flagship Programmes of the ILO, but it might be tried once and then evaluated to see if this fits especially the visibility preferences of the GoF.

In practical terms, the current balance of the TF account is about US\$ 450,000 and the next contribution of about US\$ 510,000 is expected in the first quarter of 2021. As it is generally not efficient to keep large amounts on the TF account, one project could be initiated after the next PRM with either a budget of US\$ 450,000, or a larger budget disbursed in two tranches (e.g. a total of US\$ 750,000). This means that one small project of about US\$ 200,000 could also be approved in the coming 1.5 years or so.

The last of the seven review criteria is **Visibility** which is also included in the 2016 Agreement. The guidelines for acknowledgements and placing of logos were mostly followed; however, it is advised that logos should be placed on the cover of all documents produced in the project (not at the back), and that ILO's distinct Brand and Style manuals are followed for all products. It is also advised to have a clear visibility and communication plan, including an updated project website, which was not the case with most of the current six projects. Lastly, enhanced communication with the representatives and offices of GoF and ILO in the countries where the projects are implemented is advised in order to increase the local support base.

5.2 Recommendations

- 1) **Continue with the Trust Fund modality because it has shown to have a significant relevance** not only for the local and national contexts and needs in project countries and for global issues, but also for the achievement of the goals of the two partners of the cooperation, the Government of Flanders and ILO.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO and GoF	Medium	Ongoing.	Yearly contributions by GoF

- 2) **Increase the involvement of key stakeholders at all stages of the project** including in the writing of the project document, and this includes in particular the country representatives of GoF and ILO and the tripartite constituents (even in global projects since there are various *regional* employers and workers' organisations).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF, tripartite constituents and project staff	High	Starting from the design phase of projects	Yearly contributions by GoF

- 3) **Maintain a high level of attention for issues related to Gender Equality** and make sure they are included in all the M&E tools, such as **Log Frame, Theory of Change and Risk Analysis**. In future projects pay attention to **the disability inclusion component and to non-discrimination**.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ and project staff	Medium	Starting from the design phase of projects	Yearly contributions by GoF

- 4) **Enhance timely coordination on the organisation of major events** especially those where landmark reports and other achievements are to be launched and disseminated (use draft reports for the preparation when the published versions are not yet available).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF, tripartite constituents and project staff	Medium	Ongoing	Yearly contributions by GoF

- 5) **Move as much as possible to projects with a larger average size in terms of budget**, and make sure that each project **employs dedicated staff for the duration of the project** (e.g. a national project officer).

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF	High	Ongoing	Yearly contributions by GoF

- 6) **Organize a Programme Review Meeting (PRM) in the last quarter of 2020 and decide on the present review's recommendations** as well as **discuss a new project to be funded**; ILO should thereby make sure that key project staff will attend the PRM in person or online.

Responsible Unit	Priority	Time Implication	Resource Implication
------------------	----------	------------------	----------------------

ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF and project staff	High	Last quarter of 2020	Yearly contributions by GoF
--	------	----------------------	-----------------------------

- 7) **Stimulate to conduct in every project regular meetings of the Project Steering/Advisory Committee**, monitor the quality of technical reporting, and use outcome-based budgeting (IRIS) as much as possible for financial reporting.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF, tripartite constituents and project staff	Medium	Ongoing projects	Yearly contributions by GoF

- 8) **Maintain in each project those activities that can enhance the impact of the project and the ownership among tripartite constituents**, such as capacity building, awareness raising and advocacy campaigns, and make clear plans for the sustainability of the project by developing an exit strategy in each project.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF, tripartite constituents and project staff	Medium	Ongoing projects	Yearly contributions by GoF

- 9) **Focus on the latest priorities of the GoF when selecting new projects** and based on that quickly approve a new project which should be tightly aligned to ILO's ongoing programmes and related to specific CPOs/DWCPs and to specific Policy Outcomes whereby the financing needs of PARDEV can be taken into account. **A few alternatives are proposed as follows:**

- A project on migration in the North or East African country selected by GoF (possibly combined with skills development and possibly aligned to IPEC+);
- Fund part of a broader programme, in particular one of the five Flagship programmes of the ILO, and evaluate immediately what impact this has on GoF's preferences for visibility and control over the funds in terms of adherence to its policy goals.
- Small projects can be used for flexible interventions following current events or new priorities.
- Reconsider possible second phases of recently completed projects, such as the Malawi project (Collective Bargaining Agreement guidance and capacity building) and the Care project (Women at Work and Future of Work initiatives); however, the fact that the projects have by now been closed may not make it easy to 'follow-through' in practice.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF, tripartite constituents and project staff	High	Last quarter of 2020	Yearly contributions by GoF

- 10) **Intensify cooperation with the Netherlands-Flanders Covenant entitled the 'TruStone Initiative'** by the project in India (that will still run for another year).

Responsible Unit	Priority	Time Implication	Resource Implication
------------------	----------	------------------	----------------------

ILO, GoF, CO New Delhi	Medium	Coming months	Yearly contributions by GoF
------------------------	--------	---------------	-----------------------------

11) Make clear contingency plans to cope with the COVID-19 pandemic in terms of preparing partners for online meetings, involving national project staff and coping with inevitable delays.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, local representatives of ILO and GoF, tripartite constituents and project staff	High	Coming months	Yearly contributions by GoF

12) Include a clear and detailed visibility and communication plan, including plans for an updated project website, in each project document; this can be adhered to only in the larger projects.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, GoF, ILO administrative units in HQ, and project staff	High	Last quarter of 2020	Yearly contributions by GoF

6 Lessons Learned and Good Practices

This chapter introduces three lessons learned (LL) and two good practices (GP) from the experience gained by evaluating the ILO-Flanders Cooperation in the present report.

Lessons Learned

One of the purposes of evaluations in the ILO is to improve project or programme performance and promote organizational learning. Evaluations are expected to generate lessons that can be applied elsewhere to improve programme or project performance, outcome, or impact. The ILO/EVAL Templates are used below for the three identified Lessons Learned (LL).

