INDEPENDENT EVALUATION

ILO's Capacity Development Efforts 2010-2017

International Labour Organization

1919·2019

An independent evaluation of ILO's capacity development efforts 2010–2017

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EVALUATION OFFICE

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ABBREVIATIONS

ACT/EMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
CO	Country Office
COTU	Central Organization of Trade Unions, Kenya
CPO	Country Programme Outcome
DWCP	Decent Work Country Programme
EAEO	East African Employers' Organization
EVAL	ILO Evaluation Office
FKE	Federation of Kenya Employers
GB	Governing Body
GUF	Global Union Federation
HCDS	Haut Conseil du Dialogue Social, Senegal
HLE	High-Level Evaluation
ILO	International Labour Organization
ITCILO	International Training Centre of the ILO
KUDHEIHA	Kenya Union of Domestic, Hotels, Educational Institutions & Hospital Workers
NGO	Non-Governmental Organization
P&B	Programme and Budget
RBM	Results-Based Management
RBSA	Regular Budget Supplementary Account
SEV	Hellenic Federation of Enterprises
SPF	Strategic Policy Framework
UNDAF	United Nations Development Assistance Framework
UNDS	United Nations Development System
XBTC	Extra-Budgetary Technical Cooperation

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY

PURPOSE AND SCOPE

This evaluation reviewed the ILO's support for capacity development of its constituents covering the period from 2010 to 2017. Capacity development is intended to strengthen the sustainable capacity of constituents to deliver their objectives; this is a core function of the ILO. The evaluation findings are expected to inform the capacity development strategy called for in the programme of work, to give effect to the 2016 resolution on Social Justice Declaration, due in March 2019.[1] Essentially, the evaluation reviewed interventions with the explicit intention of delivering capacity development – whether as a primary objective or an important integrated component – with a focus on the difference made to the tripartite constituents. It sought to define and operationalize capacity development as both a concept of strategic importance and crucial requirement in order to deliver the ILO's strategic objectives.

The capacity development of constituents as a core function is a component in all of the ILO's global thematic areas and outcomes, including regional and country programmes. This evaluation uses the following definition:

■ that capacity development is both about developing knowledgeable and able people and ensuring that there is an appropriate organizational structure that supports them; and

■ that changes in the capacity and performance of constituents – as part of an institutional and systemic process – enhances their work on policies, programmes, and initiatives that contribute to decent work for all.

The evaluation used mixed methods for collecting data and information: (a) a document review, including a synthesis review, of a sample of 40 project evaluations identified as having a capacity development focus; (b) surveys to capture feedback from a broader sample of ILO staff (331 responses) and constituents (423 responses); (c) interviews and group discussions with tripartite constituents at country level, ILO staff at headquarters and in the field (nine countries in five regions) and staff and beneficiaries at the International Training Centre of the ILO (ITCILO) in Turin.[2]

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[1] GB.329/INS/3/1

[2] A total of 350 people of whom 42 per cent were women.

SUMMARY OF FINDINGS

A. Relevance to constituents and the ILO

The evaluation found that capacity development activities supported by the ILO are mostly relevant to the priorities and needs of the constituents. Capacity development efforts were often tied to activities and particular projects; they were not linked to an analysis and understanding of the most strategic interventions, a systematic assessment of constituents' needs, an analysis of comparative advantage, or a strategic setting of priorities to meet demands. Capacity development is most effective when organizations can review their overall strategy and assess the development needs that flow from it. Selectivity is required to avoid fragmentation and dilution of effort. While good examples of needs assessments undertaken by the ILO do exist, it appeared that, in general, the assessments were limited to projects, and were not systematically carried out as a basis for planning and implementation of strategic capacity development plans and interventions.

The evaluation found a strong tendency among stakeholders to equate capacity development with individual training – this is often connected to what the ITCILO in Turin can provide. The organizational and system levels of capacity development received less attention. However, when analysing concrete projects, the three levels of capacity development (individual training, organizational development, and policy advocacy/interventions) are often included, indicating that a comprehensive understanding of, and approach to, capacity development does exist.

Gender, equality and non-discrimination are mainstreamed in the majority of the ILO's interven-tions, but not always to a significant extent. There is a commitment to integrating gender equality, but its application is uneven. In addition, constituents could do more to promote the role and involvement of women in leadership positions, including the creation of progression routes with training and mentoring at entry and middle level positions.

B. Coherence of strategy

Capacity development is recognized as a core component in the ILO Strategic Policy Framework 2010–15, and is one of the four building blocks of the Development Cooperation Strategy 2015–17. Earlier policy documents on technical cooperation outlined elements of a capacity development strategy, focusing on institutional support steps, but these were not fully implemented or reported on. In summary, there is no dedicated strategy covering capacity development throughout the ILO's results-based framework and resources with conceptual and operational definitions for planning, implementation, monitoring, and evaluation.

Capacity development features prominently in ILO policy and programme and budget results frameworks as a means of action; the ILO has developed a wide range of tools and instruments to support and deliver it. Currently, the overall approach is more ad hoc than strategic, although for some outcomes there is a strategic basis. It is recognized that all constituents need capacity development, with some guidance in its design, but it is not always clear how this support will make them more effective in the areas of social dialogue and national capacities for policy development and implementation. Therefore, capacity development should begin with clarifying exactly how the development of constituents' capacity is linked, and how it contributes to the delivery of the ILO's four strategic objectives and the development objectives of countries; and finally, how the results will be achieved and assessed.

The strengthening of tripartism and social dialogue between governments, workers' organizations, and employers' organizations was well reflected in the three programmes and budgets for the period from 2010 to 2015, with separate policy outcomes. However, social dialogue and tripartism disappeared as a separate outcome in the programmes and budgets for 2016–2017 and was included instead as a cross-cutting policy driver, reducing its visibility across the Organization and as an area of result.

The ITCILO is first and foremost an international training centre that provides ILO constituents' personnel with high quality training: it is geared primarily to participants from the tripartite constituents, but also to ILO staff. The evaluation found that the Centre is an important, but not the sole, main or indeed sufficient provider of capacity development services to the Organization.

C. Effectiveness

Reported programme and budget results for the capacity development indicators (policy outcomes on workers' and employers' organizations, social dialogue, international labour standards, social protection, and effective advocacy for decent work) showed that 70 per cent of them met or exceeded targets in all three biennia. To the extent that these indicators capture the scope of the ILO's capacity development efforts, this was a good result.

The overall finding from evaluations, annual reports, and country interviews confirm that projects and programmes are generally effective in building aspects of capacity; however, it is not always clear that capacity development activities are part of a broader picture, designed to deliver the ILO's strategic objectives.

D. Efficiency

The ILO's resource allocation for capacity development cannot be fully tracked in existing implementation reports. Limited financial resource data make it virtually impossible to assess the extent to which the Organization gives it overall priority: whether there is an increase or decrease over time, and where the strategic focus is in relation to the results framework. It appears that capacity-related outcomes and indicators attract a higher proportion of Regular Budget Supplementary Account (RBSA) funding (nine per cent as opposed to six per cent). Overall, the allocation of Regular Budget for Technical Cooperation (RBTC) funding to the selected outcomes is also higher, suggesting that there is a correlation between the ILO's authority in allocating funding and the focus on capacity development.

Capacity development is a cross-cutting issue, but responsibility in the ILO is not clearly situated within the organizational structure other than for the social partners: the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV). There is no assigned custodian in the ILO to coordinate capacity development for government agencies in terms of policy development, knowledge management, implementation support, guidance, and supervision.

E. Sustainability

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

F. Impact

Most of the programme and budget results reported on in the biennial Programme Implementation Report (PIR) focused on activities and outputs. Systematic reporting and solid data on the extent to which there has been a change in capacity – and ultimately, in performance and long-term effects – is scarce to non-existent. Nonetheless, there is a growing recognition of the need to focus on results at the level of

outcomes (changes in knowledge, attitudes, and behaviour) and to collect more systematic information about long-term impact, including advocacy and capacity strengthening.

The results at individual level (the strengthening of individual capacity through training) is measured mostly at output level (e.g., the number of people trained). There are examples – but little evidence – of systematic, comprehensive follow-ups on results at organizational level. Follow-ups could include: assessing whether the ILO's training participants are putting what they have learned to good use; what difference it has made to their work; and how the training has contributed to a wider programme of capacity development in their organizations.

The PIR reports on some indicators in policy outcomes related to capacity development, with a focus on the number of countries that have achieved aspects of capacity development. However, reporting on aggregated results masks a wide range of activities for different purposes, and conveys little concerning the relevance, realism, and the quality and performance of capacity development in a country context (system level). The reports do not provide a narrative of the extent to which workers' and employers' organizations and governments have been strengthened at country level.

OVERALL ASSESSMENT

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

Figure 1: Overall evaluation ratings by criterion

Scale:
6 = Highly satisfactory;   4 = Somewhat satisfactory;   2 = Unsatisfactory;
5 = Satisfactory;   3 = Somewhat unsatisfactory;   1 = Highly unsatisfactory
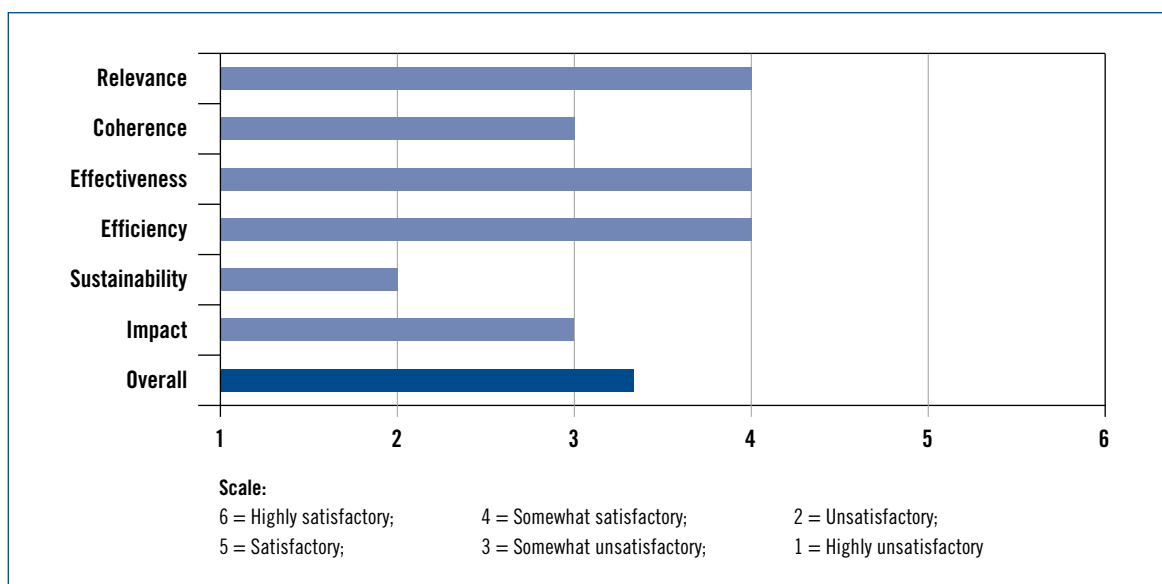
CONCLUSIONS AND LESSONS LEARNED

The ILO's constituents clearly benefit from capacity development activities, and the organization's support is broadly relevant to their priorities and needs. However, many of these activities are designed to support project-specific objectives, such as building a labour inspection team, or promoting international labour standards, or improving business productivity. Support to build the competences of the constituents to engage in effective social dialogue is sometimes available, but is more limited. Capacity development activities are not always rooted in systematic needs assessments; these are too often equated with the

training of individuals. There are challenges in integrating capacity development priorities into broader priorities and into much of the DC that donors wish to fund. There is limited monitoring and evaluation of the outcomes and impacts associated with capacity development, so it is not always easy to see if personal development has contributed to organizational development, or if the newly acquired skills and knowledge will be sustained once the individuals have left. In the instances where there is a systematic assessment and a strategic response in place, there is evidence that capacity development activities are sustained more effectively. Capacity development in general, and ITCILO training in particular, is highly rated by the beneficiaries, but it is not always easy to see how personal development will be sustained and contributes to organizational development once the individual has left the organization.

In the instances where there is monitoring of capacity development, there is a tendency to focus on activities and outputs. This may be the consequence of both poorly designed project log frames and the notion that these kinds of results are difficult to measure. The ILO appears to be spending a considerable amount on capacity development, but the financial tracking system does not easily allow for this to be aggregated and analysed, which in turn, makes it hard to assess whether value for money is achieved.

Capacity development has been considered in detail on numerous occasions and its importance duly spelt out. However, there is currently no overarching strategy to guide the ILO's capacity development activities. The recent resolution adopted by the ILC concerning effective ILO DC in support of the SDGs calls, inter alia, for a "stronger focus on capacity development". While the ILO does have explicit capacity-building strategies in some technical areas (such as social protection), it should ideally develop a strategy to cover all constituent-focused capacity development.

The evaluation identified areas of lessons learned, such as: the need for comprehensive and coherent support, and the continuous presence of the ILO; the need to assess and analyse capacity needs and constraints in the wider context, for example, both the overall political, economic, and social environment and organizational context of the constituents; capacity development as both a means and an end to the ILO's results; the specific approaches required for measuring and evaluating capacity development; and the importance of accounting for linkages and partnerships so as to position the particular ILO effort in ways that demonstrate attribution.

RECOMMENDATIONS

Recommendation 1:

Capacity development should be identified as a more distinct results area within the policy outcomes of ILO's P&B on which capacity development for each constituency and social dialogue can be planned, assessed and reported.

Social dialogue is based on the capacity development of all three constituents, but this is currently lost among several outcomes with the result that strengthening of the constituents to engage in effective social dialogue seems to have diminished in importance compared to other activities.

Responsible unit(s)	Priority	Time implication	Resource implication
CABINET, The Strategic Programming and Management Department (PROGRAM), DDG/P	High	As part of new 2020–21 programme and budget and next Strategic Planning Cycle	Within existing resources but implications for resource allocations

Recommendation 2

ILO should ensure that the consolidated capacity development strategy called for in the Programme of Work to give effect to the 2016 resolution on Advancing Social Justice through Decent Work, provides

conceptual and operational definitions for the planning, implementation, monitoring, and evaluation of capacity strengthening, including as explicit results in all policy outcomes.

The strategy should consider issues such as: partnerships on capacity development building on the ILO's specific role, and focusing on replication and upscaling; identifying and further developing models and approaches that can – or have contributed to – the strengthening of sustained capacity; and identifying ways to track and measure capacity development activities that allow for an incremental approach, building upon previous developed capacity.

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

Recommendation 3

Support to the implementation of the capacity development strategy should include required instruments and tools.

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

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, Deputy Director-General for Management and Reform (DDG/MR), DDG/P, ACTRAV, ACT/EMP; other entities as relevant.	High (in line with development of strategy)	2019–2020	Limited but key strategic initiative

Recommendation 4

The planning of capacity development should clearly prioritize the most strategic interventions based on systematic assessment of needs, analysis of comparative advantage of ILO, strategic selectivity at country level and available resources, and regular consultation and close cooperation with the other major external organizations providing capacity development support.

This should be linked to the work on typologies of countries and a portfolio of intervention models. This is highlighted in the ILO independent evaluations on technical cooperation and the field operations and structures.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/POL, DDG/MR, ACTRAV, ACT/EMP; other entities as relevant	High (linked to strategy on capacity development)	2019–2020	Limited resources

Recommendation 5

ILO should establish a custodian and network of focal points for capacity development covering all constituents (including government agencies) building on ACTRAV and ACT/EMP current roles and the role of thematic focal points in Policy Departments and the Regions.

This would be a dedicated network with defined roles, responsibilities, and accountabilities. This would also be the case for the implementation of the strategy on capacity development, so as to lead to more coordinated, focused, and systematic capacity strengthening in their respective constituencies and areas of work.

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

Recommendation 6

The financial support to capacity development should be costed and measured based on different types and categories of capacity development to be included in the ILO's results-based framework, and monitoring and reporting system.

The ongoing work of the ILO's internal results-based management (RBM) task force on strategic budgeting would be an ideal framework for this; the availability of that information would enhance efficient and effective capacity development in line with the established priorities and needs.

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

Recommendation 7

Monitoring of capacity development should more explicitly combine qualitative and quantitative indicators and include: (a) narrative analyses and assessments; and (b) quantitative indicators that are measurable.

These indicators should be developed as part the strategy for capacity development and be part of the ILO results framework (in line with the implementation of Recommendation 1).

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

Recommendation 8

Evaluations should more explicitly assess capacity development interventions and levels, including at the impact level.

These would be at the levels of: (a) the medium- and long-term effects of individual training; (b) organizational assessments/diagnosis of strengthening of constituent partners; and (c) policy advocacy and development at national/regional and global levels. This will require the development and inclusion of

relevant indicators and measurement frameworks for assessing capacity development in the ILO's projects and programme frameworks.

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

Recommendation 9

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

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

Responsible unit(s)	Priority	Time implication	Resource implication
ITCILO, relevant entities of ILO	Medium	Next strategic planning cycle of the ITCILO	To be determined

1. INTRODUCTION

1.1 CAPACITY DEVELOPMENT IS CENTRAL TO ILO'S WORK

The development of constituents' capacity is at the heart of much of the ILO's activities. Indeed, the Social Justice Declaration of 2008 revolved around strengthening the ILO's capacity to assist its member States to achieve the ILO's strategic objectives of employment, social protection, social dialogue and rights at work. In particular, it noted the challenge facing all parts of the ILO "to review and adapt its institutional practices to enhance governance and capacity building in order to make best use of […] the unique advantage of its tripartite structure".[3]

In 2010, the Governing Body (GB) discussed the capacity development initiatives of the ILO and requested the office to mainstream results-based capacity development measures into development cooperation and that a results-based approach to capacity development should be used. An operational strategy for capacity development for constituents in Decent Work Country Programmes (DWCPs) and development cooperation was endorsed by the GB in 2011. Approaches to capacity development were presented to the GB in November 2011, as were the results of the approved mapping of development cooperation approaches, including capacity development of constituents.

The Strategic Policy Framework 2010–15[4] articulated a vision for supporting the tripartite constituents, working together and separately, to advance towards decent work. This is encapsulated in the strategic objective to "strengthen tripartism and social dialogue" between governments, workers' organizations and employers' organizations. Whilst ILO has an important role in setting and promoting standards, much of its effort to deliver this strategic objective comes about through developing the capacity of its constituents. Therefore, the strategy emphasizes the importance of "reinforcing the capacity of constituents" as one of the ILO's four key technical capacities (together with knowledge, partnerships, and communications and operational capacity).

The Technical Cooperation Strategy 2015–17[5] emphasized that the capacity development of constituents should remain a feature of the ILO's intervention model in development cooperation. Larger programmes should include specific support for each constituent, as well as comprise capacity development at the bipartite and tripartite levels.

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[3] ILO: *ILO Declaration on Social Justice for a Fair Globalization adopted by the International Labour Conference, Ninety-seventh Session, Geneva, 10 June 2008* (Geneva, 2008).

[4] ILO: *Strategic Policy Framework 2010–15: Making decent work happen*, Governing Body, 304th Session, Geneva, Mar. 2009, GB.304/PFA/2(Rev).

[5] ILO: *ILO's Technical Cooperation Strategy 2015–17*, Governing Body, 322nd Session, Geneva, Oct. 2014, GB.322/POL/6.

The most recent ILO Development Cooperation Strategy 2015–17[6] has capacity development as one of its four elements – capacity development based on constituents' needs, and a holistic approach that addresses technical, organizational and institutional competences – and thus continues to emphasize the importance of capacity development across all of ILO's work.

The subsequent resolution on advancing Social Justice through Decent Work in 2016 called for the implementation of the ILO's Strategic Plan through the optimal use of ILO means of action and capacity development support to constituents at system, organizational and individual levels. The resolution also called for the measurement and monitoring of the results of such capacity development efforts. The Plan of Action for the follow-up to the Social Justice Declaration resolution calls for a consolidated capacity development strategy to be developed by the office.

Capacity development covers technical and functional capacities (human resource development), organizational capacity (internal mechanism, tools, and procedures) and institutional capacity (including, but not limited to, constituents' involvement in social dialogue and the tripartite governance of the labour market). The capacity development activities are intended to support the constituents to undertake their work in a sustainably and constantly evolving process to meet current and future challenges, "Constituents' capacity development should remain a strategic feature of the ILO's intervention model in development cooperation",[7] to strengthen their role in economic and social policy-making[8] and to enable them to engage more effectively in social dialogue.[9]

1.2 DELIVERY OF CAPACITY DEVELOPMENT

The ILO delivers much of its capacity development efforts through five regional offices, more than 40 country offices and over 600 programmes and projects in more than 100 countries. Decent work teams with technical specialists provide subregional technical support. In some countries, national coordinators serve as ILO focal points. The International Training Centre of the ILO (ITCILO) in Turin provides constituents with training. In addition to ILO's regular advisory services related to its mission and normative work, development cooperation projects are implemented in countries with or without ILO's permanent presence.

1.3 PURPOSE AND OBJECTIVES FOR THE EVALUATION

High-level evaluations (HLEs) are evaluations undertaken at governance level.[10] Every year, the ILO Evaluation Office holds consultations to select topics for such evaluations, which are then approved by the GB. The purpose is to provide insights into the relevance, coherence, effectiveness, efficiency, sustainability and impact of the ILO's strategy, programme approach and interventions.[11] They are intended to be forward looking and offer lessons and emerging good practice to improve decision-making in the context of the next strategic framework. This HLE focuses on ways to improve and enhance the identification and implementation of capacity development, and aims to achieve realistic value added to the ILO's objectives. It considers all of ILO's efforts in supporting the achievement of results from capacity development actions.

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[6]   ILO: *The ILO's Development Cooperation Strategy 2015–17*, Governing Body, 323rd Session, Geneva, Feb. 2015, GB.323/POL/5.

[7]   *ILO's Technical Cooperation Strategy 2015–17*, 2014, GB.322/POL/6, op. cit., p. 7.

[8]   ILO: *The ILO's Technical Cooperation Strategy and tripartism in the context of the United Nations reform process*, Governing Body, 306th Session, Geneva, Nov. 2009, GB.306/TC/1.

[9]   ILO: *Report VI: Social dialogue and tripartism*, International Labour Conference, 107th Session, Geneva, 2018.

[10]   ILO: *High-level evaluation protocol for outcome strategy evaluation: Protocol 1* (Geneva, Outcome Strategy Evaluation Unit, 2012).

[11]   See Annex 1: Terms of Reference.

The evaluation covers the period from 2010 to 2017 in line with the other HLEs on ILO's technical cooperation, and field operations and structure. This evaluation is part of a number of institutional evaluations that started with the evaluation of ILO's technical cooperation activities (2015) that looked at the modality of implementing capacity development. It includes the recently completed evaluation of ILO's Field Operations and Structure (2017), which examined the framework for ILO's support infrastructure for capacity development in the field.

When defined broadly, capacity development is a component in all ILO's global thematic areas/outcomes and regional/country programmes.[12] It is difficult to envisage any ILO intervention without capacity development objectives and activities. However, the evaluation primarily covers interventions with an explicit intention to support capacity development – be it as a primary objective or as an important integrated component of strategies and programmes having other objectives. It focuses on the difference made to the tripartite constituents and is not an evaluation of activities aimed at strengthening the capacities of ILO staff.[13]

The principal client for the evaluation is the GB, which is responsible for governance-level decisions. Other key stakeholders include the Director General and members of the Senior Management Team at headquarters, as well as field office directors and staff. It should also serve as a source of information for ILO donors, partners and policy-makers.

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[12] ILO: "capacity development for constituents will be a central component of all outcome strategies […] Capacity development for workers' and employers' organisations will include training and other capacity building initiatives based on needs assessment", *Strategic Policy Framework 2010–15*, Governing Body, 304th Session, Geneva, Mar. 2009, GB.304/PFA/2(Rev.), p. 26.

[13] This limited scope is made explicit in the Terms of Reference for this evaluation. It is acknowledged that the decision to exclude capacity development activities targeted at ILO staff from the scope of the evaluation might result in an analytical "blind spot". ILO staff training activities often aim or should aim at strengthening the capacity of staff to deliver in turn capacity development activities to ILO constituents and other ILO stakeholders. By exempting this "subsidiary results chain" from analysis, an important source of information for assessing the efficiency of the capacity development efforts of the ILO is not covered and should be considered as part of a coherent strategic approach to developing capacity for constituents.

2. ANALYTICAL AND METHODOLOGICAL FRAMEWORK

2.1 THEORY OF CHANGE

The overall approach of the evaluation is grounded in a general theory of change for capacity development. The theory of change is not explicitly described in the ILO strategies or programmes and budgets, but is implied. Specifically, the expectation is that constituent organizations, if they were wholly competent, would undertake activities to develop their own capacity. This would lead to improvements in individual and organizational performance (i.e. the strengthening of constituents) and then in turn lead to reforms, for example in labour law, which would lead to the delivery of ILO's objective of decent work for all (see Figure 1).[14] This theory of change is schematic and illustrative. Developing this in more details would be fundamental to any explicit strategy for capacity development.

Figure 1: Theory of change

Actions	Outputs	Intermediate outcomes	Outcomes	Impact
Capacity development activities	Change in organizational capacity	Improvement in organizational performance	Contribution to development results	Decent work for all

This is explained in more detail as an example in Figure 1. There are two key areas where constituents want to improve their capacity: one is their ability to deliver services especially important for employers' and workers' organizations, but also important for governments; and the other is their ability to develop policy proposals and influence public policy (important for all constituents). In an ideal world, not only would the constituents appoint teams to undertake the work, but also include within their strategies objectives and activities to continue their learning and to sustain their improved capacity. The constituents would develop their teams as required. On the one hand, they would then be able to deliver the services

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[14] Ideally this evaluation process could usefully have included the re-construction of the implicit theory of change to use as the basis for the evaluation. However that would have to have been based on an extensive consultative process not possible within the parameters of the evaluation.

and, on the other hand, would be able to undertake research, gather evidence and prepare policy proposals in order to engage in social dialogue. Briefly, the outcomes of this might be improved labour relations and improved labour law. These would both result in progress towards decent work for all. Furthermore, it might be expected that decent work would lead to improved productivity (which employers seek, along-side a stable and predictable investment climate), improved working conditions and wages (which work-ers seek), and improved tax revenues (which governments seek).

Figure 2: Developing capacity in constituents (example)
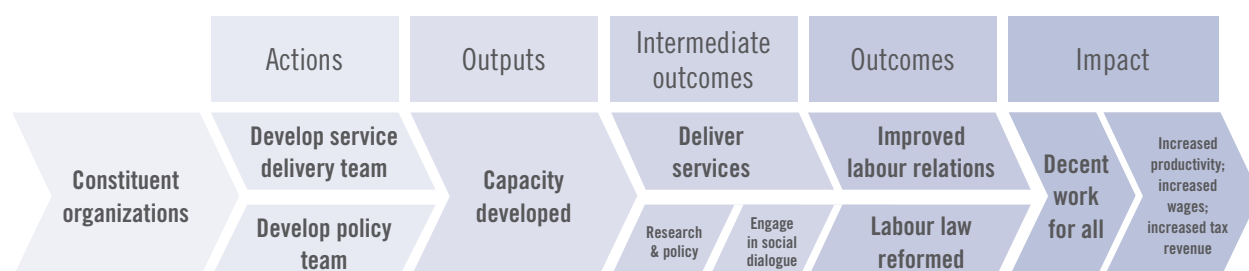
The problem to be overcome is that many constituents are unable to develop the required capacity on their own, because either they lack resources or they lack clarity on what will help them improve. Thus, there is a role for the ILO to provide support to the constituents.

2.2 DEFINING CAPACITY DEVELOPMENT

There is widespread agreement on the importance of capacity development in development cooperation,[15] but paradoxically the term is not clearly defined, often disputed and found problematic.[16] A coordinated approach using common methodology and standards is not found in the United Nations Development System (UNDS). Studies suggest that capacity development is not sufficiently articulated in UNDS activities[17] and that there is no clarity on the respective roles and division of labour among the various UN entities.[18]

The OECD/DAC's definition from 2006 (DAC, 2006) is the broadly accepted definition of capacity development.[19] Much time has been spent on debating subtle differences between definitions, e.g. the differences between capacity and capability, latent and actual capacity, organizations and institutions, and between capacity development and capacity building. It is sometimes argued that a building metaphor is irrelevant because capacity develops more organically, and not by engineered design and not from scratch (strengthening what there is). The term "capacity development" is used in this evaluation, except when reporting or quoting the words of others.

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[15]   Development cooperation has always aimed to deliver sustainable results and, by implication, to foster endogenous institutional capacity that would eventually make development assistance redundant. Skills training and technical assistance have been among the main inputs expected to create capacities that could deliver sustainable outcomes.

[16]   UNDP remarked that "Confusion around the term seems to have grown along with its popularity. For some, capacity develop-ment can be any effort to teach someone to do something, or to do it better. For others, it may be about creating new institutions or strengthening old ones. Some see capacity development as a focus on education and training, while others take a broad view of it as improving individual rights, access or freedoms" (UNDP 2009. Capacity Development. A UNDP Primer).

[17]   JIU/REP/2016/5 https://www.unjiu.org/sites/www.unjiu.org/files/jiu_document_files/products/en/reports-notes/JIU%20Products/JIU_REP_2016_5_English.pdf.

[18]   JIU/REP/2016/6 https://www.unjiu.org/sites/www.unjiu.org/files/jiu_document_files/products/en/reports-notes/JIU%20Products/JIU_REP_2016_6_English.pdf.

[19]   Also used by ILO, see ILO: *Capacity development for tripartite constituents*, Governing Body, 309th Session, Geneva, Nov. 2010, GB.309/TC/1.

The EU defines capacity[20] as "the ability of people, organisations and society as a whole to manage their affairs successfully" and capacity development as "the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time". Defining "capacity" as "ability" is on the edge of being tautological. Capacity can also be defined as a combination of resource and competence,[21] which perhaps gives a better clue: developing capacity is not just competence development, but also encompasses the development of the organization and its environment. Thus, capacity development must focus on individuals, organizations and (broader) societal systems or institutions to be effective.

It is also important to note the focus on capacity development as a process. That is, the definition alludes to capacity development as largely an endogenous process – like learning, it can be supported (e.g. by teaching) – but the teacher cannot "learn" the student anything – the learning (or change) takes place inside the individual (or organization, or society) and so does capacity development. Providing/building infrastructure/equipment/resources for offices, vehicles, research, etc., can be components in a capacity development programme, but are not capacity development per se.

This evaluation adheres to the reasonable and intuitively shared idea about capacity as the ability to perform. A basic understanding of capacity development as a process eventually resulting in changed capacity in individuals, organizations and systems is critically important because it moves the focus from ILO as a capacity development supporter to the constituents as capacity developers. However, it also implies that an organization can strengthen its capacity not only by developing the knowledge and skills of existing staff, but also by recruiting additional staff with the required knowledge and skills. As mentioned, the evaluation will focus on determining how ILO has contributed to strengthening the capacity of its constituents (government, and employers' and workers' organizations).

2.3 ASSESSING CAPACITY DEVELOPMENT

The analytical framework for the evaluation consists of two dimensions: first, a generic theory of change – unpacking the different changes that occur in a capacity development process – and, secondly, a distinction between three different levels at which capacity change can occur (Figure 1 and Figure 2).[22]

Three types of results

The results chain of capacity development distinguishes between three types of change:

■ changes in an organization's capacity;

■ changes in an organization's performance;

■ the contribution of the organization to longer term development results.

This differentiation is important as although they are interlinked, capacity, performance and results are separate issues often taking place at different points in time. An organization's capacity can be developed in the absence of any changes in the quality of what it does (performance) and vice versa.[23] Similarly,

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[20]   See Europa website: https://europa.eu/capacity4dev/public-cd-tc/minisite/about-capacity-development [accessed 7 September 2018].

[21]   Johnson, G., Whittington, R., Scholes, K. et al (2014) 'Exploring strategy: text and cases', London: Pearson.

[22]   The analytical model builds on a most frequently applied perspective of capacity development and organizational development, which is: an *open systems approach* where organizations (and people and systems) have permeable boundaries and constantly interact with their environment, influencing it and being influenced by it (Boesen, N. and Therkildsen, O (2004). *"Between Naivety and Cynicism. A Pragmatic Approach to Donor Support for Public Sector Capacity Development"*.

[23]   Using biological metaphors, a plant may grow simply because the environment provides rain and fertile soil; it does not need an expert to tell it how to develop. In the capacity development literature, this possibility has often been described as "emergence". This is in clear opposition to those with a more engineered approach who claim that a clear, meticulously planned, measurable, results – and analytically based approach – can develop capacities.

performance can be improved, but it may not contribute to any long-term development results. The distinction between levels of results can help to avoid misleading conclusions being drawn about what has been achieved by a capacity development intervention.

Three levels of capacity development

In line with existing literature on capacity development,[24] the analytical framework also understands capacity development as a process occurring at three different levels:

- *Individual level* – human resource development (training and education), which are concerned with how people are educated and trained, how knowledge and skills are transferred to individuals, competence built and people prepared for their current or future careers.

- *Organizational level* – or organizational development, which seeks to change and strengthen structures, processes and management systems in specific organizations in order to improve organizational performance.

- *System level* – or enabling (disenabling) environment including an emphasis on linkages between organizations and the context or environment within which organizations operate and interact.[25]

This description of capacity development underlines the interaction between micro (internal) and macro (external) factors determining how organizations translate their capacities into actual performance. Capacity development refers to change processes, located at any of these three levels, which improve the capacity of a social system to achieve its goals and objectives.[26] This HLE focuses on organizational and system levels without ignoring capacity development at the individual level.

During the last decade, the ILO has insisted on results-based approaches to capacity development. Nevertheless, it has proved difficult to provide hard evidence (in particular at aggregate global level) to demonstrate that capacity development support contributes to constituents' improved performance and to greater success in achieving their objectives. The ILO's own monitoring tends to focus more on inputs and outputs and is often weak at both outcome and impact levels.[27]

A key question in capacity development evaluation is whether any improved capabilities are due to the intervention or to other factors. It has been pointed out that change is essentially internal or "endogenous" and, if an outside intervention takes place, it does so in connection to these inner processes of change.[28] The classical definition of causality is that a causal factor must be necessary and sufficient for the effect to take place. As such the strict meaning of "attribution" is not feasible in the evaluation of capacity development.

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[24] See DFID (2006). *"An Evaluation of DFID Funded Technical Cooperation for Economic Management in Sub-Sahara Africa"*. Oxford Policy Management; and Kruse, Stein-Erik and Kim Forss (2014). *Methodological approaches to evaluate support to capacity development*.

[25] At this level, it is often useful to make a distinction between: (i) the network and linkages among organizations that facilitate or constrain the achievements of particular tasks; (ii) the regulatory environment, e.g. the policy environment of the public, private and civil sectors, which constrains or facilitates organizational activities and affects their performance; and (iii) the value framework – including the economic, social, cultural and political environments in which organizations operate, and the extent to which conditions in this broader environment facilitate or constrain the functional capacity of organizations.

[26] While capacity development efforts sometimes focus on only one of these levels, in most cases, they involve activity at multiple levels. For example, while developing an individual's knowledge and skills on a particular technical issue, steps may also be needed to change how the wider organization functions to enable these skills to be put into practice. The complexity of an intervention increases at each subsequent level (individual, organizational, institutional) as it involves a more complex set of activities and actors.

[27] See for example: "the monitoring of goals was found to be very difficult at times" reflecting that the indicators chosen for monitoring and evaluation were often not viable or simply could not be verified (p. 15); and "The few impact evaluations that exist are insufficient… most projects collect information on inputs and outputs but relatively little on outcomes or impact", in ILO: *Independent evaluation of the ILO's strategy for technical cooperation 2010–2015* (Geneva, Evaluation Office, 2015), p. xi.

[28] Boesen. N. (2014). *An approach paper to evaluation of capacity development*. Norad Evaluation Department.

As a result, ILO has begun to talk about contribution, and this evaluation will follow suit, recognizing that effects are produced by several causes, none of which might be sufficient in explaining impact.

This evaluation seeks to assess the extent to which ILO's capacity development has supported capacity development processes not only from the inside, but also through such "demand/pull-approaches" that seek to strengthen oversight, accountability and transparency. This could be through capacity development support to external stakeholders that should and could oversee and hold public sector organizations to account, thereby providing incentives for them to perform better.[29]

2.4 METHODS

The evaluation has taken a scientific realist approach[30] which seeks a disaggregated understanding of programmes, distinguishing between different programme elements, outcomes, contexts and mechanisms. The principles on which the evaluation were based are:

■ use of mixed methods to estimate changes and contribution at each stage in the programme logic;

■ combination of data gathering and interpretation by programme staff with external review of the methodology;

■ utilization of the results available from existing monitoring systems already in use and implemented by and for ILO.

The evaluation was conducted in four phases: an initial synthesis review of a sample of relevant project-level evaluations; inception phase including a scoping visit to Geneva and document review; a data collection phase including country visits and surveys; and finally, an analysis and reporting phase focusing on producing this report. In summary, four methods were used for collecting data and information: (a) synthesis review; (b) document review; (c) interviews; and (d) surveys. The data were assessed both qualitatively and quantitatively, although any serious statistical analysis without widely available impact results was difficult.

2.4.1 Document review

In the inception phase, policy and strategy documents as well as wider literature on capacity development were reviewed.[31] Such efforts continued, in conjunction with the collection and review of more specific programme documents, and data and information from regions and countries. Annex 3 provides detailed information on these documents and relevant findings from the review included in the analysis.

The policy/strategy analysis focused on assessing the coherence/relevance and linkages between the explicit policies/strategies for capacity development in the five-year strategic plans, biennial programmes and budgets, and selected country plans.

The evaluation included a synthesis review undertaken by the ILO Evaluation Office covering a sample of evaluation reports from 2010 to 2017 that deal with capacity development (relevant findings are reflected in this report.) The synthesis review included 40 evaluations sampled from a broader base of

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[29] Traditionally, donor support for capacity development has focused on what it could supply and often targeted institutions' "internal machinery". The effectiveness of this "supply-side" approach was increasingly questioned through the 1990s. The 2004 World Development Report (World Bank 2004) argued that formal, top-down "principal-agent" mechanisms where politicians and ministers were supposed to hold frontline service providers accountable were not effective. Attempts were made to "work from the outside-in" ("pull-approaches"), as complementary alternatives to "push-approaches" working from the inside". These approaches also found their way into capacity development guidance, e.g. Danida, the European Commission, Asian Development BankADB and others (Boesen and Therkildsen, 2004, op. cit.).

[30] See Pawson, Ray and Tilley, N. (1997). *Realistic Evaluation*. Sage Publications.

[31] Appendix 2 in separate volume available on request lists the reviewed policy and strategy documents as well as wider literature on capacity development.

203 evaluation reports that featured the term "capacity building" in English, French and Spanish. The shortlist was based on the frequency of this term, the regional coverage, type of evaluation and the quality of evaluation reports. The final 40 evaluations were explicitly selected to represent capacity development initiatives for governments, and workers' and employers' organizations, where their objectives, strategy or results were implemented in partnership with constituents. The comprehensiveness of the evaluation reports and evaluations with recommendations, good practices and lessons learnt on capacity development of constituents were also prioritized in the sampling. Other important considerations were the regions represented and projects supported through Regular Budget Supplementary Account (RBSA) funds. The synthesis followed the standard evaluation criteria and focused on capacity-building elements within the broader set of findings captured by the selected evaluations. Gender-related findings were extensively explored.

2.4.2 Interviews and group discussions

Semi-structured individual and group interviews were carried out with a broad range of stakeholders.[32]

- Staff and beneficiaries at the Turin training centre.
- ILO regional and country office staff.
- Country-level stakeholders (governments – Ministry of Labour – workers' organizations and employers' organizations).
- A total of 353 people were interviewed individually and/or in groups.[33]

2.4.3 Surveys

Two on-line surveys were undertaken in the three ILO official languages to cover a broader range of countries and stakeholders than was possible through the interviews alone. One focused on ILO staff and one on constituents. In total, 754 individuals (331 ILO staff and 423 constituents) responded to the surveys and the relevant results are included in the findings throughout the report.[34]

2.4.4 Country studies

The evaluation collected data and information from all the five regions including missions to seven countries in three regions (Africa, Asia and Latin America) and desk reviews of country experience in the Arab States and Europe. The team visited and interviewed the regional offices in Africa, the Americas and Asia. The team adopted both "entry" (exhibited by all) and "portfolio" criteria (exhibited across the portfolio) in order to select countries to visit to gather more in-depth information about processes, dynamics and results. Entry criteria covered: (i) quality and availability of documentation; (ii) scale of projects and budgets for capacity development; portfolio criteria covered; (iii) coverage of all regions; iv) participation from all three constituents; and (v) limited evidence of evaluation "fatigue" where constituents have been the subject of several recent evaluations. There was a focus on projects that had addressed selected outcomes in the ILO P&B 2010–15 and 2016–17 considered particularly relevant for capacity.[35]

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[32] See Annex 2 for the distribution of stakeholders interviewed by location, category and gender.

[33] ILO Geneva: 48; GB representatives: 16; ITCILO: 9; Regional Office for Africa: 25; Regional Office for the Arab States: 7; Regional Office for Asia and the Pacific: 24; Regional Office for the Americas: 28; Colombia: 17; Greece: 9; Honduras: 24; Indonesia: 48; Kenya: 20; Senegal: 25; Timor Leste: 29; Viet Nam: 24.

[34] A full review of the results including information on the sampling and survey is included in Appendix 6 and 7 in separate volume available upon request.

[35] A more detailed analysis is provided in Appendix 4 in separate volume available upon request. The data in the annex was retrieved from www.ilo.org/DevelopmentCooperationDashboard.

During the scoping visit, all interviewees were asked for suggestions of countries with interesting projects or the potential for learning lessons and insights. Based on this, and further analysis as provided in detail in Appendix 4, the following countries were selected for field visits:

- Africa: Kenya and Senegal (Anglophone and Francophone Africa)
- Latin America: Colombia and Honduras (South America and Central America)
- Asia: Indonesia, Timor Leste and Viet Nam.

Two countries were selected for desk country reviews with interviews being carried out by Skype, on the telephone or via email:

- Arab States: Jordan
- Europe: Greece.

There was also a visit to the ITCILO to interview key staff. Data were collected during the visit and further detailed information was provided subsequently. This visit was particularly useful in identifying constituents who had participated in training in ILO programmes and projects, and in establishing the list of constituents for the survey.

2.5 EVALUATION QUESTIONS

There are two lists of evaluation questions in the Terms of Reference. The evaluation has focused on a group of strategic questions in order to provide deeper analysis and useful recommendations. The main evaluation questions are listed in Box 1:

BOX 1

Evaluation questions

Relevance – extent to which strategies and objectives are consistent with needs and requirements of the three constituents, in line with ILO priorities and comparative advantage:

1. What is the relevance of the strategies and objectives for the constituents?

2. Does capacity development follow from thorough and regularly updated needs assessments?

3. Are plans and programmes based on strategic selectivity – areas in which ILO can contribute most?

4. Has ILO in its support been responsive and flexible in planning and management to changing contexts and needs?

5. Are plans and initiatives owned and driven by the constituents?

6. Are capacity development actions responsive to human rights and gender equality?

Coherence – the clarity of policy direction and consistency of linkages between levels and dimensions of capacity development:

7. How is capacity development defined and understood in ILO and by its constituents?

8. How does capacity development fit into ILO's purpose, strategies and priorities?

9. What instruments are used to implement/operationalize capacity development as a core priority (financial/technical guidance/ rules and regulations)?

10. How does the training delivered by the ITC at Turin complement other capacity development actions?

Effectiveness – extent to which programme/ project objectives have been achieved, or are expected to be achieved:

11. How have results-based management approaches been applied to capacity development support and how have they contributed to learning and improved effectiveness?

12. Are objectives clearly defined – with measurable indicators and targets?

13. To what extent are data and information collected to measure progress and achievements?

14. How and to what extent are country results reflected in reports and aggregated at regional and global level?

Efficiency – extent to which scarce resources are converted to results:

15. To what extent are resources and mechanisms in place at global/regional/country levels to support capacity development processes financially and technically?

16. How is capacity development funded and what is the level of funding?

17. Are capacity development actions integrated within DWCPs and CPOs and across constituents?

18. Are capacity development actions coordinated with the efforts of other organizations seeking to support ILO constituents?

Sustainability – the probability of continued long-term benefits from ILO support:

19. To what extent are measures in place in constituents to ensure organizational and financial sustainability and retention of competence?

20. To what extent are positive synergies leveraged with other programmes/agencies?

Outcomes and impact – extent to which medium- and long-term results have been achieved:

21. To what degree have programmes and interventions achieved results at outcome level (services/organizational capacities/policy advocacy)?

22. To what extent have capacity development activities contributed to strengthening the capacities of the three constituents and their role in economic and social policy-making?

Lessons and good practices

23. What characterises the strategies and interventions to support capacity development that are considered effective?

24. What are the main lessons from evaluations of capacity development in comparable UN agencies?

2.6 LIMITATIONS

The evaluation has only assessed efforts and interventions in a sample of countries. Hence, it is difficult to generalize findings and conclusions, but an in-depth analysis of a limited number of efforts in a sample of countries has been the most effective strategy to address the complex questions in the Terms of Reference. The surveys and desk studies provide broader and additional information and have strengthened validity of the findings.

Even with considerable triangulation, there were many occasions when answers were contradictory and it was thus difficult to ascertain the real position.

As noted earlier, much of ILO's monitoring focuses on activities and outputs rather than outcomes and results. This has created challenges in judging whether capacity development initiatives have resulted in attainment of medium- and long-term objectives. In trying to assess the contribution of interventions from partner organizations to wider and long-term development outcomes, attribution problems abound and escalate, as the number of factors that could potentially influence development outcomes increases, and it becomes more and more difficult to trace the causal relationship between the ILO contribution and the development outcomes.

There is incomplete data on the universe of capacity development – related expenditures, activities and results in ILO. There is also weak/missing systematic consolidated outcome data from the ILO's Inte-

grated Resource Information System (IRIS) system for comparing countries. Data had to be compiled from scattered sources.[36]

It should also be noted that the scope of the evaluation did not include capacity development activities targeted at ILO staff. This might result in an analytical "blind spot" in relation to the full theory of change of ILO as an organization supporting the development of the capacity of constituents. Many of the ILO staff training activities aim or should aim at strengthening the capacity of staff to deliver capacity development activities to ILO constituents and other ILO stakeholders. By exempting this "subsidiary results chain" from the analysis, an important level of analysis for a full assessment of the efficiency and effectiveness of ILO's capacity development efforts is not covered in this evaluation. Any coherent strategic approach to developing capacity for constituents should include this level of results.