- LL1: In order for the priorities of the GoF to make a difference in the selection of projects they could be made more specific beyond the mainstreamed cross-cutting issues of the ILO.*
- LL2: An important lesson is the importance of a dedicated full-time project manager for the overall duration of the project. Project coordination, research, communication, event organization and direct technical assistance in the field are substantive and time-consuming activities per se.*
- LL3: Make sure that each and every project has a proper and systematic Results Framework, Log Frame, Theory of Change and Risk Analysis, as well as a visibility and communication plan and a website and that coordination is done through a PSC/PAC.*

Good Practices

ILO evaluation sees lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below. There are two Good Practices (GP) that emerged in the Partnership that could well be replicated under certain conditions in other projects and/or countries.

- GP1: The Good Practice is the close alignment not only to the local and national contexts and needs in project countries and to global issues, but also to the achievement of the goals of the two partners of the cooperation, the Government of Flanders and ILO.*
- GP2: The Trust Fund provides a good practice in that project identification is done jointly by GoF and ILO and that there is flexibility to include projects that respond to immediate needs.*

These ILO Templates for these lessons learned and good practices are provided in Annex 7.

Annex 1 Terms of Reference (TOR)

Independent Review of the ILO/Flanders Technical Cooperation Fund Final Terms of Reference, April 2020

1. About the ILO/Flanders Trust Fund

1.1 Background

The cooperation between Flanders and ILO goes back to 1991 when Flanders and the International Centre for Advanced Technical and Vocational Training of the ILO in Turin (now ILO's International Training Centre) signed their first agreement. The relations initially focused on study tours to Flanders and training sessions in Geneva and Turin organized with the support of the Government of Flanders. Gradually, Flanders started financing long-term projects implemented by the Training Centre in Turin and the ILO headquarters.

In March 2011, the Government of Flanders and the ILO signed a new Framework agreement, which provided a broad and coherent policy framework for all voluntary contributions from the Government of Flanders, both Trust Fund contributions and technical development assistance. That agreement was replaced by a new cooperation agreement signed in March 2016 between the Government of Flanders and the ILO. Since the last renewal of the cooperation agreement, the priority is on promoting decent work for women and young people, with particular attention to social dialogue. Geographically there has been a focus on Southern Africa.¹⁴

1.2 Supported activities

The ILO Development Cooperation Dashboard (DC Dashboard) and the ODA database from Flanders¹⁵ provide details of Flanders (Department of Foreign Affairs, Government of Flanders, Belgium) supported development cooperation projects. The DC dashboard enlists 23 DC projects from 2010 until the 15th Jan 2020 worth USD 21.9 million. These projects are spread across Africa, Asia, Latin America and Europe regions, along with support to ILO Headquarters administered projects. A large proportion of this support (USD 18.69 million of the USD 21.9 million) is concentrated in Africa. The policy areas supported through these projects are Employment, Governance, Support and Management, Social Dialogue, Standards and Fundamental rights at work. A list of recent projects is presented in Table 1 below.

2. Independent Review: Scope, Methodology, Management and Deliverables

2.1 Mandate and purpose

The Cooperation agreement between the Government of Flanders and the International Labour Organization (dated 7 March 2016) stipulates in Article 5§8: *“Every four years, starting from the signature date of the current agreement, an independent review of the overall cooperation conducted under the present agreement will be undertaken. The cost of this overall review will be covered under this Trust Fund.”*

¹⁴ More information available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms_179328.pdf
<https://www.fdfa.be/en/international-labour-organization>

¹⁵ ILO Development Cooperation Dashboard filtered on Flanders (<https://www.ilo.org/DevelopmentCooperationDashboard/#bpwzmcl>); ODA database from Flanders (<https://awesome-table.com/-LMwGw0wqJDAKoJ7LG7O/view>).

The primary purpose of this independent review is to provide advice to the Government of Flanders and ILO concerning the future directions of cooperation under the ILO/Flanders Trust Fund¹⁶ (henceforth termed as Trust Fund in this document). The review should assess the trends in the cooperation areas (2016 onwards), generate evidence of key achievements and/or challenges, particularly those related to modality and delivery mechanisms. The principle objective is to generate an understanding of current strengths and weaknesses and provide recommendations for more strategic and effective collaboration between the two development cooperation partners in the near future.

2.2 Scope

The review should examine the relevance, coherence, effectiveness, impact (where possible) and sustainability of all Trust Fund supported activities under the current agreement starting in March 2016. As the policy directions on development cooperation have changed, the bilateral development projects with ILO are phasing out and the focus will be on Trust Fund activities. It will also review the effectiveness of the cooperation mechanism as a whole under the current agreement in comparison with previous forms of cooperation with the ILO.

The review will have two distinct but interlinked components. The focus of the two components are as below:

2.1.1 Review of performance of current projects (2016-2020) under the Trust Fund: This component will take an evaluative approach (preferably a synthesis review approach) and, to the extent possible, use the OECD/DAC recommended evaluation criteria.¹⁷

It is important to note here that all evaluations in the ILO follow procedures prescribed [Policy Guidelines for Evaluations](#) developed by the ILO Evaluation Office (EVAL). The type and timing of mandatory evaluations of DC projects in the ILO depends on the size and duration of the project. Given that some of the Flanders supported project were of small budget size, they have not necessarily undergone separate independent evaluations and may only have been the subject to self or internal evaluations.¹⁸

A mapping of available documents relating to DC projects supported by Flanders for the period 2016-2020 shows that for all completed projects in this duration, final progress report in self-assessment format are available (Table 1)¹⁹. In addition, the required periodic progress reports and minutes of annual review meetings are also available and contain reliable information regarding progress, achievements and challenges the projects faced.

The reviewer(s), as mentioned above, will take a synthesis review approach wherein evidences around standard evaluation criteria, as well as emerging feedback on funding modality and

¹⁶ Also called General Fund

¹⁷ Recently revised criteria and their explanation is available at: <https://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

¹⁸ This review exercise will NOT replace any mandatory evaluation-self, internal or independent- that are required as per the ILO evaluation policy guidelines.

¹⁹ The mapping will be updated during the inception phase

implementation mechanisms/experiences will be collated and analysed. The review will also examine whether the supported activities meet the funding criteria as set out in the agreement.