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[36] See similar constraints mentioned in: ILO: *Independent evaluation of ILO´s Decent Work Country Programme strategies and actions in the Mekong subregion 2012–2017* (Geneva, Evaluation Office, 2017).

3. FINDINGS

3.1 CAPACITY DEVELOPMENT IS RELEVANT

This section assesses dimensions of relevance – the extent to which strategies and objectives for capacity development are consistent with the needs and requirements of the tripartite constituents, in line with ILO priorities and comparative advantages.

3.1.1 Relevance of capacity development strategies and objectives for constituent organizations

Strong and capable constituent organizations are essential for successful tripartite processes and social dialogue, and therefore critical to the realization of the ILO's core mandate. Moreover, capacity development activities are seen as an essential component of strategies targeted at strengthening social dialogue.[37]

Constituents identified a wide range of needs that they hoped could be addressed through capacity development, including:

■ Lack of functioning tripartite structures and processes.

■ Insufficient ability to undertake strategic planning.

■ Weak internal governance, democratic process and accountability to membership.

■ Insufficient technical knowledge, research and policy development skills, for example in labour law reform, occupational safety and health, and migration.

■ Inadequate labour administration capacity, particularly in labour inspection.

■ Inadequate policies, processes and skills for conflict resolution in industrial relations, particularly in the public sector.

■ Lack of effective means to mitigate against some of the industrial relations practices of transnational enterprises – particularly Chinese corporations in Africa.

■ Lack of opportunities for young people and women to provide leadership and/or develop leadership skills.

■ Inadequate internal management tools and systems, including membership administration systems.

■ Lack of coherent strategies or resources to address challenges of changing nature of work, including the growth of the informal economy, precariousness and the digital economy.

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[37] ILO: S*ocial dialogue interventions: what works and why? A synthesis review 2002–2012*, (Geneva Evaluation Unit, 2013).

Figure 3 shows participation by each of the constituents in a range of topics covered by training. Employers' organizations are keen to participate in courses on organizational development but are also keen on social dialogue and research and analysis. Workers' organizations are equally keen to participate in courses on social dialogue and to learn about development cooperation.

Figure 3: Constituent participation in training
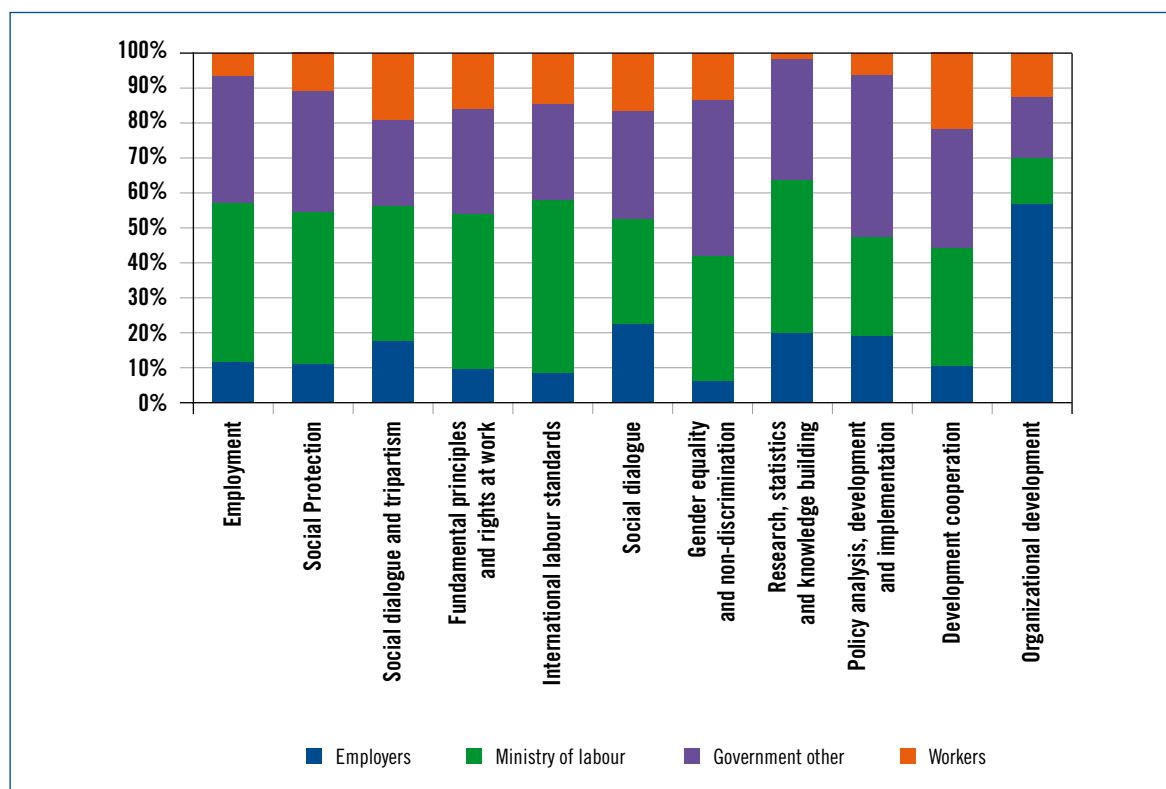
However, these requirements assume that there are functioning and sustainable tripartite constituents and that all that is needed is to develop their competence so that they can engage with one another more effectively. In practice, some countries are struggling to maintain effective social partnerships. When the one struggling is the government, then there is a danger that the whole system will simply break down (see Box 2).

BOX 2

Ministry of Labour, Kenya

In Africa, many labour ministries simply do not have the financial resources to function, beyond the employment of a minimal number of staff. According to Kenya's Ministry of Labour, for example, "our role is crisis management". The tripartite system is barely functioning. The apex tripartite structure – the National Labour Board – should meet four times per year, but in reality only meets when the ILO or central government can subsidize the cost of the meeting venue, travel and accommodation expenses. The cost of sending one person to attend a five-day course in Turin would take the equivalent of 25 per cent of the Ministry's entire training budget, and no one has attended for over the last years. The issue of higher budgetary priority remains.

As a result, the Federation of Kenya Employers believes that tripartism is "under trial". The Ministry of Labour is "a ghost" operating on a zero budget, only coming to life when the ILO provides assistance. Key decisions, such as minimum-wage setting, are determined by the President, not through tripartite negotiation.

Whilst the problem in Kenya may be extreme, it is not unique. Paradoxically, in Kenya there is consensus among ILO staff that the social partners are among the most developed in the region. Regional ILO staff recognize that while the ILO can provide technical assistance and capacity development, it is of limited value in those countries where governments (central or labour ministries) simply do not prioritize sufficient budget for the effective functioning of tripartite processes. Not all constituent organizations face all these deficits in capacity, and some report significant progress as the result of ILO intervention.

Most organizational capacity development activity for constituents is a by-product or a secondary outcome of extrabudgetary financed project activity. As one ILO specialist in West Africa described it, "there may be a mismatch between what the constituents say they need, what the ILO thinks they need, and what they actually need". Many constituents reported that technical assistance tends to be supply-led and donor-driven. This would matter less if constituents had clearly thought through strategies and could integrate support from different donors with different priorities but, as noted in the list above, the ability to develop strategies and plans is a need of many of the constituents.

A further challenge is the balance that needs to be struck between the countries needing support and levels of funding available. While ILO aims to work across a wide range of countries, many donors focus on supporting a relatively small number with the result that activities in some countries have little difficulty in securing support whilst others find it more problematic. It is notable that, of the 40 project evaluation reports covered by the synthesis review, only eight include any African participants, yet arguably Africa has the greatest capacity development needs. By contrast, for example, Viet Nam was included in seven projects.

3.1.2 Needs assessments

Capacity development interventions are not sufficiently based on systematic and regular country needs assessments and in particular constituents' needs. The country studies found that ILO undertakes broad socio-economic reports/analyses, but that few cases revealed specific capacity assessments of constituents. The most frequent response was that ILO made some attempt to assess needs, but that it tended to be informal and usually quite narrow. Most of the needs assessments were carried out as part of technical co-operation projects, and thus focused on the specific requirements of the project rather than on the broader needs of the organization. In Asia and Latin America, there is considerable support for labour inspection that includes capacity development. Whilst this is important, and will make a difference, it is a different type of capacity development to that required to improve the competence of a labour ministry to write new legislation or to engage in dialogue with employers' and workers' organizations. The evaluation of ILO's field operation and structure 2010–16[38] also suggested that ILO services should be based on a better understanding of constituents' needs and be more contextualized.

Needs assessments are required to prepare both DWCPs and United Nations Development Assistance Frameworks (UNDAFs). This may bring more consistency, but at present there does not appear to be a consistent approach or practice in undertaking formal needs assessments of constituent organizations. Nevertheless, senior ILO staff insist that capacity development must be based on such assessments. Interviews in Africa revealed that there had been no formal or documented assessment of the capacity development needs of the workers' organizations. When present, there is often no proposal for the most appropriate form of capacity development or it is assumed that it is training. As noted elsewhere, many people equate training with capacity development (see Figure 4). This is reflected in the high participation rates in training (more than 70 per cent of survey respondents[39] participated in training courses and barely 17 per cent participated in study visits or mentoring). Furthermore, the number of participants in

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

[39]   See Appendix 6 in the separate volume available upon request.

training appears to be rising. There may, however, be occasions when people do not even realize that their capacity is being developed. For example, the adviser on a project to support the Chamber of Commerce in Myanmar to develop employers' organizations' functions and services moved in with the team to provide daily advice, guidance and mentoring.[40] This was very effective but was not recognized as capacity development but recognised by the beneficiaries as mentoring. Respondents were offered the chance to say "other" and then to explain. Just 25 people ticked the other category, although 13 of them then described what they had done as training. Other responses included conferences and workshops (five), national study (one), policy-making (one) and visiting expert (one).

Figure 4: Types of capacity development (by constituent)
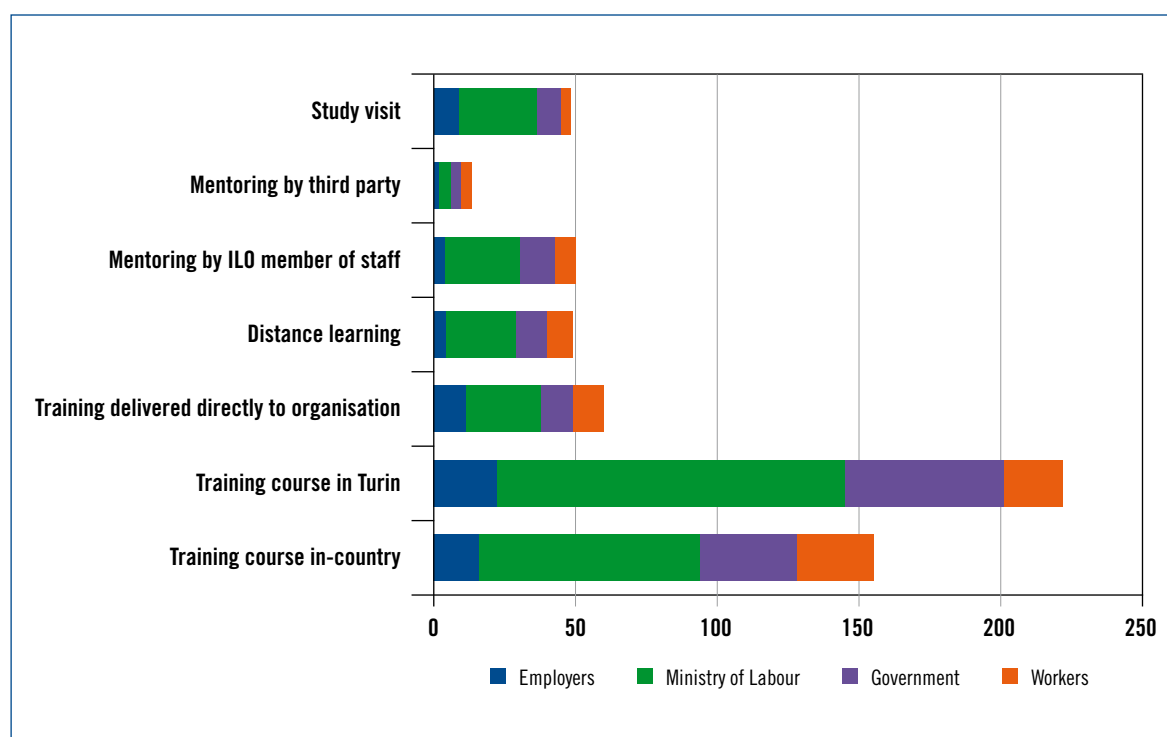
Employers' organizations in Kenya and Senegal received assistance from the ILO to undertake needs assessments, and prepared subsequent strategic plans, but there appeared to be no equivalent for workers' organizations or labour ministries in Africa. The same problem was found in Asia and Latin America: employer's organizations seemed to receive systematic support (and this can be extremely beneficial, Box 3); ministries seemed to be assessed in relation to very specific functions such as labour inspection; workers' organizations did not seem to undergo any kind of systematic needs assessment, but rather there was a reliance on a more general perception of what was needed. This was sometimes simply due to no request for such support but it may also reflect differences between the approach and culture of ACTRAV and ACT/EMP. ACTRAV uses more informal and organic means to determine needs, and ACT/EMP is more comfortable with structured business planning methods. For example, ACT/EMP meets annually with employers' organizations in Colombia to plan activities for the following year. Some needs assessments (for both employers' and workers' organizations) remain confidential to ACTRAV or ACT/EMP staff.

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[40]   ILO: *Outcome evaluation of MMR801, strengthened capacity of employers' organizations in Myanmar: A final evaluation* (Geneva, Evaluation Office, 2018).

BOX 3

Case study: COHEP

Consejo Hondureño de la Empresa Privada (COHEP) was founded in 1967 as the apex business association in Honduras. It has 75 members, all of which are business and trade associations. Starting in 2009, with support from ILO, COHEP reviewed in detail its strategy, approach and image and, as a result, implemented a new strategy and workplan. In 2011, they started a review of the enabling environment and, with further support from ILO and use of ILO's "EESE" tool, in 2013, completed their research, including a survey of more than 2,000 businesses and consultation with government and trades union stakeholders. In 2014, they set out a series of proposals intended to influence government policy. In 2015, ILO supported the creation of a micro-site on their website to monitor progress. By 2016, COHEP estimated that it had delivered as many as 70 per cent of the proposals. In 2016, they decided to revisit the analysis, surveying some 2,700 businesses, again with support from ILO, and are now focusing on 17 pillars of a strategy to reform the enabling environment. Some areas, such as health and infrastructure, are difficult, but considerable progress has been made in areas such as entrepreneurship, business development and social dialogue. ILO support included training and mentoring. The Organization has developed COHEP to the point where they consider that they could now do this work independently. Importantly, all staff now have personal development plans and make annual assessments of the further development they require.

ILO in Indonesia has for instance commissioned and carried out several studies and reports analysing the country's needs and trends such as the ILO Decent Work Country Profile Indonesia (2011). The studies focus on broad socio-economic trends and issues and not specifically on capacity development. Another report,[41] presents an analysis of institutional and gender mainstreaming capacities of organizations and networks that will become implementing partners and makes recommendations for capacity development interventions during the project phase. Box 4 provides interesting examples of assessments and combinations of research, and analyses of alternative models for reform and policy dialogue.

BOX 4

Case study: needs assessment

In **Viet Nam,** the Ministry of Labour, Invalids and Social Affairs (MoLISA) specifically requested ILO's support to develop its Master Plan on Social Insurance Reform (MPSIR), in which coverage extension will be central. The project contributed to shaping the MPSIR by assessing social security deficits in specific sectors of the economy, reviewing the social security inspection system, and preparing technical papers analysing options for reform. The validity of these options are now being assessed using actuarial methods.

In **Indonesia**, the sectoral assessment of social security deficits and review of social security inspection, conducted in collaboration with BPJS-Employment, makes concrete recommendations and proposes measures for improving coverage.

Based on the ILO study on labour law compliance in electronics firms in **Viet Nam**, the MoLISA inspectorate developed a strategy for improving working conditions in the sector in consultation with the workers' and employers' organizations (VGCL and the VCCI).

In 2012, at MoLISA's request, the ILO undertook a needs assessment of Viet Nam's labour inspection system (LIS) and overall compliance strategy. At the same time, MoLISA prepared a Master Plan for building the capacity of its labour inspection system (2012–2020), drawing on the assessment and related MoLISA priorities.

In **Kenya**, in 2013, the ILO commissioned an independent *Capacity assessment of the Federation of Kenya Employers*. This was a wide-ranging systematic study of the entirety of FKE's governance, mandate, representiveness, financial sustainability, operational strategy and services. This paved the way for the development of the FKE's strategic plan for 2014–17. A further assessment was undertaken in 2017–18. FKE staff participated in an ILO regional training programme on results-based management and strategic planning, which informed a full evaluation of FKE, a "retreat" meeting of the whole Board and staff, and the production of a draft strategic plan for 2018–22.

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[41] The ILO project "PROMOTE: Decent work for domestic workers to End Child Domestic" was a three and a half year project that ran from January 2013 to June 2016. Funded by the United States Department of Labour, the project promoted the realization of Decent Work for Domestic Workers as a means to reduce child domestic labour.

The evaluation found little consistent consultation with constituents in the design of extra-budgetary funded development cooperation projects that may have had important capacity development elements. This may be due to donor or partner organizations have little understanding of the ILO's tripartite principles or processes. This may be particularly true when in partnership with other UN agencies. The ILO appraisal mechanism requires that ACT/EMP and ACTRAV consult the constituents but, it seems, many projects proceed without this happening. There may be a need to think further about how to ensure constituents are properly consulted.

3.1.3 Relevance and strategic selectivity

There was a broad consensus from the document review and many of the interviews that capacity development activities supported by ILO are generally relevant to the priorities and needs of constituents. This is in line with the overall conclusion from the most recent institutional assessment of the ILO which notes "that ILO is a highly relevant and improving organisation. The ILO demonstrates a very good understanding of the contemporary challenges in the world of work. […] As well as continuing to implement its mandate in the area of international labour standards, the ILO has worked to enhance its capacity to influence the international policy agenda".[42]

However, there is a much weaker understanding and discussion of the extent to which ILO supports the most strategic interventions based on an analysis of comparative advantage and strategic setting of priorities. The needs in countries are unending and ILO has limited human and financial resources. Strategic selectivity based on an interpretation of ILO's comparative advantage is required to avoid fragmentation and dispersion/dilution of efforts.[43] There are exceptions and examples of such strategic analysis[44] but, given the resources constraints and an increasingly crowded and competitive context, there is an urgent need to sharpen and deepen the scrutiny of strategic relevance of what ILO can and should do.

Strategic selectivity requires an analysis of the contribution of other agencies to the constituents' capacity development. In many countries, for all three constituents, the ILO is not necessarily the primary source of support. What it does bring, however, is credibility and access to international networks and competence, and indeed this can often help those organizations to source funds from other sources.

Workers' organizations are directly supported by the regional and international trade union federations (the International Trade Union Confederation or ITUC, and the sector-based Global Union Federations or GUFs), trade union development agencies, e.g. LO (Norway), AFL-CIO Solidarity Center, Union-to-Union (Sweden), SASK (Finland), and a variety of foundations and NGOs, most notably the Friedrich Ebert Stiftung (FES).

Employers' organizations are supported by the International Organisation of Employers (IOE) and its regional bodies, through bilateral links with counterpart organizations in other countries, e.g. France, Luxembourg, the Netherlands, Norway and Spain, through development finance institutions such as the African Development Bank, and through foundations such as the Konrad Adenauer Stiftung (KAS). This can involve substantial levels of funding. For example, The National Council of Employers of Mali (CNPM) has recently received some US$20 million from the Danish government for a private sector development support project. Some employers' organizations (e.g. Kenya and Senegal) are also able to draw on support from their wealthier members through sponsorship of training events, etc.

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[42] MOPAN 2015–16 *Assessments, International Labour Organization Institutional Assessment Report*, 2017, p. vi, www.mopan-nonline.org/assessments/ [accessed 4 September 2018].

[43] The review of the previous Decent Work Country Programme states that "because of its mandate, the ILO continues to be able to offer a comparative international perspective that may well be unrivalled by other potential development partners in Vietnam" (ILO 2016). *Decent Work Country Programme Review Vietnam 2012–16*.

[44] The integration of Better Work within the ILO has served the projects' influence on policy by strengthening the voice and involvement of ILO tripartite constituents in what had been mainly industry-driven social compliance initiatives in the garment sector. Furthermore, the credibility of the ILO and Better Work Global (BWG) among global brands was critical to achieving scale; increasing the scope for influencing global value chain behaviour and policies in the sector (ILO, 2016). *Final Independent Cluster Evaluation - Better Work Vietnam (Phase II) and Better Work Indonesia (Phase II)*.

Ministries of labour are able to draw on bilateral support from their counterpart organizations in other (primarily European) countries.

There appears to be a notable increase in capacity development activity by the Chinese government in Africa, either directly or through its employers' and workers' organizations. This includes budgetary support to trade union centres, capital investment in union buildings and IT infrastructure, and exchange visits. African employers are also engaged in programmes with their Chinese counterparts providing guidance on local labour laws, the business environment and industrial relations practices. In Kenya, the Norwegian Employers' Federation is supporting similar activities.

It should be noted, however, that both employers' organizations and workers' organizations in Africa and Latin America mostly struggle to secure enough resources to implement their policy priorities.

Discussion on strategies to support constituents' capacity development is not limited to the ILO. But there is little evidence of attempts by the ILO to coordinate, cooperate or avoid duplication of capacity development efforts with other agencies. A representative of one of the major agencies concerned expressed frustration that ILO representatives declined the opportunity to participate in discussions to coordinate policy with other key organizations supporting capacity development for workers' organizations in East Africa.

ILO staff responsible for developing capacity at a national level face dilemmas caused by ILO structures, particularly in relation to the informal economy. The government partner may be the ministry of labour but, in reality, other ministries with which ILO often partners could be far more relevant. Workers may be represented through one or more national union federations but it may be more important to work with unions or informal associations that are not affiliated or directly involved with federations. In Cote d'Ivoire, for example, ILO staff are developing programmes with informal workers in construction, domestic work, carpentry, hairdressing and food processing, but work with national federations, rather than the unions themselves. The centrality of the national trade union federations also affects the development of cooperation with the sector-based GUFs with significant representation of informal workers, such as the International Domestic Workers' Federation (IDWF), Building & Woodworkers International (BWI), International Transport Workers' Federation (ITF) or StreetNet International.[45]

BOX 5

Dispute mediation in Colombia

The tripartite social dialogue mechanism in Colombia, in the form of a Standing Committee on Wages & Labour Policies, largely fails to function effectively for a variety of reasons not helped by a lack of trust. It seems it fails to come to a consensus on anything that it discusses, leading the Ministry of Labour to say that it would like the ILO to do more with both employers' and workers' organizations to encourage them to work towards compromise and consensus. However, there are some positive aspects.

The Government of Colombia has adopted a number of ILO conventions and so the social partners are able to complain officially to ILO when they believe that ratified labour standards are being infringed. This was happening so often in Colombia that ILO and government created a special commission, known as CETCOIT (La Comisión Especial de Tratamiento de Conflictos ante la OIT: the Special Committee for the Treatment of Conflicts before the ILO). ILO paid for a mediator and it successfully resolved 65 per cent of disputes. Unfortunately, the mediator has recently left the role and it is not clear whether ILO will be in a position to continue to fund this position. More importantly it seems that little was done by way of succession planning so that a good initiative has been let down by inadequate capacity development.

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[45] StreetNet International is the alliance of membership-based organizations (unions, cooperatives or associations) representing street vendors, market vendors and/or hawkers.