Given the wide range of thematic and geographic spread and different timelines of the projects to be reviewed under this assignment, providing extensive feedback on individual projects might be challenging. EVAL, therefore expects that the review will focus on bringing up issues that cut across the projects and are useful in considering future collaboration. The review should bring up good and poor practices and lessons that might be useful to consider in near future.

This review will cover the following Trust Fund projects:

Table 1 List of Projects

	TC Symbol and title	Time period	Financial Value (USD)	Admin unit	Evaluative evidence available
10.	GLO/14/05/FLA: Worker rights in globalising economies: assessment of labour provisions in trade and investment arrangements (Closed)	July 2014- July 2017	600,000	RESEARCH	Self-evaluation report and Final Progress Report (FPR) with self-assessment elements ²⁰ are available.
11.	GLO/15/42/FLA: Decent Work and the Care Economy: Recognizing, rewarding and redistributing care work (Closed)	April 2016- June 2018	434,240	GED	FPR in self-assessment format is available.
12.	IND/18/51/FLA: Paving the way for a sustainable natural stone industry in India (Active)	August 2018- July 2020	400,000	SECTOR	FPR in self-assessment format is scheduled at the end of the project
13.	MOZ/16/50/FLA: Scaling up the Voluntary Counselling and Testing at Work (VCT@Work) Initiative in Mozambique (Active)	Apr 2017- June 2019	200,000	ILOAIDS	FPR is available in the new self-evaluation format
14.	MWI/17/050/FLA: Promoting decent work on tea plantations in Malawi's Thyolo District (Active)	May 2018- May 2020	339,840		FPR in new self-evaluation format is at the end of the project
15.	ZAF/16/01/FLA: Development of a social economy Policy in South Africa (Active)	June 2017- June 2020	1,022,062	COOP	Midterm internal evaluation report (draft) available. Final independent

²⁰ The final progress report template includes self-assessment along key evaluation criteria such as relevance, effectiveness, efficiency and sustainability. Since March 2019, a more comprehensive template is in place with mandatory self-evaluation sections for projects up to USD 500,000.

					evaluation planned for Mar-June 2020.
--	--	--	--	--	---------------------------------------

Broadly, this component should cover following aspects:

Relevance

- How relevant were the projects to local and national contexts and needs, including that of the beneficiaries?
- How relevant are the projects to the mandate and priorities of the ILO and Flanders? Did the projects fit well with the Decent Work programme of the ILO in project countries?
- Did the Flanders-ILO collaboration enhance the relevance of an issue that was not getting sufficient attention despite being important (visibility and positioning)?
- Was the relevance (of the issue being addressed) enhanced due to the strategic nature of the projects (for instance, supporting normative work, addressing critical gaps in ongoing activities etc.)?

Coherence

- Were the projects in line with or complemented other ongoing interventions based on thematic or strategic fit? Did the ILO leverage its expertise and resources in a manner that reflects a coordinated approach to work?
- Did Flanders and ILO coordinated with similar interventions being done by other agencies (government/non-government)?

Effectiveness

- To what extent was the timeframe, the geographic coverage and thematic coverage of the projects adequate?
- Did the selected set of activities produce expected outputs?
- To what extent have the projects achieved their desired results and objectives?
- How effective and efficient are the governance, coordination and management structures of the projects under review?
- Did the projects' design and implementation indicate a conscious effort to mainstream gender and inclusion related mandate of the ILO and Flanders?
- What are the key factors that facilitated and/or inhibited attainment of project objectives?

Efficiency

- Were the projects implemented in a cost-efficient manner?
- Are there indications that in implementing the project, ILO leveraged its strengths to enhance cost-efficiency (for instance, better internal coordination, use of in-house expertise etc.)?
- Are the projects implemented in a time-efficient manner?

Results

- What are the outcomes/key result areas across the projects?
- To which extent did the projects contribute to local economic and social development?

Sustainability

- What mechanisms have been put in place to ensure that the results of the activity are sustainable?
- To what extent have the planned activities of the activity led to other initiatives (seed funding or multiplier effect)?

Visibility

- How have the activities contributed to the visibility of the selected projects, of the ILO and Flanders?

2.1.2 Review of the cooperation mechanism governing the Trust Fund

The second component of the review will focus on the evolution of the cooperation modality with ILO, namely the Trust Fund (also termed as technical cooperation fund) set up in 2001, its advantages, disadvantages and emerging suggestions for the future. The review should aim at answering the following questions with regard to the current cooperation modality (where possible compared to the previous trust fund mechanism):

- What are the possible advantages and disadvantages of the thematic focus on youth, women and social dialogue?
- What are the possible advantages and disadvantages of the geographic focus on Southern Africa? Is there any advantage or opportunity in widening the geographic preference?
- Does the Trust Fund have a catalytic nature in terms of being able to provide seed funding and funding for imminent opportunities?
- Are the different types of activities well spread (thematically and geographically) and do they reinforce each other?
- How should the Trust Fund strike a balance between operational projects and projects to support standard setting work at HQ –Which of the two has the most need for extra-budgetary funding?
- What are advantages and disadvantages of providing in-kind support to ILO -such as support of staff through secondment or involvement of Flemish experts, interns and Flemish Partner organizations- if applicable?
- What are the workload implications for ILO and Flanders to manage the Trust Fund?
- How could the selection of projects be improved?
- Is there an alternative model that would better fit the cooperation?
- What can Flanders and ILO learn from cooperation modalities of other comparable donors?

2.2 Review Methodology

As mentioned earlier, the review will take a synthesis review approach for the first component. The second component will draw from the findings of the synthesis review as well as structured interviews with key stakeholders. The suggested methods are:

Desk study: Desk review of available materials is an important part of this exercise given that some of the projects under this review are already completed. The desk review will include, among others, the following:

- ILO-Flanders Cooperation agreements: Current and previous agreements;
- List of Flanders supported activities since 2001 (this will be used to create a chronological overview of ILO-Flanders cooperation);
- Minutes of the meetings of the relevant Steering Committees between the donor agency and ILO, as well as individual projects;
- Project documents;
- Project Progress and final reports, including self-assessments;
- Other related documents (including national, regional, brochures, posters, multimedia products, media coverage etc.);
- Minutes of Annual Review Meetings.