Constituent organizations are aware of ILO's unique role in and contribution to capacity development. Representatives of workers' organizations describe how the combined expertise and experience of the ILO marks it out from other agencies. The ILO is "more important than other agencies because of its truly global outlook, knowledge of labour standards and expertise". Labour ministry officials appreciate the ILO's ability to listen and be proactive in responding to requests for assistance. For some labour ministries, the ILO also provides institutional memory where there is high staff turnover, and frequent sweeping changes in political leadership.

Despite support received from elsewhere, constituents regard the ILO as the "main support". Crucially, as demonstrated in Greece and Senegal, and in Colombia and Honduras, the ILO is trusted by the tripartite constituents, a crucial element in supporting tripartite activity.

BOX 6

Building trust in Greece

In the midst of the financial and political crisis, the Greek trade unions lodged complaints to the ILO supervisory bodies in 2011 for an alleged violation of 11 ILO conventions previously ratified by the Government of Greece. This triggered a high-level ILO mission to Greece, leading to a collaboration agreement between the ILO, the government, the European Commission and the World Bank. In 2013, the ILO Athens temporary Liaison Office, was established and entirely funded by the ILO.

With significant financial support from the EU, the Liaison Office subsequently coordinated a number of programmes and ad hoc forms of technical assistance on labour law reform, youth unemployment, labour inspection and undeclared work, social protection and cooperative development. Most crucially, the ILO was uniquely placed and instrumental in ensuring that labour market reform involved the participation of the tripartite constituents through social dialogue. The ILO kept the process alive, despite changes in government and political crises.

According to the representative of the Hellenic Federation of Enterprises (SEV), the employers' organization, the ILO's intervention "opened our eyes" to the fact that international labour standards were a balanced set of rules that could be the ethical basis for new policies. The hands-on support by ILO staff, including the Director-General, was a significant contribution to the organizational capacity of SEV, particularly the development of their arguments and policies, based on the ILS as "an intellectual framework for good relationships".

The General Confederation of Greek Workers (GSEE) believes that the role of the ILO has been crucial in re-building the tripartite process and helping to assert the independence of the trade union movement from the government. Social dialogue had in effect completely collapsed until reinstated through ILO intervention. "Even the unions (at the workplace) had lost social dialogue procedures".

The Ministry of Labour, in common with the social partners, believes that the ILO's support for the development of tripartite discussion has been "… a very good experience. If there was no ILO, unions and employers would not feel so comfortable. They trust the ILO, but not the Ministry".

The mediation role of ILO staff to maintain trust and confidence (and to listen) is accepted and supported by the tripartite constituents. The ILO is uniquely placed to gain that trust. Nevertheless, constituents believe that the tripartite structures and processes have not yet reached an advanced level of maturity and would be unsustainable if the ILO was to withdraw its staff presence in Athens. "If the ILO pulled out, it would take us back several years". The Ministry of Labour believes that it will take another two or three years to build the confidence necessary to progress without ILO's presence.

Capacity development activities are generally relevant for governments, and workers' and employers' organizations, but most of ILO's support is project based and consequently often ad hoc, limited in scope and not sufficiently long-term and predictable. The synthesis review for this evaluation found that "relevance of ILO initiatives is uncontested across the projects […] interventions were based on past work in the country, needs expressed in decent work country programmes and the country's local context".

However, ILO does undertake capacity development activities, some of which are long established but which do not appear on first impression to be relevant to delivering the strategic objectives. These include, for example, SCORE (Sustaining Competitive and Responsible Enterprises), WISE (Work improvements in Small Enterprises) and SIYB (Start & Improve Your Business). Whilst these may be valuable to the

beneficiaries, and there may be a high degree of leverage due to ILO's training of trainers many of whom then go on to train hundreds, possibly thousands, of others, it needs to be more clear how such activities make a major difference to whether ILO can achieve its strategic objectives. Indeed, a number of interviewees questioned whether this was a good use of resources at a time when resources are being squeezed.

3.1.4 The normative and operational roles of ILO

The specialized agencies of the UN including ILO were established to be focal points for intergovernmental negotiations on common international issues. Member States designed them for the purpose of collecting and disseminating information linked to the setting of international standards and rules. This has often been referred to as the normative function of the UN. Specialized agencies such as ILO are often heavily involved in the execution of development cooperation projects in developing countries now described as their operational role. This involvement in implementing development cooperation projects leads to some concerns and dilemmas for ILO's role in capacity development which will require further study.

The expansion of development cooperation projects funded by extra-budgetary funding is evident in almost all of ILO's country programmes including those in Indonesia and Timor Leste and Viet Nam, and also in countries in Africa.

Greece, for example, has seen an increase of externally financed and initiated interventions and programmes with many agencies involved, yet with very few (if any) based on tripartite principles. The ILO presence has a major impact on the ability and status of the social partners to intervene or be included in programme design and implementation, even when the government is reluctant.

The increase in extra-budgetary funding and large portfolios of development cooperation projects raises questions for ILO pertaining to capacity development. They were identified, though not fully studied in this evaluation, such as:

■ Workers' and employers' organizations become involved and are used in ILO technical cooperation projects, but interviewees for this evaluation expressed a concern about a too narrow instrumental use of their capacity as an add-on to technical cooperation projects and not as part of an overall ILO core strategic objective.

■ Development cooperation requires project implementation capacity and skills which may contribute to move ILO from a research or knowledge-based organization to an implementing agency. ILO programme officers may spend an increasing amount of time, not as technical advisers, but as managers of programmes meeting donor planning and reporting requirements.

■ Donors have their own priorities not necessarily in line with ILO's core mandate which may influence ILO's priorities – including capacity development approaches. Tripartite principles may not be adhered to and training and technical guidelines do not include and refer to ILO norms and values. The challenge for ILO is finding the right balance between the normative and operational roles, keeping a focus on strategic selectivity and avoiding taking donor funds for projects in non-core areas because of the availability of such funds.

■ It is challenging to implement a staged approach to capacity development[46] which involves the successful transfer of sustainable knowledge and skills to national counterparts to fill gaps in weak government structures over an extended period of time. There is clearly a need to monitor such processes carefully.

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[46] The Roads for Development Programme in Timor Leste used what is called "the embedded approach" to capacity development which means that an ILO project is directly embedded in the structure of a national institution including a group of external ILO advisers working with local counterparts. The core strategy of R4D entails a capacity development component combined with a labour-intensive approach in rural roads works. R4D adopted a staged capacity development model, whereby gradually the institutional capacity of partners should be developed, including skills training of staff.

3.1.5 The scope and levels of capacity development

There was a tendency for interviewees to equate capacity development with training – often linked to what the ITC in Turin provides – although COHEP in Honduras explained their perception of capacity development as imparting knowledge and skill so that they can work independently. In particular, they stressed how ILO might lead on a project during phase I, but would only support the project in phase II and, by implication, their input would not be needed in phase III. The organizational and policy/system levels of capacity development received less attention and were less well explained. However, when analysing project documents for the country visits all the three levels were included: individual training, organizational development and policy advocacy/interventions. In other words, a comprehensive understanding of and approach to capacity development was in practice and in place.

However, the evaluation identified a need for a broader range of tools and instruments to operationalize and support capacity development at country level – beyond formal/informal training and study tours. There was consensus that tripartite constituents benefit from access to a variety of methods for capacity development, depending on the context:

■ Research.[47]

■ External technical support.

■ Turin courses: high level of expertise, and benefits of working with other participants from a wide range of countries and cultures. Yet somewhat expensive and prohibitively so for some organizations.

■ Courses held nationally or in the regions by Turin staff. Considerably cheaper, and enables wider participation, but loses the element of international comparison and exchange.

■ Turin courses (in Turin or in the field) linked to distance-learning programmes. Importance of printed or off-line material (manuals, videos, etc.), where Internet access and/or printing facilities are poor or very expensive.

■ Long-term structured South-South twinning or mentoring arrangements between constituent organizations within subregions.

■ Nationally or regionally delivered training of trainers.

■ Study Circle programmes.[48]

■ Development of digital tools using mobile phones.

There are also opportunities to use programmes and capacity development initiatives provided by organizations other than ILO but in line with ILO policies and the normative basis that could be important in facilitating capacity development for constituents. This does not always seem to be systematically considered as part of how ILO supports the constituents' capacity development by, for instance, including it in strategies, projects and evaluations. For instance for workers' organizations, there is the opportunity to participate in the programmes of the Global Labour University (see Box 7):

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[47] "Looking at capacity building activities which helped to achieve tripartite acceptance of the social protection floor concept, two dimensions have to be pointed out: Research undertaken by ILO in order to provide evidence that basic social protection is necessary and affordable even in low income countries. Second dimension are ILO efforts to provide knowledge about the right to social security" (ILO 2018). *ILO Capacity Building Strategy* (Draft). Social Protection Department.

[48] Informal participatory group learning, particularly developed by workers' education organizations in Nordic countries, subsequently used as a primary form of capacity development in many countries in the 1980s and 1990s.

BOX 7

Partnerships – example of Global Labour University

The Global Labour University (GLU) is a partnership between the ILO, trade unions, universities, and the Friedrich Ebert Stiftung to deliver high-level qualification programmes. It offers masters' courses in four different countries on trade unions, sustainable development, social justice, international labour standards, multinational companies, economic policies and global institutions, and promotes research cooperation on global labour issues.

GLU is a new approach to increasing the intellectual and strategic capacity of workers' organizations and to establishing stronger working relationships between trade unions, the ILO, and the scientific community. It strengthens trade union capacity and competence to advocate for Social Justice and Decent Work at the workplace nationally and internationally. Since its foundation in 2004, over 500 unionists and labour experts have graduated with a masters' degree from the seven partner universities.

After graduating from the GLU, 86 per cent of GLU alumni remain in the labour movement as trade unionists, labour researchers or PhD students in the field of labour (GLU 2017). *Global Labour University – An International Network.* A 2017–2018 survey among the GLU alumni indicates a significant increase in either trade union participation generally, or advancement in personal standing within the trade union movement following participation in a GLU program. As many as 92 per cent of respondents indicated that the GLU programme has "very much" or "much" assisted them in their trade union work.

When planning and implementing capacity development activities, ILO country offices should be able to use and adapt a range of tools to different country contexts. The most sustainable and effective achievements were found in cases where ILO had provided comprehensive and coherent support to organizations such as drafting legislation, facilitating policy dialogue and training staff. The continuous presence of ILO expertise is also important.[49]

3.1.6 Gender equality and discrimination, and capacity development

Gender equality is mainstreamed in the majority of ILO's interventions, but not always to a significant extent. There is a commitment to integrating gender equality and discrimination, but its application is uneven).[50] The meta-analysis of ILO project evaluations found that "inclusion of gender sensitivity in project design was one of the weakest criteria in the study, with 73 per cent of projects needing improvement". The most common gaps were a lack of gender-disaggregated data, and gender-responsive indicators or gender-specific objectives.

The independent evaluation of the ILO's field operations and structure 2010–16 found that in respect to GED, the findings are more mixed. There appears to be diminishing financial and human resources for ILOs' gender equality work in the review period largely due to the decline in XBTC funding for HQ support activities and some national gender offices in the field".[51] The independent evaluation of the action plan for gender equality[52] notes that the action plan is fully aligned with the strategic policy framework and that it links well to the 2009 ILC conclusions on gender equality. However, it observes that many staff do not see the document as important, that the document is complicated to use, that staff can be confused "as to what or where they are going with a gender mainstreaming process" or how to measure it.

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[49]   See ILO (2018). ILO *Capacity Building Strategy (Draft)*. Social Protection Department.

[50]   MOPAN 2015–16 Assessments, International Labour Organization, Institutional Assessment Report, 2017, p vi, www.mopan-online.org/assessments/ [accessed 4 September 2018].

[51]   ILO: *Independent evaluation of the ILO's field operations and structure 2010–2016* (Geneva, Evaluation Office, 2017, op. cit).

[52]   ILO: *Independent evaluation of the ILO action plan for gender equality 2010–1015* (Geneva, ILO Evaluation Office, 2016).

Gender inequality is certainly regarded by Africa-based ILO gender specialists as the biggest capacity development deficit. Women are still hugely under-represented in both employers' and workers' organizations, at least in West Africa. Unions do not include women's rights (e.g. maternity rights) in their demands, do not defend women against religious-based attacks, and are not active enough in campaigns to end violence against women. Women's participation in social dialogue is very weak, women have less capacity and less skills. Similar complaints were levelled in Latin America, though there was also recognition that as businesses tended to be male dominated, it was perhaps not surprising that employers' organizations were also male dominated.

COHEP, the Honduran employers' organization, has responded to this challenge by creating a gender committee which is aiming, inter alia, to encourage more participation by women in all of COHEP's activities. This suggests then that there is a major challenge for all the constituents to think more clearly about how to encourage and stimulate the employment of more women at all levels within their organizations so as to provide a pipeline of future leaders.

There have been other attempts to focus capacity development on women: for example, ACT/EMP established the Women Entrepreneurs' Business Council in the Fiji Commerce and Employers' Federation in 2013. However, there is no ILO programme specifically dedicated to developing the capacity of women in the constituent organizations. Constituents frequently propose projects in support of women's capacity development, but are dependent on donor funding, which is "purely supply-driven". Workers organizations, in particular, continue to request ILO support for programmes directed towards the organization and representation capacity of women, particularly women in the informal economy.

Nevertheless, ILO staff provide good examples of where RBSA funding has been flexibly applied to address the capacity development needs of women, such as the project of technical support on transition from informal to formal economy in Senegal (SEN/16/01/RBS). According to the Building & Woodworkers' International Project Coordinator for East Africa, ILO initiatives on gender-based violence have been very valuable for their affiliates throughout the region, enabling unions to take ILO messages to the grassroots.

ITCILO manages quite well to attract women on to its programmes. For the countries under review, between 2010 and 2017, it delivered male participation of 57 per cent and female participation of 43 per cent, though this varied significantly by country (Figure 5).

Figure 5: ITCILO participation by gender (selected countries)
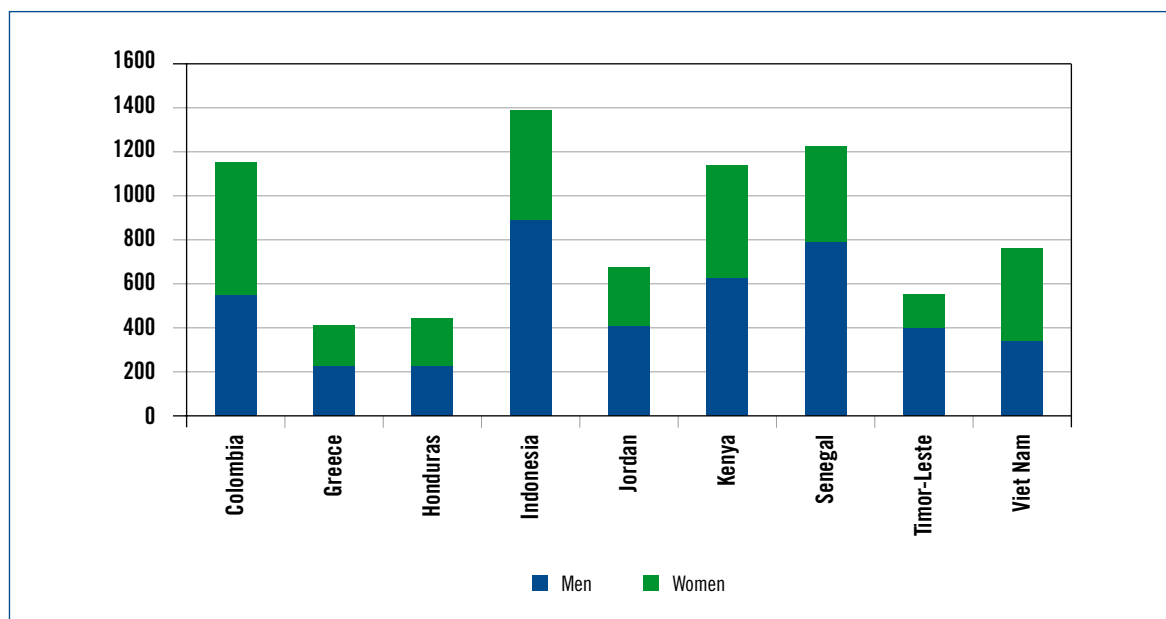
Two-thirds of respondents in the 2014 field operations review rated ILO as extremely or very important for their countries in terms of affecting national policies, programmes or capacity development on employment and labour-related issues, but there was also consensus on the need for better alignment between ILO services and different constituent needs.[53]

BOX 8

Increasing workplace compliance through labour inspection

Concerning gender equality, risks were not initially identified and appropriately managed in a systematic manner. However, from 2013 to 2015 the project strategy placed more emphasis on clearer articulation of gender concerns among staff and implementing partners, especially governments and Migrant Worker Resource Centres (MRCs), leading to adjustment of approaches where inequitable results were found.

Source: ILO (2016). *Independent Final Evaluation: Tripartite Action from Labour Exploitation (Asian Triangle).* ILO evaluation.

3.2 THE OVERALL APPROACH HANGS TOGETHER

This section discusses issues of coherence – the clarity of policy direction and the consistency of linkages between levels and dimensions of capacity development.

3.2.1 Policy intent and practice

Capacity development is described as a central component in the ILO Strategic Policy Framework 2010–15, as a core component in the transitional strategic plan for 2016–17 and as one of the four building blocks in the Development Cooperation Strategy 2015–17.[54] As such, capacity development has a prominent place in the overall strategic framework of ILO.

There is no dedicated ILO policy or strategy document that brings together capacity development and conceptual and operational definitions for the planning, implementation and evaluation of capacity strengthening. Given that capacity development is a means to support the delivery of ILO's strategic objectives, and therefore should be integrated into the strategic planning framework, it can be argued that there is no need for a separate strategy document. However, at present, there are elements of a strategy found in several GB documents but no single summary explaining more clearly and succinctly the role of constituent capacity development, and how it is intended to contribute to the ILO's other work. Moreover, at present, some capacity development initiatives appear to be responding to a different agenda, which might be less likely if there were a more formal capacity development strategy. It would, therefore, be sensible to pull this altogether in one guiding document as called for in the *Programme of work to give effect to the resolution on Advancing Social Justice through Decent Work*.[55]

The evaluation found no clear and shared understanding in ILO and among its tripartite constituents of the core of capacity development and its delimitations. The survey responses suggest that there is no universal understanding of what is meant by capacity development[56] even though the majority of respondents

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[53] MOPAN 2015–16 Assessments, International Labour Organization, Institutional Assessment Report, 2017, p vi, www.mopan-online.org/assessments/ [accessed 4 September 2018].

[54] The ILO policy and approach to capacity development is described in Annex 3.

[55] ILO. *Programme of work to give effect to the resolution on Advancing Social Justice through Decent Work*, Governing Body, 329th Session, Geneva, Feb. 2017, GB.329/INS/3/1.

[56] See further in Appendix 7 in separate volume available on request.

(81 per cent) had participated in training organized by ITCILO. It was variously described by respondents as "a way to build self-competence", "the ability of the organisation to add value to constituents and members", "developing resources capable for implementing strategies, policies and programs", "support to organisation staff that could enable them to perform their duties effectively", or "the process through which organisations (individuals) obtain training and development to help them reach their objectives". Some seemed not to understand the question at all, answering "Very important and interesting for all of us. Each year new opportunities are offered". Very few gave an answer such as "capacity development is the process of equipping individuals and organisations with the competences to advance, strengthen and maintain their abilities to achieve their objectives" or "the process through which individuals, organisations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives". ILO staff had a better, though not completely shared, understanding of capacity development.[57]

Both constituents and staff were asked to reflect on a number of statements about capacity development. In most cases, ILO staff were more critical or harder on the ILO than constituents. However, in answering the crucial question of whether capacity development is a core priority, the staff were much more positive than the constituents (see Figure 6).

Figure 6: Constituent and staff reflections on capacity development

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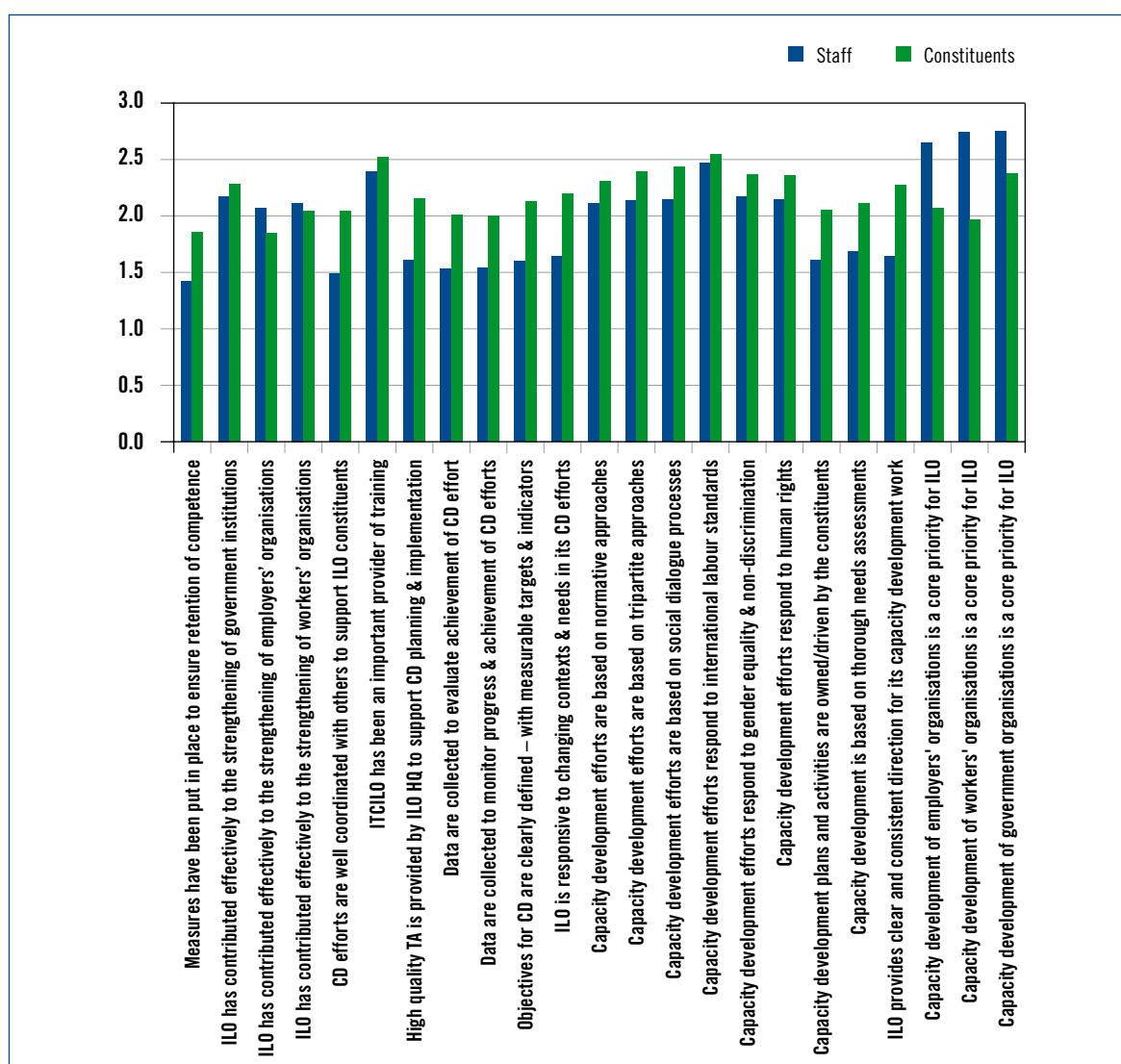
[57] See further in Appendix 7 in separate volume available on request.