In-depth interviews and discussions with relevant staff and officials at ILO Headquarters, ILO Field Offices (regional and national), Government of Flanders, national officials at project sites for the projects implemented under the current agreement. Where possible, ILO would also include constituents and partners among interviewees. Depending on the location of identified stakeholders, the interviews could be in-person or electronic.

Field missions/Data collection: The review includes primary data collection from the following:

- ILO Headquarters, Geneva;
- ILO Liaison Office, Brussels;
- Government of Flanders, Brussels;
- Project locations: Selected project locations can be visited after discussions at the inception phase. The choice of locations should consider the scale (coverage and budget size) and status of the project (active or closed).

In the light of the situation caused by COVID-19 pandemic, international travel may not be possible within the given time frame. Alternatives such as use of national consultants in project locations (where safe and possible), and/or remote data collection using phone or internet based calling facilities would be used. EVAL's internal guide 'Implications of COVID-19 on evaluations in the ILO' will be used to assess the data collection options.

The reviewer may also suggest any other methods that might be helpful in answering the review questions. The reviewer(s) should take a participatory approach in selecting respondents. At the minimum, it should include ILO constituents, implementing partners and to the extent possible, direct beneficiaries of the projects. Representation of women and other vulnerable sections such as persons with disability, people living with HIV/AIDS should be given due consideration.

The findings and recommendations of the report should be presented in the form of a report that will be submitted to the Government of Flanders and ILO. The report should be written in English.

2.3 Roles and responsibilities

The independent review has the form of a project under the Trust Fund. It will be led by ILO EVAL and will be executed in close cooperation with Flanders. EVAL has assigned Mini Thakur (thakur@ilo.org) as the task manager who will be the primary coordination point for ILO, Flanders and the consultant.

Flanders has appointed Eva Haeveryans (eva.haeveryans@buza.vlaanderen) as focal point. She will be responsible for supporting the review process by way of providing relevant documents and arranging interviews with Flanders officials in Brussels and at country level.

Relevant ILO programme officers will provide the review team with all relevant documentation as described under the methodology section.

The selected consultant will be responsible for timely completion and quality deliverables, in accordance with this Terms of Reference and have full responsibility for analysis and report writing. The reviewer will also primarily responsible for logistics (travel arrangements, including visa, interpretation and translation as required etc.). ILO will provide facilitation e.g. through the provision of contact information.

ILO, together with the Flanders Department of Foreign Affairs, identify ILO staff, Flanders' Government officials and national officials to meet with during the field visits. Exact dates for field visits will be worked out together by ILO, Flanders and the consultant.

ILO and the Government of Flanders will be responsible for reviewing draft reports and providing feedback and comments. To this end, feedback will be provided to the reviewers

during the various stages of the review, including the discussion and review of final recommendations.

2.4 Timeframe

The assignment is expected to take 32 days across 4 months. The distribution of days along the key milestones and deliverables is presented in the table below:

Table 2 Timeline and deliverables

Milestones and deliverables	# of days (estimated)	Tentative dates
Selection of experts/evaluators	--	March 2020
Contracting	--	By April End, 2020
Inception Phase: <ul style="list-style-type: none"> ▪ Initial briefing by ILO and Flanders ▪ Desk review ▪ Identification of stakeholders (Flanders, ILO HQ, ILO Field offices) ▪ Identification of mission countries ▪ Work planning, including missions 	5	1-8 May
# Inception report (should include the scope finalized through initial desk review and discussions; approach, methodology and tools; time-frame; task division and consented set of deliverables)	3	12 May (Draft) 20 May (Final)
Primary data collection through missions to/interviews with Geneva, Brussels and selected countries	12	20 May to 5 June
# Draft Report	8	15 June
Debriefing meeting (possibly through skype)	1	To be decided
Feedback on the report from key stakeholders	---	25 June
# Final Report	3	10 July 2020
Total number of Days	32	--
<i># denotes deliverables</i>		

2.5 Cost of the review

The overall estimated cost of this independent review is USD 23,200 with the following break-up:

Consultancy fee@	
USD 600/day for 32	
days	USD 19,200
Mission/data	USD 4,000 (subject
collection related	to actual costs and
expenses	requirements)
Total estimated	
cost	USD 23,200

As noted in section 2.1 of this ToR, the review exercise will be funded through the Trust Fund.

2.6 Deliverables

- An inception report;
- A draft report covering both the components as well as the executive summary;
- A final report that takes into consideration the feedback on the draft;
- The deliverables should follow the timeframe finalized in the inception report.
- The final draft should be well edited and formatted. All texts, including graphs etc. should be presented in a user-friendly manner.

2.7 Outline of the report

The report will follow a standard format contain the following sections:

- An executive summary (maximum 4 pages)
- Report with the following areas clearly covered (maximum 25 pages including annexes) and taking into consideration the scope of the review:
 - An overview of the ILO-Flanders cooperation since 2001;
 - Brief introduction of the projects under review;
 - Purpose of the independent review and methodology;
 - Major findings along the review criteria (covering both component 1 and 2 of this ToR);
 - Lessons learnt (from both positive and negative experiences) and good practices;
 - Conclusions;
 - Recommendations, specifying who they are addressed to (ILO, Flanders, Project teams etc.);
 - Annex (ToR, list of people interviewed etc.).

Annex 2 Inception Report for the Independent Review

The final version of the Inception Report dated 3 June 2020 can be provided as a separate document.

Annex 3 Stakeholders Interviewed

The List of stakeholders interviewed is as follows:

S.n	Name	Designation	Organization	Date / Time (2020)
1.	Ms. Delphine Delouvroy	Head of Division	Flemish Department of Foreign Affairs, Brussels	Thursday 11 June 11am
2.	Ms. Eva Haeverans	Policy Officer	Flemish Department of Foreign Affairs, Brussels	25 May 10.30
3.	Mr. Kris Dierckx	General Representative (Former General Repres. to the UN in Geneva)	Government of Flanders to OECD, UNESCO and Council of Europe, Paris	4 June 11.00
4.	Mr. David Maenaut	General Representation	Government of Flanders to the UN in Geneva	12 May 14.00
5.	Ms. Taube Van Melkebeke	Flemish Labour Attaché	PR of Belgium to the EU, Brussels	10 June 10.00
6.	Ms. Geraldine Reymenants	Delegate-General	Delegation of Flanders in Southern Africa, Pretoria	(overlap with 7 and time constraints)
7.	Ms. Katrien Vandepfadutse	Attaché Development Cooperation	Delegation of Flanders in Southern Africa, Pretoria	3 June 10.00
8.	Mr. Nikolas Bosscher	Attaché Development Cooperation	Delegation of Flanders in Malawi	11 June 10.00
9.	Ms. Kaat Matthijs	Attaché Development Cooperation	Delegation of Flanders in Mozambique	(not involved in the TF project, and time constraints)
10.	Mr. Tim Buyse and Ms. Ria Van Peer	Advisor; Retired from SERV	Flemish Social Economic Council (SERV), Brussels	5 June 14.00
11.	Mr Huib Huyse	KU Leuven	Leuven	10 June 13.00
12.	Guy Thijs	EVAL Director	ILO /Geneva	5 May 10.00
13.	Mini Thakur	EVAL	ILO /Geneva	19 April 9.30
14.	Peter Rademaker	Coordinator DPRU/PARDEV	ILO /Geneva	6 May 11.30
15.	Cheickh Badiane	Sr Donor relations PARDEV	ILO /Geneva	6 May 11.30
16.	Mr. Sietse Buijze	Chief BUD/CT	ILO /Geneva	3 June 14.00
17.	Ms. Lieve Verboven	Office Director	ILO/ Brussels	8 June 10.00
18.	Mr. Casper Edmonds & Ms. Camila Pereira Rego Meireles	Head, Manufacturing, Mining & Energy Unit, SECTOR/MME	ILO /Geneva	1 June 14.00
19.	Mr. Vic Van Vuuren	Department Director, ENTERPRISES	ILO/Geneva	29 May 11.00
20.	Mr. Andreas Klemmer & Mr. Giuseppe Zefola	Head Training, ITC-ILO & Chief Partnership Developm.	ITC-ILO, Turin	9 June 16.00
21.	Mr. Srinivas B Reddy	Branch Chief, SKILLS	ILO/Geneva	8 June 14.00
22.	Ms. Marva Corley-Coulibaly	Senior Economist, RESEARCH	ILO/Geneva	12 June 14.50
23.	Mr. Jens Dyring Christensen	Sr Specialist, Enterprise Development & Job Creation	ILO/DWT/CO-Pretoria	2 June 14.00
24.	Ms. Simel Esim	Programme Manager at the Enterprises Department	ILO/COOP/Geneva	9 June 10.30
25.	Ms. Sudipta Bhadra	DWT/CO New-Delhi	New Delhi, India	15 June 11.00
26.	Ms. Mariangels Fortuny & Elvis Beytullayev	Head, Forestry, Agriculture, Construction & Tourism Unit, SECTOR/FACT & Senior agriculture/food security specialist	ILO /Geneva	16 June 11.00
27.	Ms. Emanuela Pozzan	Senior Specialist, GED (Care economy)	ILO/Geneva	11 June 14.00
28.	Ms. Irmgard Nubler	Senior Economist/RESEARCH	ILO/Geneva	12 June 14.00

29.	NPC - Mr. Ndalama Gracious	Project Malawi Tea Plantations	Malawi	12 June 10.00
-----	-------------------------------	--------------------------------	--------	---------------

Annex 4 Selection of proposals

The Selection of proposals in the 2016 Agreement as compared to that of 2011 is as follows:

Step	Agreement 2011	Agreement 2016
1	The GoF will make biennial contributions to the TF.	The GoF will make biennial contributions to the TF, thereby striving for predictability.
2	The ILO will submit initial full proposals, including work plan and budget.	The parties will jointly develop projects & programmes. After reviewing proposals at the PRM, ILO will submit to GoF, incl. workplan & budget.
3	GoF will provide response to the ILO proposals by official notification. Once approved by GoF, the activities to be carried out will be formalized by an agreement concluded through an exchange of letters between GoF and ILO.	If approved by the Flemish Minister for Foreign Affairs, agreement on each project will be formalized through an exchange of letters between GoF and ILO.
4	Within 3 months of the GoF approval, the ILO will submit the final project documents.	Upon approval of each project, the ILO will establish a separate account for the project.
5	Criteria to guide the selection: Compliance with priority issues & geographic focus; Contribution to DWCP objectives/DW Outcomes of ILO's P&B; Sustainability; and Multiplication effect.	---
6	ILO and GoF will, wherever possible, jointly identify Flemish institutions that could be involved.	ILO and GoF will, wherever possible, jointly identify Flemish partners that could be involved.

Annex 5 The 22 Trust Fund and Bilateral projects under the 2011 and 2016 ILO-Flanders Agreements

The 22 Trust Fund (A) and Bilateral (B) projects under the two most recent (2011 and 2016) Agreements of ILO/Flanders are as follows (Status as of 2 June 2020):