The relevant strategic documents on capacity development were neither known among staff in countries nor used and consulted when planning programmes (see Figure 7).[58] On the one hand, capacity development is seen as an integral objective and activity in all policy outcomes and related programmes. A common response from interviewees was that "all what we do is about capacity development". On the other hand, policy outcome 10 – "strengthening workers' and employers' organisations" has capacity development as an objective in its own right. There are also programmes with major and explicit capacity development objectives.

Figure 7: Familiarity with documentation
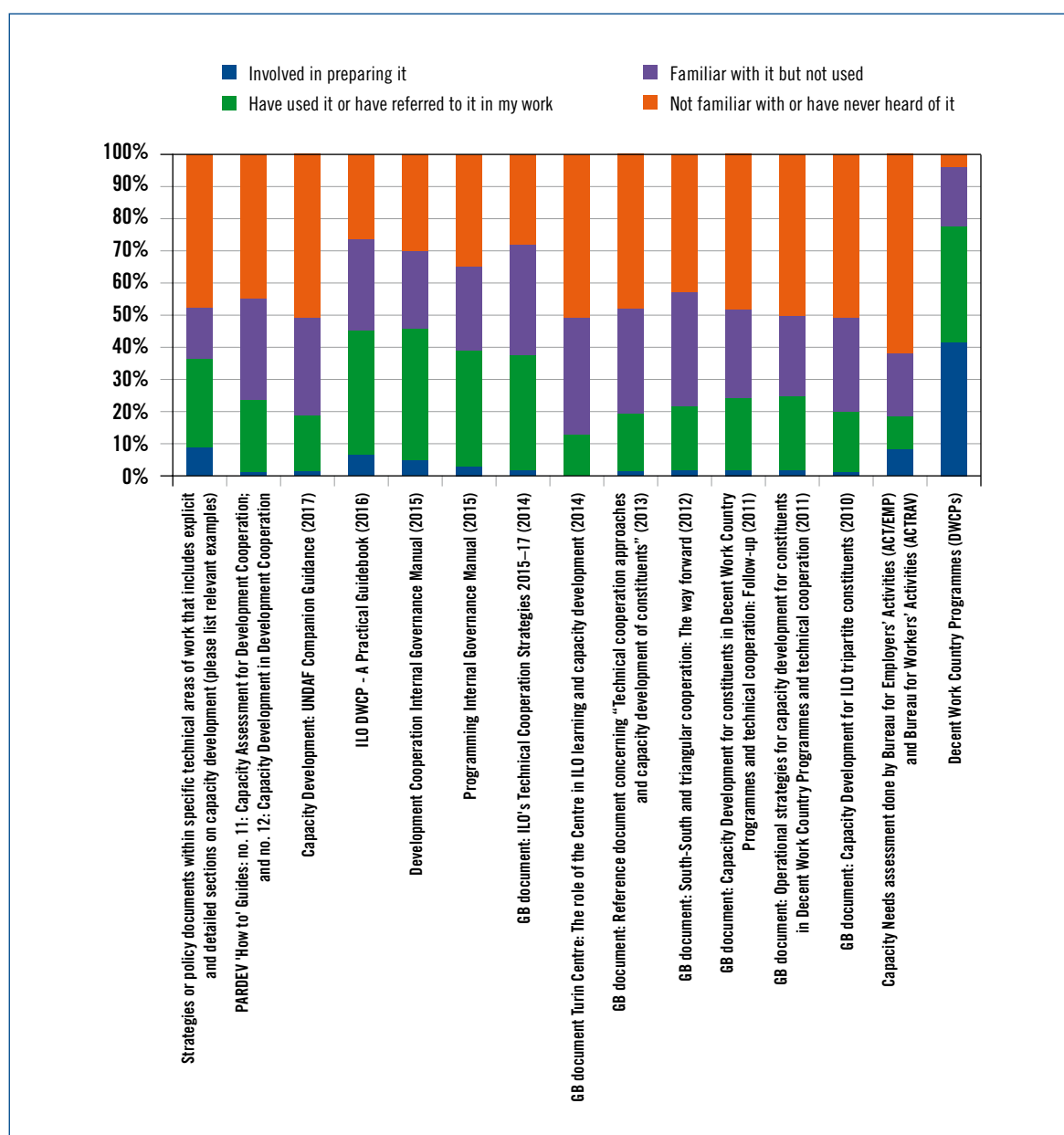
The synthesis review for this evaluation found that "there is hardly any project where capacity building of constituents is not among the priority components, with the exception of projects with post conflict economic recovery, local economic development, etc. […] Capacity building components are mostly

[58]   See further in Appendix 7 in separate volume available on request.

embedded in larger projects … projects do not use any standard definition, understanding or framework of capacity building […] None of the evaluations in this review point to constituents having their own capacity building framework or plan either. As such, demands for capacity building support from ILO by constituents are more ad hoc than strategic". As noted, some organizations, such as COHEP, have introduced such systems, almost certainly as a result of ILO support (Box 3), but they are the exception rather than the rule.

3.2.2 Social dialogue and tripartism

Strengthening of tripartism and social dialogue between governments, and workers' and employers' organizations is at the core of ILO's Strategic Policy Framework. This objective requires the strengthening of the three constituents while social dialogue entails the strengthening of the mechanisms for interaction and collaboration. This triangular dynamic was well reflected in the Programme and Budget for 2014–15 with separate policy outcomes for strengthening employers' organizations (Outcome 9), workers' organizations (Outcome 10), and governments including tripartism and social dialogue institutions (Outcome 12). The last outcome disappeared as a separate outcome in the Programme and Budget for 2016–17 in order to rationalize and reduce the number of policy outcomes. National tripartite and bipartite social dialogue reappeared as Indicator 7.2. under Policy outcome 7: Promoting workplace compliance through labour inspection. In other words, a core strategic function for ILO – tripartism and social dialogue – was reduced to an indicator under an important, but incongruous outcome for maintaining a focus on social dialogue in its own right. The change has reduced the visibility of a core role and function in the strategic framework. Moreover, whilst the indicators for employers' organizations are primarily designed to encourage capacity development, none of the indicators related to workers' organizations explicitly focuses on capacity development. The P&B also now seems to have much less focus on the need to build the capacity of governments to engage in social dialogue.

3.2.3 The alignment of capacity development

The broad policy statements on capacity development are well aligned at a high level with the global discourse on capacity development in other UN organizations and, for example, reflect the broad definitions of UNDP and include capacity development results in strategic plans and reports and as a key component in general programming.[59] There is consensus:

- on referring to capacity development rather than capacity building – acknowledging that national capacity cannot be created by external actors;
- on conceptualizing capacity development holistically including individual, organizational and institutional capacities; and
- on emphasizing the long-term nature of capacity development and the importance of national ownership.

However, there are issues from the global discourse on capacity development that are not well covered in the ILO policy:

- clarity on delimitations – what is not capacity development;
- understanding processes of capacity development as emergent complex adaptive systems;
- reflections around a mainly linear results-based management system that aims to measure achievement of capacity development through a number of pre-defined results and numerical indicators, e.g. number of countries with certain characteristics (vide aggregate global indicators for policy outcomes);
- consideration of the ability to sustain the system over time; and

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[59]   On the other hand, several other UN agencies have dedicated staff and units to support and guide capacity development, which is not the case in ILO.

■ the demand for capacity development is weaker than the predominant supply possibly because constituents do not define need in terms of capacity development and have a view that capacity development equates to training.

3.2.4 Policy instruments for capacity development

Capacity development features prominently in ILO policy and results frameworks as intentions, but the ILO has few organizational tools and instruments to support and ensure that the policy becomes implemented and results are achieved.[60] The ILO itself recognizes that "consistent use of result levels and associated indicators of performance is generally weak".[61] There are few "sticks" – rules and regulations to support and enforce implementation of intentions/objectives, few "carrots" such as earmarked/additional funds – and also weak "sermons" in the form of overall policy direction, technical guidelines and communications. Based on interviews and reviews of publications, no particular focus on and strong support to capacity development from senior management in ILO could be found as compared to other strategic areas.

3.2.5 The role and function of the International Training Centre

ITCILO provides constituents, staff and other ILO stakeholders with opportunities to promote Decent Work for All through high-quality training. ITC training usually takes the form of short, modular courses with a duration of 1–3 weeks, delivered by way of face-to-face training both on its campus in Italy and worldwide in the field. The Centre also offers a number of master's programmes with a duration of approximately one year. In recent years, the Centre has significantly stepped up distance learning activities delivered via its e-Campus. Face-to-face training and distance learning are often blended into multi-step learning journeys. The Centre also offers organizational development advisory services (institutional level capacity development).

As such, ITCILO is first and foremost an international training centre. However, it is not the sole and main provider of capacity development in ILO.[62] In the period from 2010 to 2017, it trained almost 8,000 people from the nine countries covered by the evaluation (Colombia, Greece, Honduras, Indonesia, Jordan, Kenya, Senegal, Timor Leste and Viet Nam).[63] The evaluation found that the Centre is an important and highly recognized, but not a sufficient, provider of capacity development services to the Organization for the following reasons:

■ The Centre can only serve a relatively small part of ILO's total capacity strengthening needs.

■ The Centre is focusing on the first level of capacity development – strengthening the capacity of individuals – being concerned with how participants are trained, how knowledge and skills are transferred to individuals, competence improved and people prepared for their current or future careers.

■ There is less and mostly indirect support for organizational development, changing and strengthening structures, processes and management systems in specific organizations in order to improve

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[60] The analysis is based on the examination of three kinds of strategy instruments (from Vedung, Evert, Marie Louise Bemelmans-Videc, Ray C Rist (1998). *Carrots, Sticks, Sermons: Policy instruments and their evaluation*): (i) sticks, whereby ILO is "ordered" to implement activities by virtue of a hierarchical chain of command, with the actors in the system "directed" to undertake the intended actions to realize the objectives of the strategy; (ii) carrots, where there are incentives (such as finance, rewards that yield status and prestige) for actors in the system to design interventions such as intended by the strategy; and (iii) sermons, where the actors in ILO are motivated to act according to the strategy by awareness raising and through information with an underlying philosophy that actors in the system will be influenced by persuasion based on information and knowledge, rather than through incentives and orders (carrots and sticks).

[61] ILO: *Technical cooperation approaches and capacity development of constituents*, Governing Body, 317th Session, Geneva, Mar. 2013, GB.317/POL/6, p. 3.

[62] In the Strategic Policy Framework 2015–18: "The Turin Centre will be the main arm of the ILO in the delivery of capacity building activities, working in close cooperation with technical sectors at headquarters and with regions."

[63] See Appendix 3 in separate volume available upon request.

organizational performance and finally involvement in work directed at influencing policy/system level issues at country level.[64] The exception are the cases where capacity-development services were rendered by ILO and ITCILO as part of multi-step advisory process under the umbrella of development cooperation projects (for example, in Bangladesh).

■ Training is ITCILO's main modality. Technical cooperation at country level depends on separate/additional funding and is relatively rare. However, it is questionable to what extent ITCILO should be more involved in development cooperation at country level because of its location.

■ The evaluation found that the ITCILO should provide specialized training (in targeted areas in which ILO has a comparative advantage) from the global centre in Italy, while most capacity development needs at country level should be met by/from regional/country centres of expertise in line with ILO's Development Cooperation Strategy 2015–17: "Thus, development cooperation must increasingly be driven by constituents' needs and more from the bottom up".

ITCILO addresses an important segment of ILO's capacity development needs. The limitations for future expansion of training through ITCILO are:[65]

■ The profile of the training at ITCILO is and will, according to the new strategy, remain Turin-based face-to-face courses even if the number of in country courses and distance learning will increase further. The dominant face-to-face training mode (80 per cent) has a considerably higher per capita cost than distance learning. Face-to-face learning has obvious strengths as it is more effective than distance learning. Self-learning allows much greater potential outreach, actual impact and its sustainability requires that it is also followed by direct, specific and specialized face-to-face forms of training and organizational development.

■ Standard in-house courses are essential for the sustainability of ITCILO. As they account for more than 65 per cent of its income (Contribution to Fixed Cost), there is a financial disincentive to scale up distance learning because of the missing residential components.

■ The Centre is faced with a dilemma between internal expansion and growth through more and stronger partnerships – scaling up and reaching out through partners. The current strategy focussed on consolidating face-to-face courses as the main modality of training and in parallel expanding distance learning opportunities.[66]

■ There are good reasons for ITCILO to continue providing the services that they are good at – designing and implementing training. Providing support for organizational development or assisting in high-level policy advocacy at country level would require different skills and experience and also staff working with constituent organizations in countries over a period of time (as opposed to delivering 5–10 day training courses).

■ There is widespread concern that the training offered at ITCILO has become prohibitively expensive. Representatives of workers' organizations in Senegal, for example believe that they have benefited greatly from Turin's courses, but now they have to cover the cost of airfares. ILO staff in Africa receive many requests for financial support to cover tickets and accommodation costs, etc., but there is no budget for such expenses. There is an expectation that political changes in Italy may lead to the further loss of funding for Turin, strengthening the need to diversify sources of funding.

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[64] Organizational and policy/system-level issues are clearly reflected in training curricula. ITCILO´s approach is to raise the awareness and knowledge of course participants on such issues – in other words an indirect effect – not through technical cooperation.
[65] The synthesis review found that "often a small set of people attend the courses in Turin with no particular commitment that they will use the knowledge for strengthening their organisation´s knowledge/skill basis".
[66] An alternative approach would be to define ITCILO as a global intellectual laboratory for experimental innovation and testing of capacity development interventions, programme and curriculum development while scaling up and increasing coverage through support to national and regional training institutions. It would be interesting to explore to what extent ITCILO could and would implement more training programmes through South-South and triangular cooperation, use of peer training/exchange/mentoring in twinning arrangements – complementing the current training modalities (mainly global with use of ITCILO staff).

- The high costs strengthen demand for alternative forms of training delivery. Interviewees consistently argue for more training programmes to be delivered at regional or sub-regional levels, the greater use of distance learning and other means to share experience and expertise through mentoring, exchange programmes etc. In Africa, workers' representatives particularly favour the greater use of the Tom Mboya Labour College in Kenya or the African Regional Labour Administration Centre (ARLAC) in Zimbabwe for the delivery of ITCILO courses.

- ILO regional specialists believe that many constituent organizations *want* Turin-based courses, but *need* locally delivered advice and training.

- Nevertheless, there is continued support from the tripartite constituencies for Turin-based international and interregional programmes which provide participants with exposure to ideas and perspectives from outside their previous experience. "You think your mother's food is best until you eat other mothers' food", as an employers' representative described the experience of Turin courses.

- Francophone participants complain of an Anglophone bias in training. Bilingual courses are dominated by English-speaking presentations and activities, with uncomfortable simultaneous interpretation into French. They would prefer that the courses be given in either French or English.

3.3 SUPPORT IS EFFECTIVE

This section reviews effectiveness – the extent to which programme and project objectives have been achieved or are expected to be achieved.

3.3.1 Achievement of short-term objectives

The overall finding from evaluations, annual reports, country interviews and selected projects is that most interventions in capacity development progress well. Activities are implemented, outputs delivered as planned and short-term objectives are, to a large extent, achieved.[67] Although there are examples of projects having had less of an impact, no evaluation reaches a very negative conclusion or identifies critical failures.[68]

This is consistent with findings of the synthesis review part of this evaluation and also the conclusion in the meta-analysis of a sample of 40 reports from independent project evaluations of ILO development cooperation undertaken in the period 2013–16 which states "Overall, the results were largely positive, with projects demonstrating their relevance and effectiveness, particularly in the main result areas of knowledge development, capacity building, normative work, and policy influence. The vast majority of projects made good progress in completing both outputs and immediate outcomes […] As in previous years, the intended outputs of ILO projects were largely completed and were of good quality. This was one of the most highly scored aspects of performance. In some cases, projects exceeded their targets on one or more outputs, despite the challenging contexts and short timelines".[69]

The independent evaluation of the ILO's strategy for technical cooperation 2010–15 concluded that "evidence from country case studies suggests that there is widespread satisfaction with the effectiveness of ILO TC activities. By and large, they deliver their intended outputs and are pursued at the expected professional level […] However, this perceived effectiveness is, in many countries, supported by a feeling

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[67] This is also in line with the wider literature on project evaluations. See Roger Riddell: (2007). *Does Foreign Aid Really Work?* (Oxford, University Press, 2007), p. 259; and Stein-Erik Kruse et al.: (1997) *Searching for Impact and Methods:. A NGO evaluation synthesis study – Report prepared for the OECD/DAC Expert Group on Evaluation* (Helsinki, Institute of Development Studies, OECD/DAC Expert Group on Aid Evaluation, Swedish International Development Cooperation Agency, April 1997).

[68] The findings and conclusions in a large number of evaluations are surprisingly similar: relevance is found to be excellent or very good, effectiveness very good, efficiency acceptable, long-term impact difficult to measure, but promising while sustainability appears as the weakest area, but not without positive opportunities.

[69] ILO: *Decent work results and effectiveness of ILO operations: A meta analysis of development cooperation evaluations, 2013–2016* (Geneva, Evaluation Office, 2017).

that interventions are often too small to deliver major results or to scale up or follow through with replication of successful models".[70] This is also the conclusion from this evaluation's country studies.

The synthesis review for this evaluation identified mixed feedback on the effectiveness of reinforcing the constituents' capacities, but most projects had delivered well on their capacity development plans – often exceeding their targets. However, data on changes in knowledge, skills and practices were scarce. The evaluation of DWCPs from Mekong concluded that "overall, programme effectiveness was satisfactory. The DWCPs in Cambodia, the Lao People's Democratic Republic and Vietnam, and the programme of work in Thailand, all moved forward briskly with implementation, broadly in line with programme priorities and plans in spite of a number of delays".[71] Two-thirds of the evaluation reports analysed concluded that effectiveness was satisfactory. Sixty-three per cent of DWCP targets had been met or were on track.

The biennial programme implementation report is the only document that presents ILO's aggregate results in a consolidated way at global level. It is interesting to note what results are presented and how. A summary of the findings can be found in Box 9. The report for 2016–17 shows that ILO delivered the targets for three of the six indicators for Outcome 10.[72] These cover more than capacity development, although the outcome statements in the strategy 2016–17 both state "increased representativeness and organisational and analytical capacity…" implying that the focus should in fact be on capacity development.[73] The indicators, however, only show whether member States or constituents have delivered an output. The indicators neither provide any evidence of ILO's contribution to strengthening the capacity of constituents and, in particular whether behaviour has changed as a result of the intervention (that is, the outcome) nor any analysis of the resultant impact. It is not clear how the results in Box 9, positive as they are, relate to the outcome results which measure progress against different indicators.

BOX 9

ILO programme implementation 2016–17

The report summarizes the achievements in the area of social dialogue and tripartism as:

- "12 member States established or strengthened national tripartite social dialogue mechanisms and institutions.
- "9 member States strengthened collective bargaining instruments and frameworks.
- "34 member states increased the capacity of labour administration systems and created or revitalised institutions for dispute settlement.
- "40 member States strengthened national institutional, legal policy frameworks for workplace compliance.
- "5 countries developed national policies or strategies for the promotion of decent work in the rural economy through a broad social dialogue process.
- "Employers' and business member organizations (EBMOs) developed strategic plans in 11 member States, started to provide new or revised services to their members in 28 member States and increased their capacity to analyse the business environment in 22 member States.
- "Workers' organizations developed their institutional capacity to provide services to their affiliates and to organize new members in 26 member States, increased their capacity to influence policy agendas in 14 member States and used international labour standards to promote freedom of association, collective bargaining and social justice in 10 member States."

Source: ILO: *ILO programme implementation 2016–17*, Governing Body, 332nd Session, Geneva, Feb. 2018, GB.332/PFA/1, p. 18.

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[70]   ILO: *Independent evaluation of the ILO's Strategy for Technical Cooperation 2010–15* (Geneva, Evaluation Office, 2015).

[71]   ILO: *Independent evaluation of the ILO´s Decent Work Country Programme strategies and actions in the Mekong subregion* (Geneva, Evaluation Office, 2017).

[72]   ILO: *ILO programme implementation 2016–17*, Governing Body, 332nd Session, Mar. 2018, GB.332/PFA/1. p. 83.

[73]   ILO: *Draft transitional strategy for 2016–17 and preview of Programme and Budget proposals for 2016–17*, Governing Body, 322nd Session, Geneva, Nov. 2014, GB.322/PFA/1, p. 20.

It may well be that there have been good outcomes and impacts. Sometimes these are captured in project designs, intervention logics and log frames – but there are then assumptions in the design, which are not tested. There is, to be sure, some good anecdotal evidence to support the assertion that ILO capacity development makes a difference, but there is no systematic approach to describing baselines (which would be taken care of in needs assessments), to setting indicators designed to capture a change in behaviour or to monitoring outcomes and impacts.

The meta-analysis of ILO project evaluations[74] found that "nearly all projects had capacity building objectives and activities, and this was a very strong area of performance for ILO projects in the sample, with the vast majority of projects (95%) generally contributing to building capacity at the level of the individual or at institutional level". An evaluation of capacity development of workers' organizations found that "The programme was able to respond to growing demands for assistance from workers' organisations in building trade union capacity in addressing the problems of labour rights in global supply chains and export processing zones. This included strengthening the knowledge and research capacity of workers organisations, building capacity to promote freedom of association and collective bargaining […] The projects have delivered an extraordinary diverse programme of activities and outputs across many countries […]"[75] In total, they represent a substantial contribution to the development of strong, independent and representative organisations. Despite the positive tone of this evaluation, it focuses on the activities and outputs rather than on outcomes and impact.

3.3.2 Scope and levels of results

Evaluation of training should ideally cover four levels: (a) reaction – the immediate impressions from the participants on quality and relevance; (b) learning – changes in individual knowledge, skills and attitudes; (c) behaviour – changes in behaviour and application of new knowledge within the work setting; and (d) results – the impact on work results and organization.

The results at individual level – the strengthening of individual capacity through training is measured to a large extent at output level (e.g. number of people trained) – are significant (including outputs from the ITC). Number of people trained through ITC are available and well documented, but basic data on the aggregate number of people trained each year by ILO are not available – or at least not for this evaluation (including number of participants by gender, country of origin and institutional affiliation). Data and information on outcomes – effective use of new knowledge and behaviour are not well monitored and documented outside ITC.[76]

The results at organizational level – strengthening workers' and employers' organizations – have specific indicators in policy outcomes and there are several examples of results. Project evaluations illustrate positive achievements: "The work supported by the Government of Norway and Sweden has been very successful. ACT/EMP has supported EOs to develop strategic plans, to strengthen services and to enhance their capacity, so has delivered on all three PB indicators. As a result of their enhanced capacity, they are seen to be generating excellent research and persuasive policy positions".[77] The point here is that the evaluation has gone on, at least to some extent, to assess the change in behaviour that results from the activities. ACT/EMP has supported Vietnam Chamber of Commerce and Industry with capacity

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[74] *Decent work results and effectiveness of ILO operations: A meta-analysis of development cooperation evaluations, 2013–2016*, op. cit.

[75] ILO (2016). *Independent evaluation Outcome 10: Thematic funding for 2014–15 (Norway-ILO Partnership Programme 2012–15)* – Final evaluation.

[76] The evaluation of ILO's strategy for technical cooperation 2010–15 found that "sustainability is limited by a narrow understanding of capacity development which at the ILO is apparently usually equated with training rather than with a more holistic approach to systems that address institution building, structures, processes and national policy frameworks".