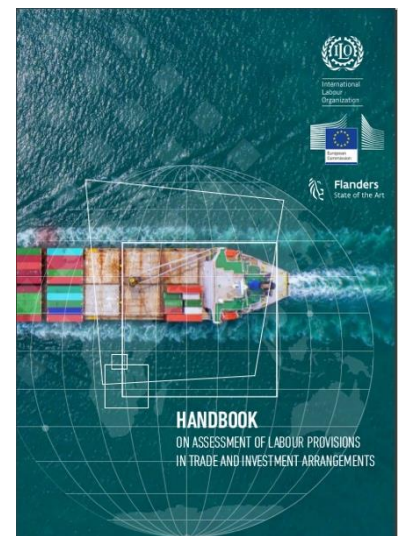
DC Code	A) Trust Fund (TF) Projects	Location	Project Years	Budget US\$	% of Budget
GLO/20/23/FLA	Inclusive Trade and Decent Work: Supportive Domestic Policies For Better Social, Labour Market And Sustainable Enterprise Outcomes (SUPPORT)	Global	2020-2022	510.859	2,1%
GLO/20/02/FLA	Apprenticeships Development for Universal Lifelong Learning and Training (ADULT)	Africa, Asia/Pacific and Europe regions	2020-2022	700.000	2,9%
ZAF/19/01/FLA	Assessing social capabilities for new technologies, innovation and job creation. Pilot in South Africa	South Africa	2019-2020	87.010	0,4%
IND/18/51/FLA	Paving the way for a sustainable natural stone industry in India	India	2018-2021	400.661	1,7%
MWI/17/50/FLA	Promoting decent work in tea plantations in Malawi's Thyolo District	Malawi	2018-2020	339.840	1,4%
MOZ/16/50/FLA	Scaling up the VCT@Work initiative in Mozambique	Mozambique	2017-2019	200.000	0,8%
GLO/15/42/FLA	Decent Work and the Care Economy: recognizing, rewarding and redistributing Care Work	Global	2016-2018	434.240	1,8%
GLO/14/05/FLA	Worker rights in globalising economies: assessment of labour provisions in trade and investment arrangements	Global	2014-2017	618.982	2,6%
Sub-Total TF under 2016 Agreement				3.291.592	13,6%
SAF/13/01/FLA	Promotion of Decent Work in Southern African Ports (phase II)	South Africa	2013-2016	598.452	2,5%
SAF/10/02/MUL	The promotion of decent work in the South African Transport Sector (phase I)- Co-financed by the Netherlands	South Africa	2010-2011	637.857	2,6%
GLO/13/50/FLA	Decent Work in the Green Economy (China, Mexico, Turkije)	Global	2013-2015	561.819	2,3%
BRA/11/51/FLA	Ending Forced Labour, Generating Green Jobs: an approach for the promotion of social inclusiveness and sustainable development in Brazil	Brazil	2011-2013	475.000	2,0%
IND/11/50/FLA	Reducing Vulnerability to Bonded Labour in India through Promotion of Decent Work	India	2011-2013	475.000	2,0%
SAF/07/51/FLA	Social Entrepreneurship targeting youth in South Africa	South Africa	2008-2011	1.246.640	5,2%
Sub-Total TF under 2011 Agreement				3.994.768	16,5%
TOTAL TF projects				7.286.360	30,2%

B) Bilateral Projects					
ZAF/16/01/FLA	Development of a Social Economy Policy for South Africa	South Africa	2017-2020	1.022.062	4,2%
Sub-Total Bilateral under 2016 Agreement				1.022.062	4,2%
RAF/14/06/FLA	Job creation through SME development - A knowledge sharing project	South Africa	2015-2017	693.438	2,9%
SAF/13/05/FLA	The Sustainable Enterprise Development Facility for Job Creation in South Africa	South Africa	2014-2017	3.928.125	16,3%
SAF/13/06/FLA	Private and Public Procurement and the Social Economy	South Africa	2014-2017	2.072.524	8,6%
SAF/11/01/FLA	Public procurement and social economy	South Africa	2012-2013	821.455	3,4%
SAF/10/01/FLA	Employment creation through Small and Medium Scale Enterprise (SME) development	South Africa	2010-2014	6.025.516	24,9%
MOZ/09/01/FLA	Decent Work Country Programme Support Project - Flanders Dept. WSE (Labour and Social Economy)	Mozambique	2009-2012	1.313.701	5,4%
MOZ/08/02/FLA	Decent Work Programme support: improving social dialogue in Mozambique - Flanders Dept. WSE (Labour and Social Economy)	Mozambique	2009-2012	996.856	4,1%
Sub-Total Bilateral under 2011 Agreement				15.851.615	65,6%
TOTAL Bilateral projects				16.873.677	69,8%
TOTAL OVERALL				24.160.037	100,0%

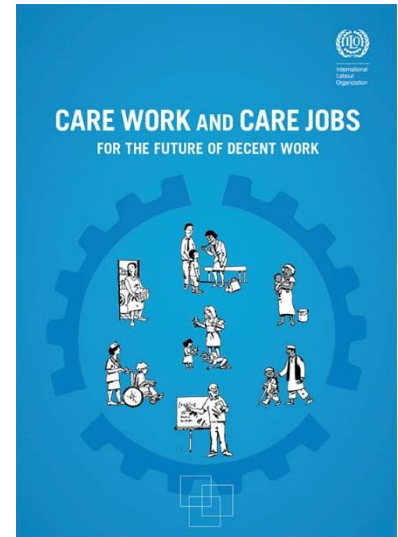
Annex 6 List of References

List of consulted documents

- Terms of Reference for the independent Review: See Annex 1.
- ILO-Flanders Cooperation agreements: Current and previous agreements (2016, 2011, 2001 and 1997).
- List of Flanders supported activities since 2001 (ILO DC Dashboard and GoF list of projects);
- Minutes of Annual Programme Review Meetings (PRM): March 2020, Dec. 2018, Jan. 2018, Nov.2016, and Sept. 2015).
- The International Labour Organization and the Government Of Flanders (2016): 25 Years of Cooperation 1991–2016.
- Minutes of the meetings of the relevant Project Steering Committees of individual projects;
- Project documents (PRODOC) for nine projects.
- Project Progress and final reports, including self-assessments and financial overviews of expenditures.
- Departement Internationaal Vlaanderen (2015): Evaluatie samenwerking Vlaanderen – Internationale Arbeidsorganisatie (2011-heden). Internal self-evaluation. Brussel: 6 November 2015.
- Multilateraal beleid Vlaanderen (with Guiding Framework Multilateral Organizations)
- Policy Paper 2019-2024, Foreign Policy and Development Cooperation (<https://www.vlaanderen.be/publicaties/beleidsnota-2019-2024-buitenlands-beleid-en-ontwikkelingssamenwerking>).
- Policy Paper 2014-2019, Foreign Policy, International Trade and Development Cooperation (<http://docs.vlaamsparlement.be/docs/stukken/2014-2015/g147-1.pdf>).
- Human rights and Flanders Foreign Policy: <https://www.fdfa.be/nl/mensenrechten-in-het-vlaams-internationaal-beleid> and policy note human rights (2011)
- HIVA (2018): Belgium and the Sustainable Supply Chain Agenda: Leader or Laggard? Review of human right due diligence initiatives in the Netherlands, Germany, France and EU, and implications for policy work by Belgian civil society. KU Leuven, HIVA: Research Institute for Work and Society.
- Handbook on Assessment of Labour Provisions in Trade and Investment Arrangements (2017), https://www.ilo.org/global/publications/books/WCMS_564702/lang--en/index.htm
- Care work and care jobs for the future of decent work (2018), at: https://www.ilo.org/global/publications/books/WCMS_633135/lang--en/index.htm
- Childcare: a training manual for domestic workers' organizations / International Labour Organization, Regional Office for Arab States. - Beirut: ILO, 2018.
- 'Green paper on the Social Economy' (final draft is of November 2019) jointly produced with the EDD/DTIC of South Africa.
- Mid Term Evaluation for the South Africa project only (2019).
- Project documents (including national, regional, brochures, posters, multimedia products, media coverage, etc.).
- Websites, including those of the GoF, the ILO and of the Trust fund.
- ILO (2018): Final Independent Evaluation of SIDA's support to ILO projects in the field of employment promotion with an emphasis on youth employment with particular focus on Phase II (2016-17) of the ILO-SIDA Partnership Agreement (2014-2017) on Outcome 1: "More and better jobs for inclusive growth and improved youth