[77] ILO: *Independent evaluation of Norway and Sweden funded programmes for Outcome 9: Employers have strong, independent and representative organizations* (Geneva, Evaluation Office, 2016).

development and financial support to prepare research reports and policy position papers. Box 10 provides an illustration of where there has been a clear improvement in behaviour and impact. Box 11 shows good practice in follow up to training to assess whether the training really made a difference.

BOX 10

Case study: Economic & Social Council in Honduras

The ILO has supported all three social partners to strengthen their participation in the tripartite Economic & Social Council. Initially, the workers' and employers' organizations would not even sit at the same table but the ILO went to work providing technical assistance and capacity development. Now, the Council meets every 4–6 weeks with the Presidency rotating between the partners on a six-monthly basis. Whilst the government is not obliged to accept the opinion of the Council, it seems that it often does. The Vice Minister in the Ministry of Labour says, for example, that 98 per cent of the labour inspection law is as proposed by the Council. The Council spent six months debating proposed legislation on social protection but the result was a draft bill which is now being discussed by Congress. The biggest breakthrough, however, has been in the setting of the minimum wage. The trades union confederations explain that the first time the employers' and workers' organizations discussed the minimum wage, they argued for eight months and still failed to agree, after which the government decided. With the help of the ILO, the Council has adopted a formula-based approach. No one believes that the formula is perfect – but it is good enough to start a conversation and good enough that the parties are all willing to rely on it. Now negotiations generally take less than a month, generally deliver a consensus and often cover a period of three years.

BOX 11

Good practice in training evaluation

ILO provides training across the Arab States within its migrant work programme. Whilst they generally do not have targets or indicators, they do attempt to monitor the effectiveness of their training. Six months after a training course, around 15 per cent of the participants are contacted by telephone and asked a series of questions including whether, on reflection, the content of the course was appropriate and what they are doing differently as a result of their participation in the course.

Similarly, funding from Norway and Sweden (2014–15) supported a broad range of trade union projects across all regions in support of Outcome 10 (Workers have strong, independent and representative organizations), many of which were highly effective. Despite the diversity of activity and lack or variable quality of available documentation, the final evaluation noted that "many project components made substantial progress in strengthening workers' organisations".[78] In Indonesia, for example, the project had a "significant impact" on the ability of unions to organize in global supply chains in the garments industry and supporting the beginnings of collective bargaining.

The meta-study of ILO project evaluations 2013–16 reported that "embedding tripartite processes in project approaches was found to be an area of good performance in most of the projects (67 per cent)". Projects frequently aimed at strengthening institutions or creating space for tripartite dialogue. For example, the independent project evaluation of Outcome 10: Workers have strong and representative organizations "provided an important capacity development support for workers' organizations to engage effectively in tripartite consultations and social dialogue on labour market related issues along employers' organisations and representatives of governments". Box 12 illustrates an example of organizational development.

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[78] ILO: *Outcome based funding Norway & Sweden: Workers have strong, independent and representative organizations – independent evaluation* (Geneva, Evaluation Office, 2016).

BOX 12

Better Work Indonesia

In the third phase, Better Work Indonesia (BWI) will establish an independent national institution, "Foundation for Partnership at Work", that will help deliver the BWI core services of assessment, advisory and training, under a new, more efficient service model which started to be rolled out in 2015. BWI itself will be reduced to a smaller team and work closely with national partners and stakeholders on using the BWI knowledge and lessons learned from the programme to help strengthen the capacity of national constituents, influence public and private sector policy on labour related issues, and support improved industrial relations in line with BWI's mandate.

System level results – including changes in existing and formulation of new laws and legislation feature prominently in several reports, but it is difficult to determine how and to what extent ILO has contributed to such changes. "ILO has been particularly effective in contributing to changes in national policies and programmes. The ILO has been successfully used in technical capacity in policy advice, legislation and networking".[79] Box 13 illustrates the policy level focus in Asia.

BOX 13

Case study: Child labour in Viet Nam

The ILO-IPEC "Project of support to the national time-bound programme on the elimination of the worst forms of child labour" (2009–2013) implemented by the Ministry of Labour Invalids and Social Affairs (MoLISA) in Viet Nam contributed to building the current legal and policy frameworks especially with regard to hazardous work for minors, as well as strengthening the capacity of labour inspection, and employers' organizations and workers' organizations to address child labour nationwide.

One component provided support to improve specific aspects of national legislation and to support the national stakeholders in effectively implementing the NPA on child labour. In turn, it provided support to specific agencies to strengthen capacity to implement laws and policies through child labour monitoring and enforcement. The project supported policy development in relation to core labour standards, especially child labour standard obligations so that these formed an integral part of Viet Nam's evolving international trade integration. To enable a systematic, evidence-based and transparent approach to policy and planning, the project established a national knowledge-sharing system and provided support for a repeat of the national child labour survey.

The meta-study of ILO project evaluations 2013–2016[80] found that "Influencing policy was an area of successful performance for most projects (83%), where the stakeholder's capacity to influence policy at national, sub national, or municipal levels was improved". The evaluation of Tripartite Action to Protect Migrants from Labour Exploitation in the Asian Triangle reflects the strong normative emphasis and policy orientation: "ATP aims to protect and promote the rights of migrant workers by strengthening regional policies and capacities related to the recruitment and labour protection of women and men migrants". In other words, it covers both the organizational and systemic levels.[81] Box 14 presents an interesting holistic approach to capacity development from Asia.

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[79] MOPAN 2015–16 Assessments, International Labour Organization, Institutional Assessment Report, 2017, p. vi, www.mopan-online.org/assessments/ [accessed 4 September 2018].

[80] *Decent Work results and effectiveness of ILO operations:* A meta analysis of development cooperation evaluations 2013–2016, 2017, op. cit.

[81] ILO: *Independent final evaluation: Tripartite action from labour exploitation (Asian Triangle)* (Geneva, Evaluation Office, 2016).

BOX 14

Promoting and building social protection in Asia

Building on the achievement of the past two phases of the ILO/Japan Project, Promoting and Building Social Protection in Asia (2011–13 and 2014–16), and the partnership with ASEAN Member States, a third phase was agreed between the ILO, ASEAN Member States and the Ministry of Labour, Health and Welfare of Japan. The project continues providing support to the ASEAN Member States for the implementation of the ASEAN Declaration on Strengthening Social Protection (2013). The new phase aims at specifically fostering knowledge, understanding and enhancing expertise on extension of social security, and stimulate South-South cooperation across ASEAN Member States. The project provides direct support to Indonesia and Viet Nam for improving its legal and institutional frameworks, administration and services in view of increasing social security coverage. Lessons learnt, experiences and good practices from the two countries will be disseminated across Member States.

The synthesis review shows a mixed picture on gender within capacity development initiatives. While some projects were criticized for lacking a gender focus, especially the absence of gender equality specific outcomes and indicators, others were appreciated for maintaining a gender focus through design and implementation – most often as a cross- cutting issue.

BOX 15

Gender equality in Honduras

During the 2012–2013 biennium, Consejo Hondureño de la Empresa Privada (COHEP), concluded that it needed to do more on gender equality and, with support from ILO, established a Gender Committee to design and implement a gender equality strategy targeting employers. Working with the Federation of Chambers of Commerce & Industry and the Honduran Maquila Association, and with further support from ILO, COHEP prepared a guide for human resource departments. ILO subsequently supported training for companies throughout the country.

3.3.3 The International Training Centre of the ILO

Whilst evaluating the work of ITCILO is not part of this evaluation, it provides a large amount of training and the evaluation would be incomplete without some mention of ITCILO's results. ITCILO has adopted a systematic approach to assessing results along three dimensions:

- service satisfaction – input level;
- knowledge acquisition rates (as a direct result of training output level);
- knowledge application rates (after training outcome level).

The relevance and quality of teaching is rated as high. The course evaluations (input level) are all positive. There is increasing evidence of learning effects at individual level (outcome level). All the evaluations commissioned and managed by the Training Directorate in ITCILO[82] from 2015 onwards document ex-

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[82] It should be noted that these evaluations are internal evaluations commissioned and managed by the same entity that has overall line management responsibility for the implementation of the activities. While external evaluators were used, these evaluations were not necessarily managed and implemented as independent ILO evaluations. ITCILO is not currently covered by the ILO Evaluation Policy that ensures independence of strategy evaluations.

tremely positive medium- and long-term effects – based on responses from online surveys and interviews. There are hardly any gaps or weaknesses identified in any of the evaluations which, to some extent, reduces their value for learning and improvement.

The independent evaluation of the ILO's strategy for technical cooperation 2010–15 (2015)[83] concluded that "ITCILO has played an important role in training constituents in key international labour standards (ILS) and its courses are perceived to be of high standard, well-conceived and designed, and are highly appreciated. In a few instances, trainers have been trained at the Centre, but records of how many additional people have been trained upon the return of the trainees to their home countries have not been kept at the country level. It is also not clear to what extent or in what way the knowledge gained through this training programmes has been applied by the trainees on their return, as this has not been systematically monitored".[84]

The country visits in Asia exposed mixed feedback on ITCILO: The professionalism of the Turin trainers was commended including their ability when requested to tailor training to specific needs and contexts. The courses were also popular. However, the unit costs were found too high for courses in Turin compared to regional or local alternatives, and donors were often unwilling to fund such training. In Viet Nam for example, some of the courses in Turin were considered too generic for participants from middle-income countries with more specific training needs.

3.4 DELIVERY OF CAPACITY DEVELOPMENT IS PARTLY EFFICIENT

This section discusses efficiency – the extent to which scarce resources are converted to results in the most optimal manner.

3.4.1 Level of financial support and added value

ILO's resource allocation to capacity development is not trackable in existing financial reports. There is very limited information on consolidated financial resources invested in capacity development initiatives. Enhanced coordination, but also the ability to assess the efficiency of ILO capacity development activities requires that such activities become fully identifiable and costed.

The lack of financial data on how much ILO invests in capacity development makes it impossible to assess to what extent ILO gives priority to capacity development and whether it increases or decreases over time. It is not feasible to assess the strategic importance of capacity development.

Hence, the principles of results-based budgeting – the allocation of budgets linked to results and performance – do not extend to capacity development. There is no evidence that more or less funds are allocated to capacity development based on assessment of results although it is clear that a large proportion of the budget is in fact allocated to capacity development.

There are no separate or additional funds available and tailored for capacity development at global and country levels to support and back up policy decisions.

The meta-analysis[85] found that the analysis of efficient use of financial resources or value for money was a challenge for all evaluators because the financial reporting system does not require output/outcome wide expenditure reporting. However, utilization of resources was considered satisfactory while time delays

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[83] ILO: Independent evaluation of the ILO's Strategy for Technical Cooperation 2010–15 (Geneva, Evaluation Office, 2015).

[84] More systematic use of tracer studies, which document trainees' career development (i.e. where they are located one to two years after training) could have strengthened the assessment of outcomes and impact. Selected participants could also be interviewed in their organizational context at country level to explore further the intended/unintended effects of individual training.

[85] *Decent work results and effectiveness of ILO operations: A meta-analysis of development cooperation evaluations, 2013–2016*, 2017, p. 27, op. cit.

appear frequent. What is missing is an analysis of added value and the extent to which ILO could have achieved the same or more using alternative strategies and actions. In a focus group discussion in Asia, ILO staff recognized that a shift from training a large number of staff to mentoring one or a few "change agents" in the ministry could have had both a higher impact and less cost.

The meta-analysis[86] also found that "in most cases ILO projects were considered positively in terms of cost-efficiency, cost effective interventions, good conversions of resources into results, reasonable cost of results per beneficiary, expenditures according to target or budget, or an optimal/prudent use of resources".

3.4.2 Organizational location and support to capacity development

Capacity development is a cross-cutting issue and responsibility in ILO and is not situated within the organizational structure. There is no capacity development unit able to exercise leadership in policy development and implementation support/guidance and supervision.[87]

There is no dedicated staff to support design, implementation and supervision of capacity development at country level and no clear roles and responsibilities for the capacity development function.

The mainstreaming of responsibilities for capacity development has its advantages, but the inherent challenges are the dilution of direction and weakening of efforts. Everybody's responsibility becomes nobody's responsibility.

Formal training and working experience related to capacity development are absent in criteria for recruiting ILO staff. In other words, there are no competence requirements related to capacity development or other skills such as organizational assessments or advocacy or policy dialogue. There is no systematic staff development training in the area of capacity development.

There are few incentives to be engaged in capacity development in terms of career development or non-financial rewards (status/prestige, etc.). Capacity development is, in principle, perceived as important in ILO while, in practice, it is considered a "soft" area of less importance than other technical areas.

3.5 BUILDING SUSTAINABILITY IN THE CONSTITUENTS IS CHALLENGING

Unless the constituents are able to sustain themselves, which is an ongoing problem for most employers' and workers' organizations given that most need higher levels of income than can be generated through subscriptions, ILO's efforts to develop their capacity will be wasted. But helping the constituents to understand how to become sustainable is part of the challenge of capacity development. This section assesses aspects of sustainability – the probability of continued long-term benefits from ILO's capacity development support – especially: (a) whether constituents are able to capture the benefits of individual learning across the organization so that knowledge and skill are retained even if the individuals leave; and (b) whether constituents who have raised their capacity through recruitment are able to retain those additional members of staff.

The meta-analysis of ILO project evaluations found that "A majority of projects (67%) demonstrated at least some tangible possibilities for maintaining or advancing results – partly because of high stakeholder ownership".[88] Only half of the evaluations referred to any exit plans or strategies.

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[86] Idem.

[87] It could be argued that "There is no need to have a unit as it would be a bureaucratic response to something the ILO has taken up as part of the UN reform across the UN System also to increase resources towards the achievement of an outcome that will include the ILO and its tripartite constituents". However, the evaluation team believes that organizational responsibility for capacity development remains an important issue to be addressed.

[88] Decent Work results and effectiveness of ILO operations: A meta analysis of development cooperation evaluations 2013–2016 op.cit.

There is a low level of funding of ILO programmes and projects preventing adequate scaling up and replication, and continuation of pilot projects. The evaluation of DWCPs in Mekong found that "programmes were too widely spread, too complex to fully comprehend and too ambitious in scope given the capacities and resources of the ILO and tripartite constituents".[89]

The independent evaluation of the ILO's strategy for technical cooperation 2010–15 found that "The majority of projects reviewed were of less than three years' duration due to the structure of extra-budgetary funding […] Project durations are too short to deliver sustainable results". The reports claim that "sustainability is also limited by a narrow understanding of capacity development which at the ILO is apparently usually equated with training rather than with a more holistic approach to systems that address institution building, structures, processes and national policy frameworks". Box 16 illustrates a common approach to sustainability from Asia.

BOX 16

Better Work

Better Work Viet Nam's approach to sustaining the programme approach lies in strengthening the capacity and ownership of its national tripartite partners. During phase II, it experienced increased national and provincial partner ownership and capacity to contribute to the delivery of the programme. BWV also invested in a sustainability scoping study to inform the direction of the operational and institutional model in the next phase. In Indonesia, by the end of phase II, BWI had laid much of the groundwork for the establishment of an independent foundation, which was scheduled to take over delivery of BWI core services in early 2017.

The only recent major multi-country programme specifically addressing Outcome 10 (Workers have strong, independent and representative organizations) closed when the Norwegian and Swedish donors withdrew their financial support. The independent final evaluation stated:

> "The loss of long-term Norwegian and Swedish support poses a serious threat to ACTRAV's ability to deliver effective support to trade union capacity-building. There are few alternative sources, and these are either shrinking due to major geopolitical change (particularly the decline of social-democratic parties in Europe), or they place demands that are difficult to reconcile with core principles."[90]

Unions in Senegal reported significant success in working with migrant workers thanks to ILO support. The project was based on the training of trainers in unions to assist migrant workers with employability and small business development – working in a network with NGOs and migrant workers' associations. Yet, apart from some information exchange, it proved impossible for the unions to remain active on the issue when ILO support stopped. Similarly, many domestic workers were trained, and research undertaken into the economic and gender impact of domestic work, but the programme simply came to a halt. With the exception of Nordic-funded programmes, Kenyan workers' organizations felt that ILO produced "big policy events, but with no follow-up and therefore no sustainability". Danish and Norwegian support enabled COTU to develop long-term work in the informal economy.

Nevertheless, KUDHEIHA, a large Kenyan union representing hotel, domestic workers and ancillary staff in schools and hospitals, was able to sustain development of their organizational capacity as the result

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[89] ILO: Independent evaluation of the ILO´s Decent Work Country Programme strategies and actions in the Mekong subregion (Geneva, Evaluation Office, 2017).

[90] *Outcome based funding Norway and Sweden: Workers have strong, independent and representative organizations – independent evaluation*, 2016, op. cit.

of an ITC programme in Turin in 2017. With the encouragement and support of Danish NGO Forum for International Cooperation (FIC),[91] KUDHEIHA participated in a course on occupational health and safety; a major concern in the hotel sector. As a result of this experience and with the help of the training materials brought back from ITCILO, the union made a big investment in training shop stewards, which led to a major increase in the number of disputes settled without national intervention from the union.

Sustained capacity development is required to maintain effective tripartite structures and processes. Experience of major ILO interventions in Greece and Senegal suggest that ILO presence is required over long periods to initiate, strengthen or, if necessary, re-start tripartite dialogue.

In Greece, the ILO played a very significant role in rebuilding tripartite dialogue and consultation in the context of the political and economic crisis, following complaints from Greek unions over the alleged violation of 11 ratified conventions. The complaints led to a high-level mission headed by the ILO Director-General and consequent EU-funded programmes on labour law reform, undeclared work, public works programmes and capacity-building for the labour administration. The Greek employers' organization (SEV) and Ministry of Labour credit the ILO for the highly successful and extensive support in creating an intellectual framework for good tripartite relationships during a period of very tough negotiations, confusion and suspicion. But neither think that the gains in Greece are sustainable without the presence of the ILO for at least a further two or three years – to build sufficient trust and confidence between the constituents to continue social dialogue without external support.

Representatives of the Senegalese employers' organizations recognise the impact of the ILO in promoting successful social dialogue, but that it takes very long-term negotiations that need support from time to time when discussions are blocked by serious disagreement.

According to the Federation of Kenya Employers, the fundamental weakness of the Ministry of Labour means that there is less sustainability for tripartite dialogue without the ILO. As reported in Box 2, they say that the Ministry of Labour "is just a shell, a ghost". They add that "once in a while, the ILO is able to come in and inject life".

The sustainability of the outcomes and impacts of the DWCPs, as well as the financial sustainability of interventions, are major issues of concern among the ILO and project staff, as well as among the tripartite constituents. Achieving and sustaining impact present serious challenges for the ILO downstream work. Sustainability is less of a challenge where ILO outputs are reflected in upstream changes in policy, legislation and regulations, and are accompanied by effective individual and especially institutional capacity strengthening.

The ILO's reliance on project funding promotes short-term perspectives and activity-based implementation that are detrimental to sustainability. The evaluation of DWCPs in Mekong found that "ILO's work in the sub region consists of a large number of smaller projects. Between 2012 and 2016, the average total budget was US 413,000 but several large projects skew this average". A total of 48 per cent of CPOs were funded with less than $20,000 but 13 CPOs were supported with more than $1 million.

To summarize, the constraints in sustaining results are:

■ the one-off nature of capacity development events with no plan or commitment for continued efforts;

■ the absence of exit or sustainability plans;

■ the absence of tripartite engagement and ownership; and

■ project focus on enhancing individual capacities rather than on institutional capacity.

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[91] FIC works in Kenya and the United Republic of Tanzania under their "Decent work and labour rights in East Africa" programme, which aims to increase trade union capacity to organize members and ensure that members obtain better working conditions.

3.6 THE IMPACT IS INTANGIBLE

This section explores two aspects of results:

■ impact – extent to which medium- and long-term results have been or are likely to be achieved; and

■ the results-based measurement framework and its ability to capture capacity development results.

3.6.1 Lack of data and evidence

As has been noted already, most reports focus on activities and outputs. There is much less data and systematic reporting in the areas of organizational strengthening and policy advocacy and development. Sporadic and qualitative evidence suggests that much has been achieved, that constituents are indeed changing their behaviour and that impact is being delivered. But this is what is difficult to grasp: the impact is surely real but it cannot be documented and/or quantified. There is, however, growing recognition of the need to focus on results at the level of outcomes (changes in knowledge, attitudes and behaviour) and systematic information about long-term impact including advocacy and capacity strengthening.

This view is reflected in the recent institutional assessment of ILO which found that "available evidence suggests that impact and sustainability of results are mixed, albeit with notable examples of significant achievement in a wide range of areas. It remains difficult to assess – and, under current frameworks and systems, will continue to be difficult to assess – whether the overall impact, efficiency and sustainability of the ILO is improving over time".[92]

The independent evaluation of the ILO's strategy for technical cooperation 2010–15 (2015) found that "the few impact evaluation reports that exist are insufficient to allow aggregation at global, regional or national levels. With few exceptions, most projects collect information on inputs and outputs, but relatively little on outcomes and impact. Furthermore, ILO still tends to apply a project, rather than programme, approach with narrow standards of attribution, thereby, tending not to assess the broader impact that would require that other stakeholders' contributions also be taken into account. The evaluation, therefore, concludes that there are currently insufficient data to enable the impact of ILO technical cooperation to be evaluated". If that is true for technical cooperation as a whole, then it is even more true for capacity development which often does not even have outcome indicators in programme design.

The synthesis review found that the overambitious setting of objectives – given the timeframe, limited budgets and spread of projects – was a major design flaw in a large number of projects. On the other hand, the review found "an impressive mix of results obtained through ILO support across the regions – in establishing new institutions, improving organisational capacities, promoting tripartite ways of working, legal and policy reforms".

The 2016 independent evaluation of Outcome 10 support funded by Norway and Sweden[93] noted that the activities and outputs "represent a substantial contribution to the development strong, independent and representative organisations [but …] if not urgently addressed, the absence of overall robust systematic planning, monitoring and reporting may jeopardise the ability of ACTRAV to attract flexible and strategic additional funding in the future".

A project evaluation of Outcome 9[94] claimed that "it appears that impact is high, but ILO does not systematically monitor impact and there may be merit in attempting to undertake at least some measurement of impact, recognising that attribution will always be an issue".

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[92] MOPAN 2015–16 Assessments, International Labour Organization, Institutional Assessment Report, 2017, p. vi, www.mopanonline.org/assessments/ [accessed 4 September 2018].

[93] ILO (2016) *Outcome based funding Norway and Sweden: Workers have strong, independent and representative organizations – independent evaluation*, 2016, op. cit.

[94] ILO (2016) *Independent evaluation of Norway & Sweden funded programmes for Outcome 9: Employers have strong, independent and representative organizations*, 2016, op. cit.

The evaluation of DWCPs in Mekong concluded that "project evaluations and CPRs confirm that long-term impact resulting from DWCPs is still a work in progress, very little is known about the matter, and results have been limited".[95] Only a few evaluations do a systematic assessment of impact – making it difficult for ILO to make a convincing argument about impact in the region. "Sorely lacking are systematic, recorded data and information about the scope and success of the capacity strengthening initiatives." There are no consolidated data about the number of people and organizations reached, the scope and type of capacity strengthening activities, or the results. Moreover, there is no way to capture important outcomes that are not directly relevant to the activity (see Box 17 for an example of good practice).