- employment prospects. Evaluator: Theo van der Loop. The Hague, 21 April 2018.
- ILO (2018): Independent Final Evaluation of the ILO/Korea Partnership Programme 2015 – 2017 funded projects in Cambodia, Lao PDR, Myanmar and Vietnam. Evaluator: Theo van der Loop. The Hague, 1 August 2018.
 - Governing Body (2019): Mid-term report on the implementation of the ILO programme of action on decent work in global supply chains. 337th Session, Geneva: 4 October 2019: https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_722485.pdf
 - EVAL (2020): 'Implications of COVID-19 on evaluations in the ILO; Practical tips on adapting to the situation.' 20March2020 (v.1) 24 April 2020 (v.3). Geneva: https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_744068.pdf
 - OECD/DAC Network on Development Evaluation (2019): Better Criteria for Better Evaluation; Revised Evaluation Criteria Definitions and Principles for Use. December 2019
 - Relevant ILO's DWCP's and P&B's, and Centenary Initiatives.
 - Relevant UNDAF
 - Other documents/materials/publications that were produced through the project or by relevant stakeholders.
 - ILO Evaluation Policy Guidelines.
 - ILO PARDEV Minute Sheets.



Annex 7 Lessons Learned and Good Practices

LL1: In order for the priorities of the GoF to make a difference in the selection of projects they could be made more specific beyond the mainstreamed cross-cutting issues of the ILO.

ILO Lesson Learned Template

Project Title: ILO/Flanders Technical Cooperation Fund (2016-2020)

Project TC/SYMBOL: GLO/16/18/FLA (501852), including GLO/14/05/FLA, GLO/15/42/FLA, IND/18/51/FLA, MOZ/16/50/FLA, MWI/17/50/FLA & ZAF/16/01/FLA

Name of Evaluator: Theo van der Loop

Date: 22 July 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 (link to specific action or task)	<i>In order for the priorities of the GoF to make a difference in the selection of projects they could be made more specific beyond the mainstreamed cross-cutting issues of the ILO.</i>
Context and any related preconditions	<i>The thematic focus of the Trust Fund on decent work for women and youth and on social dialogue was laid down in the 2016 agreement. The clear advantage of having a thematic focus is that it provides guidance to the selection of projects funded by the GoF and that it could promote the visibility of the GoF in those areas. However, the thematic focus chosen is quite broad and were already important cross-cutting issues within the ILO for many years.</i>
Targeted users / Beneficiaries	<i>GoF and ILO HQ Geneva.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson is that the priority does not really have a guiding effect on the selection of proposals.</i>
Success / Positive Issues - Causal factors	<i>The positive effect of more detailed priorities is that the selection of projects is more guided.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>Coordination between GoF and PRDEV on underfinancing in specific areas.</i>

LL2: An important lesson is the importance of a dedicated full-time project manager for the overall duration of the project. Project coordination, research, communication, event organization and direct technical assistance in the field are substantive and time-consuming activities per se.

ILO Lesson Learned Template

Project Title: ILO/Flanders Technical Cooperation Fund (2016-2020)

Project TC/SYMBOL: GLO/16/18/FLA (501852), including GLO/14/05/FLA, GLO/15/42/FLA, IND/18/51/FLA, MOZ/16/50/FLA, MWI/17/50/FLA & ZAF/16/01/FLA

Name of Evaluator: Theo van der Loop

Date: 22 July 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 (link to specific action or task)	<i>An important lesson is the importance of a dedicated full-time project manager for the overall duration of the project. Project coordination, research, communication, event organization and direct technical assistance in the field are substantive and time-consuming activities per se.</i>
Context and any related preconditions	<i>The average size of the Trust Fund projects is relatively small, and it is sometimes opted to not employ staff from the budget for the entire duration of the project. For the six different projects the most important constraining factor was found to be the limited project staff employed, while the most important success factor was precisely the longer-term presence of a CTA or NPC in a few projects.</i>
Targeted users / Beneficiaries	<i>GoF and ILO HQ Geneva.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson is that staff is required to complete all the activities planned in the project document in time while also the quality of monitoring, reporting, communication, etc. decreases without sufficient staff.</i>
Success / Positive Issues - Causal factors	<i>The positive effect of having dedicated project staff for the duration of the project is mentioned above in the first box.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>Coordination between GoF and ILO on project budgets.</i>

LL3: Make sure that each and every project has a proper and systematic Results Framework, Log Frame, Theory of Change and Risk Analysis, as well as a visibility and communication plan and a website and that coordination is done through a PSC/PAC.

ILO Lesson Learned Template

Project Title: ILO/Flanders Technical Cooperation Fund (2016-2020)

Project TC/SYMBOL: GLO/16/18/FLA (501852), including GLO/14/05/FLA, GLO/15/42/FLA, IND/18/51/FLA, MOZ/16/50/FLA, MWI/17/50/FLA & ZAF/16/01/FLA

Name of Evaluator: Theo van der Loop

Date: 22 July 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 (link to specific action or task)	<i>Make sure that each and every project has a proper and systematic Results Framework, Log Frame, Theory of Change and Risk Analysis, as well as a visibility and communication plan and a website and that coordination is done through a PSC/PAC</i>
Context and any related preconditions	<i>Despite the ILO structured templates often specific elements of the results framework or communication plan or exit plan are missing.</i>
Targeted users / Beneficiaries	<i>GoF and ILO HQ Geneva.</i>
Challenges /negative lessons - Causal factors	<i>The negative lesson is that monitoring, communication and coordination are not undertaken systematically.</i>
Success / Positive Issues - Causal factors	<i>The positive effects of systematic monitoring, communication and coordination are clear.</i>
ILO Administrative Issues (staff, resources, design, implementation)	<i>Coordination between GoF, PARDEV and ILO Administrative Units at the time of the writing of the project document.</i>

GP1: The Good Practice is the close alignment not only to the local and national contexts and needs in project countries and to global issues, but also to the achievement of the goals of the two partners of the cooperation, the Government of Flanders and ILO.

ILO Emerging Good Practice Template

Project Title: ILO/Flanders Technical Cooperation Fund (2016-2020)

Project TC/SYMBOL: GLO/16/18/FLA (501852), including GLO/14/05/FLA, GLO/15/42/FLA, IND/18/51/FLA, MOZ/16/50/FLA, MWI/17/50/FLA & ZAF/16/01/FLA

Name of Evaluator: Theo van der Loop

Date: 22 July 2020

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.)	<i>The Good Practice is the close alignment not only to the local and national contexts and needs in project countries and to global issues, but also to the achievement of the goals of the two partners of the cooperation, the Government of Flanders and ILO.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>The nine projects reviewed are overall very relevant to local and national contexts and needs although in quite diverging ways given the different types of projects in terms of topics and geographic outreach. While some projects are more explicitly demand-driven than others, the ILO project documents (PRODOC) have all clearly indicated how the topics addressed are relevant to the local and national contexts and needs and/or to global issues. The relevance of the cooperation between Flanders and ILO was clear in 2015 and remains very high today through the new accents set in the 2019 Policy Note. The cooperation and the projects are also highly relevant to the mandate and priorities of the ILO as the goals and objectives were aligned to the DWCP's, to the UNDAF of the respective project countries, to the Programme & Budget (P&B) outcomes 2020-2021 and to ILO's Centenary Initiatives.</i>
Establish a clear cause-effect relationship	<i>See previous box.</i>
Indicate measurable impact and targeted beneficiaries	<i>See above.</i>
Potential for replication and by whom	<i>This Good Practice should be replicated in similar types of cooperation agreements as it should not lead to outrightly supply-driven projects, but there should be a clear assessment of the demand and the engagement of the respective tripartite constituents as well; a very clear example is the India project where the Indian federal, national and regional authorities were supporting the project after targeted lobbying from the Flanders representative in Geneva to the Indian delegation at the ILO-ILC and by the ILO Country Office in New Delhi).</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>DWCP's, UNDAF, the Programme and Budget (P&B) outcomes 2020-2021 and ILO's Centenary Initiatives.</i>

Other documents or relevant comments	See the PRODOCS of the nine projects under the 2016 Agreement (Trust Fund and bilateral projects).
---	--

GP2: The Trust Fund provides a good practice in that project identification is done jointly by GoF and ILO and that there is flexibility to include projects that respond to immediate needs.

ILO Emerging Good Practice Template

Project Title: ILO/Flanders Technical Cooperation Fund (2016-2020)

Project TC/SYMBOL: GLO/16/18/FLA (501852), including GLO/14/05/FLA, GLO/15/42/FLA, IND/18/51/FLA, MOZ/16/50/FLA, MWI/17/50/FLA & ZAF/16/01/FLA

Name of Evaluator: Theo van der Loop

Date: 22 July 2020

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.)	<i>The Trust Fund provides a good practice in that project identification is done jointly by GoF and ILO and that there is flexibility to include projects that respond to immediate needs. The selection of projects has been a joint task between ILO and GoF whereby the annual Programme Review Meeting (PRM) was allotted a crucial role in reviewing proposals, the Flanders Representative to the UN in Geneva in actively contacting ILO staff concerning topics or projects, and PARDEV in liaising between the GoF and ILO's respective administrative units.</i>
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	<i>In practice the Flanders Representative to the UN in Geneva played a pivotal role in actively contacting ILO staff concerning certain topics or possible projects, while on the side of the ILO, PARDEV is the liaising department between the GoF and ILO's respective administrative units. After the PRM approves initial proposals the ILO will submit a full project proposal including workplan and budget for approval by GoF. Important factors in the selection of projects in the past five years have been networking, alignment to bilateral programmes or to landmark initiatives, specific concerns and follow-up phases.</i>
Establish a clear cause-effect relationship	<i>The flexibility was especially shown in the way the India project came about: A scandal in the city of Gent (Flanders) on the use of child labour in publicly procured natural stones triggered events that ultimately led not only to the project in India but also to the signing of the covenant between Netherlands and Flanders entitled 'Initiate TruStone' in May 2019. That project selection is not done in an institutionalized manner with for example a full-fledged Call for Proposals is logical because that would increase the workload of those who have to evaluate those proposals and such an increase seems not proportional to the size of the average project budget; it would also require a further determination of thematic focus (ToR) while the spirit of the cooperation seems that of a joint selection procedure.</i>
Indicate measurable impact and targeted beneficiaries	<i>The selection process can sometimes be quite long and even then, in the end not resulting in an approval which may lead to disappointments among GoF and ILO staff and among the key stakeholders.</i>
Potential for replication and by whom	<i>In any new Agreement it may be good to discuss in a broad sense the possibility of a potential follow-up phase avoiding substantial gaps between subsequent phases.</i>
Upward links to higher ILO Goals (DWCPs, Country Program Outcomes or ILO's Strategic Program Framework)	<i>DWCP's, UNDAF, the Programme and Budget (P&B) outcomes 2020-2021 and ILO's Centenary Initiatives.</i>

Other documents or relevant comments	<i>See the PRODOCS of the nine projects under the 2016 Agreement (Trust Fund and bilateral projects).</i>
---	---