BOX 17

Case study: From training to influence in Jordan

In Jordan, as elsewhere, ILO has been providing training to labour inspectors. The training is intended to ensure that participants have a thorough and up-to-date understanding of the law and how it should be applied. However, discussions on implementation throw up different, often contradictory, approaches from different offices so ILO has encouraged discussion at these training courses of how, if they had the chance, the labour inspectors would reform the approach to inspection. ILO used this to provide feedback to the Ministry of Labour which has now agreed to a full labour inspection assessment.

3.6.2 Results-based management

ILO has an extensive results-based measurement system, but the lack of monitoring of broader level outcomes beyond ILO and impact raises a question about the extent to which ILO could or should capture information on capacity development efforts. Arguably, the problem is that capacity development is not seen as an important outcome in its own right so other activities are prioritized for monitoring. This may be less important if logframes and intervention logics were designed in such a way that the assumptions regarding capacity development were clear and testable. ILO country offices present progress reports to donors capturing all processes and levels of results. The following looks more at how ILO measures and documents results institutionally.

The synthesis review found that "measuring the outcome and impact of capacity building efforts emerges as a major challenge …". There appears to be relatively higher level of clarity at the level of framing objectives, inputs and outputs, but outcomes and outcome indicators are the major missing links. There were very few examples where outcomes were well defined and outcome focus was sustained throughout the project. Several reports pointed to the lack of baselines and clarity on expected improvements.

Data and information (in ILO's data management systems) are incomplete on ILO's expenditures, activities and results and reliable baselines for monitoring progress and achievements in capacity development.

The aggregate biennial reports focus on number of countries which have achieved aspects of capacity development (as reported by ILO country offices). The reporting on such aggregate numbers masks a wide range of activities for different purposes and tells little about relevance, realism and quality/performance of capacity development. They do not provide a narrative of to what extent workers' and employers' organizations have been strengthened in a particular country.

The extensive use of indicators within the global ILO result-based framework express, simplify and reproduce complex processes by using numbers for comparison. It is one of the few tools for aggregating results from country to global level. The results framework comes with quantified and objectively verifiable

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[95]   ILO: *Independent evaluation of ILO's Decent Work Country Programme strategies and actions in the Mekong subregion 2012–2017*, Geneva, Evaluation Office, 2017.

indicators, to be measured by baseline data and targets. Such frameworks are used as a basis for the biennial reports and tend to crowd out intangible results.[96] The frameworks do not sufficiently open for or allow information and description of how programmes/projects actually influence capacity development processes.[97] The ILO decent work results dashboard presents for instance results by policy outcomes and indicators/sub-indicators – an approach that breaks up a holistic capacity development process into small units. What is missing is a short narrative and analytical assessment of the extent to which, for instance, a workers' or employers' organization has been strengthened, how and why.[98]

The same issue is discussed in the evaluation of DCWPs in Mekong (2017) – the counting of a country programme outcome (CPO) against only one programme and budget outcome prevents the cross-cutting nature of the ILO's decent work in a country to be appropriately valued. The single outcome-silos hide the linkages showing how interventions link and build upon each other towards outcomes and impact, and from output to outcome and impact levels.

The results included for example for Indonesia for outcome 10 (one page of narrative text) points to:

■ a strategic plan on organizing groups of workers in vulnerable situations and on how expanding collective bargaining coverage is adopted;

■ labour unions have adopted organizing plans to increase membership in the garment and textile sectors;

■ union task forces have been established to improve communication between trade unions; and

■ ILO's contribution was to provide capacity development activities to strengthen the technical and organizational skills of union organizers at grassroot level for collective bargaining and social dialogue. ILO organized a conference on the Sustainable Development Goals.

The decent work results dashboard for Viet Nam reveals that ILO provided the technical resources to develop an evidenced-based labour market report, a mapping report on skills policy development for business association representatives, and conducted national policy capacity training, etc. For workers' organizations, the Organization produced a technical paper on minimum wage, held two capacity development roundtable workshops for the VCCI in the National Wage Council, provided assistance for the development of a technical report, and organized three national workshops, etc.

The information focuses mainly on activities and outputs, such as plans adopted, workshops supported, task forces established, but not on outcomes. For instance, data and information are inadequate for determining to what extent the seven indicators for policy Outcome 10 on workers' and employers' organizations has been achieved or not. It is even more complicated for other policy outcomes where indicators do not focus on capacity development. The corporate results measurement systems and tools are not built to capture ILO's contributions to capacity development, which leads to the underreporting of results, and an inability to determine where strategic efforts in capacity development are required.

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[96] *Independent evaluation of ILO's Decent Work Country Programme strategies and actions in the Mekong subregion*, 2012–2017, 2017, op. cit.

[97] The "how" questions and examples can be found in evaluations, country and thematic programme reports, but to a much lesser extent in the aggregate biannual reports. Other reporting mechanisms are required to capture programme outcomes and impact in the areas of organizational development and policy dialogue rather than numerical indicators.

[98] The ILO development cooperation manual states that most ILO indicators refer to the number of member States in which a policy is applied or a capacity is developed or strengthened. PROGRAM guidance also states that to become measurable, these indicators require a statement of how much policy change or capacity development must take place before a member State can be counted towards the achievement of a given target. Each indicator is accompanied by a measurement statement that specifies the qualitative criteria that have to be met in order for a result to be counted as a reportable change. ILO: *Development cooperation internal governance manual* (Geneva, Partnerships and Field Support Department, 2018 ed.).

4. CONCLUSIONS

The following conclusions are based on the evidence described in the previous section.

Conclusion 1: All constituents need capacity development

There was broad consensus that capacity development activities supported by ILO are relevant to the priorities and needs of constituents.

Based on the team's analysis of comparative advantage and strategic setting of priorities, there is a much weaker understanding of the extent to which ILO supports the most strategic interventions. The needs in many countries are unending and ILO has limited human and financial resources. Strategic selectivity is required to avoid fragmentation and dilution of efforts.

The specialized agencies of the UN including ILO were established for the purpose of collecting and disseminating information linked to the setting of international standards and rules – the normative function of the UN. The specialized agencies such as ILO are involved in the execution of (technical) development cooperation projects in developing countries, intended to be in support of the normative work but in context where different priorities and focus need to be balanced. The evaluation identified issues in such development that would need further exploration:

- Donors have priorities which are not necessarily fully in line with ILO's core mandate.
- Technical cooperation requires project implementation capacity and skills – requiring ILO be both a normative-based organization (with research/knowledge work in support of normative work) and an implementing agency.
- Workers' and employers' organizations become involved and are used in ILO technical cooperation projects – in several cases as an add-on to technical cooperation projects and not capacity development as an objective in its own right.

Whilst there is evidence of good practice, notably by ACT/EMP, in general, capacity development interventions are not sufficiently based on systematic assessments of needs in countries and, in particular, constituents' needs. Most needs assessments were carried out as part of planning technical cooperation projects.

There was a tendency among interviewees to equate capacity development with training – often linked to what the International Training Centre in Turin can provide. The organizational and policy levels of capacity development received less attention. However, when analysing project documents for the country visits all the three levels are included – individual training, organizational development and policy advocacy/interventions. In other words, a comprehensive understanding of and approach to capacity development was in place.

The evaluation identified a need for a broader range of tools and instruments to operationalize and support capacity development at country level – beyond formal/informal training and study tours, such as research, south-south exchange, the use of twinning and peer-based approaches, and provision of external technical support.

Gender equality and non-discrimination are mainstreamed in the majority of ILO's interventions, but not always to a significant extent. There is a commitment to integrate gender equality, but its application is uneven.

Conclusion 2: The strategy is coherent, but implementation does not always reflect the strategy

Capacity development has a prominent place in the overall strategic framework of ILO. It is defined as a core function in the ILO Strategic Policy Framework 2010–15 and one of the four building blocks in the Development Cooperation Strategy 2015–17.

ILO has no dedicated strategy on capacity development with conceptual and operational definitions for the planning, implementation and evaluation of capacity strengthening; covering both normative work and development cooperation and all sources of funding and modalities of delivery.

The evaluation found no clear and shared understanding in the ILO of the core of capacity development and its delimitations. The relevant strategic documents were not known and used for planning purposes. Capacity development is seen as an integral objective and activity in all policy outcomes and related programmes. In the current P&B only policy Outcome 10 – strengthening workers' and employers' organizations – has capacity development as an objective in its own right. Nevertheless, there are also programmes with major and explicit capacity development objectives.

Strengthening of tripartism and social dialogue between governments, and workers' and employers' organizations was well reflected in the P&Bs for 2010–11 and 2014–15 with separate policy outcomes, but social dialogue and tripartism disappeared as a separate outcome in the P&B for 2016–17 – reducing its visibility at institutional level and potentially with less focus and ability to determine and assess results, and the success of the approach on capacity development.

The broad policy statements on capacity development is well aligned at a high level with the global discourse on capacity development in other UN organizations, e.g. follows the broad definitions of UNDP and includes capacity development results in strategic plans and reports, and as a key component in general programming.

Capacity development features prominently in ILO policy and results frameworks as intentions and means of action, but the organization has few tools and instruments to support and ensure that the policy becomes implemented and results are achieved.

ILO's International Training Centre in Turin is first and foremost an international training centre providing ILO constituents and staff with high-quality training primarily for participants representing tripartite constituents, but also for ILO staff. However, it is not the sole and main provider of capacity development in ILO. The evaluation found that the Centre is an important, but not sufficient provider of capacity development services to the Organization.

Conclusion 3: Provision of capacity development is effective – to a degree

The overall finding from evaluations, annual reports, country interviews and selected projects reviewed in particular for this evaluation is that most interventions in capacity development progress well – activities are implemented, and outputs delivered as planned and short-term objectives to a large extent achieved – even if there are examples of projects which have had less impact, but no evaluations reach a very negative conclusion or identify critical failures.

The biennial Programme Implementation Report is the only document that presents ILO's aggregate results in a consolidated way at global level. However, while the indicators show whether or not member States have taken action that supports the implementation of an outcome and its indicators, they do not provide strong evidence of ILO's contribution to strengthening the capacity of constituent organizations, nor analysis of its relative importance as discussed in the last part of this section.

The results at individual level – the strengthening of individual capacity through training is measured to a large extent at output level (e.g. number of people trained). The results are significant (including outputs from the Turin Training Centre). The number of people trained through ITC are available and well documented, but basic data on the aggregate number of people trained each year by ILO are not available.

The results at organizational level – strengthening workers' and employers' organizations have specific indicators in policy outcomes and case studies, and evaluations illustrate positive, but varied achievements.

System level results, including changes in existing laws and the formulation of new laws and legislation feature prominently in several reports, but it is difficult to determine how and to what extent ILO has contributed to such changes.

Most reports focus on activities and outputs. There is much less data and systematic reporting in the areas of advocacy and capacity strengthening. However, there is growing recognition of the need to focus on results at the level of outcomes (changes in knowledge, attitudes and behaviour) and systematic information about long-term impact including advocacy and capacity strengthening.

The relevance and quality of teaching at ITC is rated as high. There is also increasing evidence of learning effects at individual level (outcome level). All the internal evaluations commissioned by the Training Directorate from 2015 onwards document very positive medium- and long-term effects, which were based on responses from online surveys and interviews.

Conclusion 4: Provision of capacity development is efficient – to a degree

ILO's resource allocation to capacity development is not trackable in existing financial reports. Thus, there is very limited information on consolidated financial resources invested in capacity development initiatives.

The lack of financial data on how much ILO invests in capacity development makes it impossible to assess to what extent ILO gives priority to capacity development and whether it increases/decreases over time.

Hence, principles of results-based budgeting do not apply to capacity development, which means that the allocation of budgets is not linked to results/performance.

The analysis of the efficient use of financial resources or value for money was found to be a challenge because the financial reporting system does not require output/outcome wide expenditure reporting. However, utilization of resources was considered satisfactory while time delays appear frequent. What is missing is an analysis of added value and to what extent ILO could have achieved the same or more using alternative strategies and actions.

ACTRAV and ACT/EMP clearly have central responsibilities in determining the capacity development needs and demands of their respective constituent organizations and, where and when staff and budgets are available, have a primary role in the design, implementation and supervision of capacity development at country level. Capacity development for constituent organizations largely relies on programmes and projects delivered by other technical units, in which capacity development is often secondary or marginal. Coordination between policy departments/ country offices and ACTRAV/ ACT/EMP is therefore essential but appears to be insufficient.

Beyond ACTRAV and ACT/EMP, capacity development is a cross-cutting issue and responsibility in ILO and not situated/positioned within the organizational structure. There is no capacity development unit

able to exercise leadership across the technical units in policy development and implementation support/ guidance and supervision.

The mainstreaming of responsibilities for capacity development have its advantages, but the inherent challenges is dilution of direction and weakening of efforts. Everybody's responsibility becomes nobody's responsibility.

Formal training and working experience related to capacity development appears to be absent in the criteria for recruiting ILO staff.

There are few incentives to be engaged in capacity development in terms of career development and/or non-financial rewards (status/prestige, etc.). Capacity development is, in principle, perceived as important in ILO while in practice considered a "soft" area of less importance than other technical areas.

Conclusion 5: More effort is required to build-in sustainability

The meta-analysis of ILO project evaluations found that a majority of projects (67 per cent) demonstrated at least some tangible possibilities for maintaining or advancing results, partly because of high stakeholder ownership.

There is a low volume of funding of ILO programmes and projects preventing adequate scaling up and replication – and continuation of pilot projects. Programmes are often too widely spread, too complex to fully comprehend and too ambitious in scope given the capacities and resources of the ILO and tripartite constituents.

The sustainability of the outcomes and impacts of the DWCPs, as well as the financial sustainability of interventions, are major issues of concern among the ILO and project staff as well as among the tripartite constituents. Achieving and sustaining impact present serious challenges for the ILO. Sustainability is less of a challenge where ILO outputs are reflected in changes in policy, legislation and regulations, and accompanied by effective individual and, especially, institutional capacity strengthening.

Outcome 10 of the P&B (Strong and representative employers' and workers' organizations) remains the most important element of the P&B to address the long-term sustainability of the constituent organizations, yet resources specifically targeting Outcome 10 are limited. The ILO's reliance on project funding promotes short-term perspectives and activity-by-activity implementation, which is detrimental to efficiency and sustainability.

Many constituent organizations, receive substantial support from a variety of external agencies and organizations (international employers' and workers' organizations, foundations, governments, etc.), yet there is only limited evidence in the field of ILO cooperation, coordination or partnership-building to minimize duplication or provide leverage to assist their sustainability.

There would be merit in requesting that all evaluations assess whether there has been sustainable capacity development, irrespective of whether it was an explicit objective, and further assess whether the outcome of that capacity development is likely to be sustained.

Conclusion 6: Capacity development delivers impact, but there is limited assessment of impact

Most reports focus on activities and outputs. There is much less data and systematic reporting on medium- and long-term impact. However, there is growing recognition of the need to focus on results at the level of outcomes and systematic information about long-term impact including advocacy and capacity strengthening.

ILO still tends to apply a project, rather than programme approach with narrow standards of attribution, thereby, tending not to assess the broader impact, that would require that other stakeholders' contributions also be taken into account.

The aggregate biennial reports focus on the number of countries which have achieved aspects of capacity development (as reported by ILO country offices). The reporting on such aggregate numbers masks a wide range of activities for different purposes and tells little about relevance, realism and quality/performance of capacity development. They do not provide a narrative of the extent to which workers' and employers' organizations and government institutions have been strengthened in a particular country in terms of capacity to carry out their functions. It is difficult to assess how the achievement of target values represents and reflects ILO's performance, and what kind of performance.

The extensive use of indicators within the global ILO results-based framework express, simplify and reproduce complex processes by using numbers for comparison. The results framework comes with quantified and objectively verifiable indicators, to be measured by baseline data and targets. The frameworks do not sufficiently open for/allow information and description of how programmes/projects actually influence capacity development processes.

5. OVERALL ASSESSMENT OF APPROACH TO CAPACITY DEVELOPMENT

High-level evaluations include ratings for each of the evaluation criteria. It should be emphasized that the ratings are not global ratings of ILO's capacity development work. The purpose is more to highlight areas where the evaluation found strengths and weaknesses.

It was not always clear that the capacity development being provided was sufficiently based on the assessment of needs, comparative advantage and strategic use of limited resources. Much of the capacity development effort was project-oriented with too great a focus on training and limited use of other mechanisms. All constituents expressed a desire to support them to engage more effectively in social dialogue.

The absence of a clear strategy and a weak shared understanding of capacity development and its delimitations affects the degree of coherence.

It was not always clear how capacity development activities contributed to delivering ILO's strategic objectives. Targets and indicators could usefully focus more on specific capacity development outcomes and impact. There is limited follow-up of capacity development activities making it hard to determine how effective capacity development has actually been, though some evidence gathered during the course of the evaluation suggests that beneficiaries are very positive.

There is a lack of data on resources spent on capacity development which makes it challenging to assess value for money of capacity development. There is scope to look at how ILO's resource and financial management system could provide data specifically on the capacity development part of its activities and results.

The lack of data and information on which to base an informed judgement may lead to the underreporting of results and affect the assessment of sustainability. Moreover, the strengthening of workers' and employers' organizations should not only develop their competence to engage in social dialogue but also build them as sustainable organizations. Whilst there are some good examples of this happening, systematic evidence was not available, which may be the result of the lack of data and information on capacity development results.

The assessment of impact was challenging because the current reporting system does not sufficiently capture medium- and long-term impact, and the assessment of financial and organizational sustainability in reports and evaluations is insufficient. This reflects that these are not necessarily explicit results or indicators as part of the broader strategy and results frameworks in programmes and projects.

Figure 8: Overall evaluation ratings by criterion

Scale:
6 = Highly satisfactory;   4 = Somewhat satisfactory;   2 = Unsatisfactory;
5 = Satisfactory;   3 = Somewhat unsatisfactory;   1 = Highly unsatisfactory

6. RECOMMENDATIONS

Recommendation 1

Capacity development should be identified as a more distinct results area within the policy outcomes of ILO's P&B on which capacity development for each constituency and social dialogue can be planned, assessed and reported.

Social dialogue is based on the capacity development of all three constituents, but this is currently lost among several outcomes with the result that strengthening of the constituents to engage in effective social dialogue seems to have diminished in importance compared to other activities.

Responsible unit(s)	Priority	Time implication	Resource implication
CABINET, The Strategic Programming and Management Department (PROGRAM), DDG/P	High	As part of new 2020–21 programme and budget and next Strategic Planning Cycle	Within existing resources but implications for resource allocations

Recommendation 2

ILO should ensure that the consolidated capacity development strategy called for in the Programme of Work to give effect to the 2016 resolution on Advancing Social Justice through Decent Work, provides conceptual and operational definitions for the planning, implementation, monitoring, and evaluation of capacity strengthening, including as explicit results in all policy outcomes.

The strategy should consider issues such as: partnerships on capacity development building on the ILO's specific role, and focusing on replication and upscaling; identifying and further developing models and approaches that can – or have contributed to – the strengthening of sustained capacity; and identifying ways to track and measure capacity development activities that allow for an incremental approach, building upon previous developed capacity.

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

Recommendation 3

Support to the implementation of the capacity development strategy should include required instruments and tools.

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

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, Deputy Director-General for Management and Reform (DDG/MR), DDG/P, ACTRAV, ACT/EMP; other entities as relevant.	High (in line with development of strategy)	2019–2020	Limited but key strategic initiative

Recommendation 4

The planning of capacity development should clearly prioritize the most strategic interventions based on systematic assessment of needs, analysis of comparative advantage of ILO, strategic selectivity at country level and available resources, and regular consultation and close cooperation with the other major external organizations providing capacity development support.

This should be linked to the work on typologies of countries and a portfolio of intervention models. This is highlighted in the ILO independent evaluations on technical cooperation and the field operations and structures.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/POL, DDG/MR, ACTRAV. ACT/EMP; other entities as relevant	High (linked to strategy on capacity development)	2019–2020	Limited resources

Recommendation 5

ILO should establish a custodian and network of focal points for capacity development covering all constituents (including government agencies) building on ACTRAV and ACT/EMP current roles and the role of thematic focal points in Policy Departments and the Regions.

This would be a dedicated network with defined roles, responsibilities, and accountabilities. This would also be the case for the implementation of the strategy on capacity development, so as to lead to more coordinated, focused, and systematic capacity strengthening in their respective constituencies and areas of work.

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

Recommendation 6

The financial support to capacity development should be costed and measured based on different types and categories of capacity development to be included in the ILO's results-based framework, and monitoring and reporting system.

The ongoing work of the ILO's internal results-based management (RBM) task force on strategic budgeting would be an ideal framework for this; the availability of that information would enhance efficient and effective capacity development in line with the established priorities and needs.

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

Recommendation 7

Monitoring of capacity development should more explicitly combine qualitative and quantitative indicators and include: (a) narrative analyses and assessments; and (b) quantitative indicators that are measurable.

These indicators should be developed as part the strategy for capacity development and be part of the ILO results framework (in line with the implementation of Recommendation 1).

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

Recommendation 8

Evaluations should more explicitly assess capacity development interventions and levels, including at the impact level.

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

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

Recommendation 9

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

Increased use of training programmes through South-South and triangular cooperation – including peer training/exchange/mentoring in twinning arrangements – should be pursued; this would complement the current global training mode with the engagement of the ITCILO. A clear approach to tracing and tracking

beneficiaries to document their contribution to the ILO's capacity development results would also be a useful addition to the Organization's measuring and reporting of capacity development.

Responsible unit(s)	Priority	Time implication	Resource implication
ITCILO, relevant entities of ILO	Medium	Next strategic planning cycle of the ITCILO	To be determined

7. LESSONS AND EMERGING GOOD PRACTICE

The most sustainable and effective achievements are obtained where ILO provides comprehensive and coherent support to organizations, drafting legislation, facilitating policy dialogue and training staff. Important also is the continuous presence of ILO expertise.

The political and economic context is crucial for effective capacity development. Hence, the need to assess and analyse capacity needs and constraints in a wider context. An intervention in itself such as training for representatives of workers' organizations could be highly successful, while the overall capacity and performance may be negative or critical. There is a need to distinguish between improved capacity for individuals/organizations as a means and better performance, and ultimate results as an objective.

Capacity development requires an approach to evaluation and a way of thinking about success, failure, progress, and best practices that is different from projects delivering services. The relationship between the work done as part of a capacity development effort, and the results or signs of progress is complex and non-linear. Similar resources and strategies may generate very different results. Such characteristics should be reflected in the monitoring and evaluation of capacity development.

It is difficult – and often impossible and unnecessary – accurately to attribute the outcome of any capacity development project to ILO since much of its success or failure may be due to the presence or absence of spillovers from other areas and actors. Attribution in capacity development evaluation runs up against some profound obstacles, the most important being structural forces and the density of organizational activity around any issue. What is possible is to carefully account for the various actors involved in a capacity development intervention, position the particular ILO effort in such a context – and then demonstrate the contribution of own activities to all or parts of the final outcome/impact. A measurement and reporting system based on indicators is insufficient to explain capacity development results.

8. OFFICE RESPONSE

The Office welcomes the findings of the evaluation, and takes due note of its recommendations. It coincides with a number of ILO initiatives that aim at improving the overall capacity to respond to constituents' needs and to adapt to a series of changes resulting from the UN reform. This includes the follow-up to the adoption of the UN General Assembly Resolution 72/279, as well as the resolutions concerning effective DC and social dialogue and tripartism, which were both adopted in June 2018 by the ILC. A number of internal reviews related to enhancing transparency and the overall RBM will benefit from the findings and recommendations.

Capacity development will be mainstreamed across all ILO activities. The Office recognizes the need for enhanced involvement of ACTRAV and ACT/EMP in the various stages of the capacity development strategy.

Recommendation 1

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

Recommendations 2–4

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

Recommendation 5

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

Recommendations 6–7

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

Recommendation 8

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

Recommendation 9

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

ANNEX 1.
TERMS OF REFERENCE

Every year the ILO's Evaluation Office (EVAL) holds consultations to select topics for future high-level evaluations. The selected topics are then approved by the Governing Body. The selection of strategic evaluations customarily focuses on strategic outcomes but may also focus on institutional capacity issues. This can be in response to specific requests from the ILO Governing Body (GB) as part of its deliberations.

Capacity development of constituents is at the core of the services and support to constituents that the ILO aims to achieve through its Policy Outcomes and Country Programme Outcomes in the ILO Results Framework. The Social Justice Declaration of 2008 pivoted around strengthen the ILO's capacity to assist its Member States' efforts to reach the ILO's objectives. The subsequent resolution on advancing Social Justice through Decent Work in 2016 called for the implementation of the ILO's Strategic Plan though optimal use of ILO means of action and capacity development support to constituents at the system, institutional and individual level. The resolution also called for the measurement and monitoring of the results of such capacity development efforts in a systematic and coherent manner.

In 2010 the GB discussed capacity development initiatives of the ILO and requested the office to take measures to ensure the results-based capacity development measures were mainstreamed into technical/development cooperation and that a results-based approach to capacity development should be used to ensure ownership, impact and sustainability. An operational strategy for capacity development for constituents in DWCP and technical (development) cooperation was endorsed by the GB in 2011, including a monitoring framework. Approaches to capacity development were presented to the GB in November 2011 and the results of the approved mapping of TC/DC approaches, including capacity development of constituents presented to GB. The revised ILO TC/DC Strategy 2015–2017 included capacity development as one of the four elements. The Office report on Reviewing the impact of the ILO Declaration of Social Justice for a Fair Globalization of 2016 outlines actions by Members and by the Organisation in support of these for which developing appropriate capacity is essential.

The International Training Centre of ILO in Turin remains a key delivery partner of capacity development, using a wide range of modalities in support of ILO's capacity development efforts. While most of the capacity development efforts are DC funded and related, other capacity development activities funded by RB and RBSA will also be considered. RBSA funding is particular relevant given its strategic focus on providing comprehensive coverage of ILO objectives and outcomes. Programme and Budget outcomes cover capacity development activities and many indicators in the P&B have specific capacity development results to achieve.

This evaluation is part of a number of institutional evaluations that started with the evaluation of ILO's technical cooperation activities (2015) which looked at the modality of implementing capacity development; and the recently completed evaluation of ILO's Field Operations and Structure (2017), which included looking at the framework for ILO's support infrastructure for capacity development in the field.

This high-level evaluation will focus on the relevance, coherence, effectiveness and impact of the ILO's capacity developments efforts, focusing on the strategic and cross office level. The evaluation will also focus on the efficiency and sustainability of ILO's support to capacity building efforts within the limits of availability of the data necessary to ensure a sound and accurate assessment of these two criteria. It will look at the strategies, approaches, outcomes and achievements on capacity development ILO wide. It will as such be able to serve as a review of past performance and lessons learned to be used as a baseline for the capacity development efforts going forward in the context of the ILO Strategic Plan 2018–2021, allowing the ILO wide measurement and monitoring of the results of capacity development efforts. With emphasis on ownership, integration and country- led processes, the evaluation will also be forward looking in assessing ILO's capacity development efforts in view of the Decent Work Agenda, the 2030 Agenda and ongoing reform in the UN development system. Past and ongoing DWCP, project evaluations and other reviews will constitute a key basis for the evaluation.

Background: ILO's capacity development efforts

During the period under review the ILO's capacity development efforts have been guided by a number of declarations, instrument, policies and strategies adopted by the International Labour Conference, the Governing Body and the Office in response to ILC and GB decisions. The following are the key ones:

Global Level governance	■ The ILO Declaration on Social Justice for a Fair Globalization adopted in June 2008 (the 2008 Declaration) and Office programme of work in response (and the 2016 Declaration on Social Justice)
	■ Plans of Action for specific areas of work such as Fundamental Principles and Rights at Work
	■ Decent Work Agenda
	■ ILO's Strategic Programme Framework and Strategic Plans
	■ ILO's Programme and Budget
Regional and Country level	■ Decent Work Programmes for individual countries
	■ Regional Strategies
ILO Policies and Strategies	■ ILO's Technical/Development Cooperation Strategies
	■ Specific strategies on Capacity Development
	■ Polices on organisational, administrative and management relevant for Field Structure, such as Human Resources Policies
ILO Procedures and Manuals	■ Relevant Internal Governance Documents, particularly on decentralisation
	■ Relevant Financial and Programming procedures, manuals, guidelines
	■ Relevant manuals on Decent Work, Development Cooperation, Evaluation and related topics
	■ Relevant guidelines on capacity development in ILO

ILO's capacity development efforts

Capacity development is at the core of ILO's work in many dimensions, levels and purposes. It is core to key ILO concerns such as social dialogue and the constituent's involvement in national development efforts. It is core to the achievement of Decent Work. It is part and parcel of the work that ILO does at all levels of the ILO results framework from Policy Outcomes, Country Programme Outcomes and global Products. Depending on the focus, local, national, sub-regional, regional, interregional and global levels will be reviewed. Thematic and sector strategies and projects include capacity development in various

forms. Capacity development is done for individual constituents as part of promoting the decent work agenda and for the organizations specifically representing constituents. Employers' and Workers' organizations are key to implementing the Decent Work through for instance membership services to individual constituents and other target groups, and strengthening their capacity is a key focus. Capacities of many organisations and instruments in the government set-up and labour administration need to be further developed and strengthened.

Types of capacity development cover technical and functional capacities (human resource development); organizational capacity (internal mechanism, tools, and procedures); and institutional capacity (constituents' involvement in social dialogue, and the tripartite governance of the labour market). The capacity development efforts of the ILO are intended to support the capacity of constituents to carry out their mandates and work in a sustainably and constantly evolving process to meet current and future challenges. Some possible areas of indicators for capacity developed as a result of ILO efforts are presented in Annex within the broad type of outcomes.

Various forms of specific indicators for capacity development are within many of the Policy outcomes in the ILO Programme and Budget and in the country programme outcomes in the DWCP as well as in the enabling outcomes on advocacy, governance and support services. Cross cutting policy drivers on international labour standards, social dialogues gender equality and non-discrimination are also influencing capacity development efforts. Strategies for specific institutional capacity in support of broader capacity development have been formulated over the period on knowledge, statistics, external partnerships, communications and public instruments. Capacity is developed and built through a range of modalities from training, learning, networks, advisory services, knowledge sharing, research, technical support to organisational processes, procedures and systems, on-the-job learning, awareness and communication activities. In different technical areas it takes different forms.

Given the wide range of services provided related to capacity development, a challenge will be to identify the key strategic areas of achievement that the evaluation can focus and the expected policy outcomes to review.

Implementation of ILO's capacity development efforts

The ILO delivers much of its capacity development efforts through 5 regional offices, more than 40 country offices and over 600 programmes and projects in more than 100 countries. Decent Work Teams (DWT) with technical specialists are providing sub-regional technical support out of a number of locations. In some countries, National Coordinators are serving as ILO's focal point. The International Training Centre of the ILO in Turin provides capacity building support and training for constituents. In addition to ILO's regular advisory services related to its mission and normative work, development cooperation projects are implemented in countries with or without ILO permanent presence (ILO Office). Some of the countries are in fragile and post-crisis situations. Regional projects are implemented that work both at regional level and with activities in specific countries. Inter-regional and global projects will implement global and inter-regional activities that support the work of field structures as well as carry out activities in specific countries.

ILO is part of the UN System and has actively participated in the inter-agency work at the country, regional and global level, including One-UN and initial UN system work on the support to SDG. ILO works with regional organizations and other regional and country level partners in line with ILO mandate and purposes.

ILO provides services to constituents on a range of issues and through various modalities, from capacity building, support to participation in governance activities, including reporting requirements related to standards; ongoing technical, policy and strategic support; and detailed work and support through specific

development cooperation activities. National Tripartite Steering Committees with various purposes and functions may exist in countries where ILO operates.

Capacity development efforts are reflected across thematic areas of work in the planning and results framework for ILO's work. At the country level this is largely captured in Decent Work Country Programmes. At the global level the Programme and Budget (P&B) document provides the Office wide results framework. Regular Outcome Based Work (OBW) planning exercises integrate the activities at the field level with the global results framework. Regular Budget (RB) and extra-budgetary funding from donors, either through Regular Budget Supplementary Account (RBSA), earmarked country, regional or global funding, or in some cases, outcome-based funding is used to support activities in the field.

In 2013, ILO launched seven Centenary Initiatives. The governance initiative; the standards initiative; the green initiative; the enterprises initiative; the end to poverty initiative; the women at work initiative and the future at work initiative as the centrepiece of the ILO's centenary. These were launched in order for ILO to be able to advance its mandate for social justice and with pivotal importance for the continuing process of reform in the ILO. The ILO Centenary Initiatives (in particular the Future of Work Initiative) and the 2016 resolution on Advancing Social Justice through Decent Work, the 2030 Agenda, and the ILO's reform agenda have or are setting the scene for ILO's future mandate. It is also in this context the evaluation of the ILO's capacity development efforts needs to be seen as well to establish whether it addresses current mandates and upcoming challenges.

Reviews and evaluations of ILO's Capacity development efforts

With capacity development integral to ILO's work, reviews and evaluations of ILO policies, strategies, programmes and projects have covered capacity development (capacity building) extensively within given evaluation criteria and results frameworks. High level evaluations at the corporate level, Decent Work Country Programme Evaluations, thematic evaluations, synthesis reviews, meta-studies and evaluations of country, regional and global development cooperation projects have all looked at capacity development in its many dimensions, levels and forms. Studies have been done on capacity development as a concept and numerous manuals, guidelines and resource kits including training practices and organisational development training packages have been carried. Office reports to the International Labour Conference and the Governing Body have covered capacity development, either specifically or as components. This wealth of information needs to be consider as it relates to the specific focus of the evaluation.

Purpose, Scope, and Clients

The ILO Declaration on Social Justice for a Fair Globalization adopted in June 2008 (the 2008 Declaration) identified technical cooperation and other country level support as a means of action for realization of fair globalization based on Decent Work as well as for implementation of the Decent Work Agenda at the country level. Progress towards all the strategic objectives in the 2010–15 Strategic Policy Framework (SPF) is expected to be achieved on a tripartite basis through Decent Work Country Programmes (DWCPs) as well as within the framework of the UN system. The institutional capacity of constituents is to be increased to facilitate participation in developing meaningful and coherent social policy and contribution towards sustainable development.

These principles are reflected in the various dimensions of the current capacity development efforts. Based on a mapping of the policy and strategic framework guiding capacity development with identification of intended purpose and objectives, the high-level evaluation will focus on the relevance, coherence, effectiveness, efficiency, sustainability and impact of ILO's capacity development efforts and its supporting mechanisms. The rationale of the evaluation is to strengthen the capacity of the Office as a whole to respond to the capacity development needs of its constituents.

The purpose of High Level Evaluations is to provide insight into the relevance, coherence, effectiveness, efficiency, sustainability and impact of the ILO's strategy, programme approach, and interventions (summative). It is also intended to be forward looking and provide findings and lessons learned and emerging good practices for improved decision-making within the context of the next strategic framework (formative). The HLE will consider all efforts of the Office in supporting the achievement of results from capacity development actions. The evaluation report will be discussed in the November 2018 GB session together with the Office's response to the evaluation report.

The evaluation will address key current issues and concerns of the Organisation from an evaluative perspective based on the objectives of ILO's capacity development efforts. Suitable recommendations for enhancing the relevance, coherence, effectiveness, efficiency, sustainability and impact of the capacity development efforts of ILO will be made. These recommendations should be forward-looking, focusing on ways to improve and enhance the identification and implementation of capacity development efforts, and aiming at achieving realistic added value to the ILO's objectives as laid out in the 2010–15 SPF, Transitional Strategic Plan 2016–17, Programme and Budget documents, and in Decent Work Country Programmes. Regional perspectives and dimensions in this respect will be explored as well.

This evaluation will focus mainly on determining how ILO's capacity development efforts have strengthened the capacity and contribution of constituents, in part to the decent work achievements called for in the ILO's Strategic Policy Framework (SPF) 2010–15 and Transitional Strategic Plan 2016–17, using the relevant guiding policy and strategies related to ILO's capacity development efforts, focusing on relevant technical and management departments, as well as field offices responsible for its implementation as a starting point. The evaluation will review relevant dimensions of the capacity development efforts, including in the context of the contribution these currently make or potentially could make to ILO's results-based programming framework

The evaluation will cover 2010 to 2017 in line with the coverage of the complementary high-level evaluations on ILO's technical cooperation and ILO's field operations and structure.

As part of the initial scoping exercise, the evaluation inception report will address the variety of definitions for terms and concepts used in ILO related to capacity development at relevant levels and dimensions including in the context of decentralisation, field operations, technical and policy support, technical cooperation, technical assistance, technical advisory services, as well as the new concept of development cooperation. Availability of information will also be checked to ensure a sound assessment. Main findings and conclusions from the synthesis review of project evaluation reports on capacity development will complement the evaluation research.

The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director General and members of the Senior Management Team at Headquarters, as well as Directors and staff of field offices working in the field offices. It should also serve as a source of information for ILO donors, partners and policy makers.

Evaluation Questions

Given the potential expansive scope and focus of such an evaluation and to ensure it addresses key current issues and concerns of the Organisation from an evaluative perspective, the evaluation will start with a scoping exercise with stakeholder consultation that will identify the specific evaluation questions.

The evaluation questions are being centred on (i) relevance (e.g. "fit for purpose") (ii) coherence and validity of the strategies and approaches to capacity development (iii) effectiveness and efficiency, and (iv) impact and sustainability of ILO's capacity development efforts. The enabling environment within ILO for effective and relevant capacity development should be a key leading dimension in the evaluation questions, including the institutional framework and strategies for facilitating capacity development.

The following are the overall evaluation questions to be addressed at strategic institutional level:

a. What are the major results / achievement of ILO capacity development efforts?

b. Are ILO's capacity development efforts contributing / relevant to ILO results framework, mandates and policies, the capacity needs and demands of constituents as well as UN global (SDGs) and country strategies (SDGs, UNDAFs)?

c. What capacities were developed and are these sustainable?

d. What are the ILO capacity development strategies employed / modus operandi? Are capacity development efforts effectively and sustainably integrated in to ILOs results framework?

e. Is ILO doing the right things? If so is ILO doing it right? If not are there any other ways to do it? And how did ILO decide they were the "right" things? How efficiently are they carried out?

f. Specifically, how did RBSA funded work as a flexible funding mechanism support capacity development efforts in a strategic manner?

g. Are ILO capacity building efforts human rights and gender responsive both in terms of beneficiaries as in addressing issues related to gender and disadvantaged groups in society?

h. What works, how, and why, and in what contexts? Is ILO monitoring, evaluating and reporting on the results of capacity development so it enhances future efforts?

Within these overall questions, Annex II provides some further initial proposed evaluation questions based on the key evaluation criteria, that the evaluation could seek to address (scoping will identify final set of evaluation questions to be included in the inception report).

Methodology and Approach

This evaluation will be based upon the ILO's evaluation policy and procedures which adhere to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG) in June 2016. More specifically the evaluation will be conducted in accordance with Eval Protocol No 1: High-level Evaluation Protocol for Strategy and Policy Evaluations.

The Evaluation Office is currently undertaking a synthesis review of project evaluation reports on capacity development as part of the evaluation research and as an input for this high-level evaluation to be used by the team as a source of information in the drawing findings and conclusions.

Based on the synthesis review, a review of literature and examples of evaluations and reviews the scoping will be further fine-tuned. This will include the definition of key capacity development strategies and outcomes in the ILO, leading to a proposed evaluation framework with purpose, scope, possible evaluation questions and outline of methodology. The evaluation team with relevant expertise, and preferably documented knowledge of the ILO, will work with EVAL to carry out this scoping exercise to identify the key scope and focus of the evaluation.

The scoping will be based on a review of literature and examples of evaluations and reviews of capacity development efforts for similar organizations; reviews of capacity development efforts in ILO and relevant past reviews in ILO, definition of scoping questions and processes and carrying out the scoping process. Relevant consultations with internal and external stakeholders is foreseen, including through visits at Geneva HQ, interview by telephone and Skype.

Based on the outcome of the scoping exercise the team of evaluators are expected to further develop an analytical framework and operational plan for applying the methodology for a global institutional level evaluation. This will consist of visits covering all levels from headquarters to regional offices to country offices. Up to 15 different locations will be visited, covering typical ILO capacity development approaches and models. The ITC Turin will be part of the missions. The evaluation is expected to be a

global institutional evaluation with strong evidence and examples from actual applied capacity development approaches. It will include suitable recommendations for enhancing the relevance, effectiveness and impact of capacity development efforts in ILO. A suitable qualified evaluation team will carry out the evaluation with key deliverables inception report, field visits and data collection, draft and final report, and summary presentation.

The evaluation will be conducted by a representative team of senior evaluation experts with experience in evaluation of capacity development programmes for all constituents and their specific needs. The independent external evaluation team, headed by a senior consultant/evaluation expert with relevant expertise and standing in the international evaluation community, and preferably documented knowledge of UN and ILO, will work with EVAL to carry out a scoping exercise to identify the key scope and focus of the evaluation, through preparing a proposed evaluation framework with purpose, scope, evaluation questions and outline of methodology including proposed sampling frame and possible stakeholders. The inception report and evaluation framework will include a reconstructed results framework for the capacity development efforts, possibly including a Theory of Change. The inception report will also include a work plan with distribution of responsibility within the team, including for field visit and report preparation.

The following team composition and effort of work has been established:

A. Lead team member with very solid experience in global institutional evaluations capacity development programme and activities, preferable at the Corporation/organisational level – level of effort 55 days (15 desk review and inception report/methodology, 25 days mission, data collection and analysis; 15 days reporting writing)

B. Team member with evaluation experience of capacity development of workers with level of effort of 30 days (10 desk review, consultation visit and input to inception report, 15 days mission and assigned data collection; 5 days input to report writing)

C. Team member with evaluation experience of capacity development of employers– with level of effort up to 35 days (10 days desk review, consultation visit and input to inception report, 15 days mission and assigned data collection; 10 days input to report writing).

While each of the team members represent specific experience, the intention is for the evaluation team, which will include EVAL, to serve as one team, ensuring one approach in line with required independence and quality standards and per agreed evaluation framework presented in the inception report.

The evaluation is expected to be a global institutional evaluation with strong evidence and examples from field studies. Key deliverables will be an inception report, field visits and data collection, draft and final report, and an executive summary which will serve as a basis for preparing a Governing Body document on the evaluation.

The evaluation team is encouraged to look at the methodologies used by other independent evaluations of capacity development efforts or operational set-ups of other UN Agencies, but should develop its own approach -based on the core norms and standards of the United Nations Evaluation Group (UNEG) – to reflect the particularities of ILO's technical/development cooperation system, its tripartite governance structure, its Decent Work Agenda, its membership of the United Nations Development Group (UNDG) and the context of the Agenda 2030. In drawing conclusions and recommendations, the evaluation team is also expected to review as relevant the comparable results of the capacity development efforts of peer UN organizations as potential benchmark.

The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies assessing the relevance, effectiveness, efficiency, sustainability and impact of gender-related strategies and outcomes to improve lives of women and men through appropriate evaluation indicators, methodology and data gathering techniques. Moreover the evaluators should review data and information that is disaggregated by

sex and gender and involve both men and women in the consultation, evaluation analysis and evaluation team. All this information should be accurately included in the inception report and final evaluation report.

The details of the methodology will be elaborated by the selected team of evaluators on the basis of the Terms of Reference (TORs) and the inception report, which are subject to EVAL's approval. It is expected that the evaluation team will apply mixed methods which draw on both quantitative and qualitative evidence and involve multiple means of analysis.

The mixed methods include but are not limited to:

- Desk review of relevant documents, including evaluation reports, ILO strategic and programming documents, reports and meta-studies on funds and programs, technical cooperation, capacity development, etc.;

- Reviewing of the capacity development efforts set-up of peer UN organizations such as WHO and FAO;

- Reviewing evidence of follow up to relevant evaluation recommendations and use of lessons learned by ILO management;

- Interviewing key stakeholders which should reflect a diversity of backgrounds inside the Office, according to sector, technical unit, regions and country situations, and representing both providers and recipients of ILO's capacity development efforts;

- Interviewing stakeholders outside the Office, including Governing Body members, tripartite partners, members of multilateral and bilateral partners;

- Conducting online surveys and other methodologies to obtain feedback and/or information from constituents and other key stakeholders; and

- Field visits to five regional offices and up to 10 additional field locations as part of further developing country case studies reflecting a sample of typical typologies for capacity development efforts.

Additional criteria may be added by the evaluation team. The inception report should present a detailed evaluation approach and a range of methodologies. Key questions to take into account when developing an evaluation approach for the proposal are provided above.

Summary rating

A summary rating shall be expressed by the independent evaluation team at the end of the six evaluation criteria and the respective questions agreed on in the inception report based on the questions above[99]. The evaluation shall use a six point scale ranging from "highly satisfactory," "satisfactory," "somewhat satisfactory," "somewhat unsatisfactory," "unsatisfactory," and "highly unsatisfactory."

Highly satisfactory	when the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices
Satisfactory	when the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself
Somewhat satisfactory	when the findings related to the evaluation criterion show that the objectives have been partially attained and there that expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself

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[99] Independent evaluations in the ILO are conducted by independent and external evaluators. The final project ratings are produced by these external evaluators as an outcome of the evaluation process. These ratings are based on actual programme data, interaction with beneficiaries and stakeholders as well as on project performance documents (which include self-assessed ratings).

Somewhat unsatisfactory	when the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries
Unsatisfactory	when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries
Highly unsatisfactory	when the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently

Main Outputs/Deliverables/Timeframe

The proposed time frame for this evaluation is from February 2018 to August 2018 in accordance with the following tentative schedule:

Tentative Schedule: Institutional Evaluation of ILO's capacity development efforts

Dates	Tasks	Responsible	Outputs/ Deliverable
Dec. 2017 to Feb. 2018	Synthesis review of a sample of evaluations of development cooperation projects	EVAL	Synthesis review report (in concise analytical form)
In week of 19–22 Feb. 2018	Initial Skype call of team	EVAL and external evaluation team	Notes and basis agreement of next steps for desk review
First half of March 2018	Initial desk review	Evaluation team	
12–16 March 2018	Scoping visit to Geneva; would possibly also allow for consultation with constituent members of ILO Governing Body which is meeting in the period	Evaluation team	Initial brief scoping report outline
Second half March 2018	Second half of March: Inception report and evaluation framework	As decided by team	Inception Report
April to May 2018 with parallel visits	Consultation and interviews in Geneva and in the five regional office locations, with up to 10 visits to countries in the region; field visits to be concurrent by members of the team covering both English, French and Spanish (local translation to provided)	Full team as allocated within team; provisions for one member per region	Country case study notes (as required and as per evaluation framework);
April 2018	Survey of constituents and ILO staff (To be designed as part of the inception report (or as soon as possible after that)	Surveys to be administered through EVAL electronic survey facility	Analysis to be done by evaluation team and ready for the first draft preparation step
June 2018	Preparation of initial draft	As decided by team	First full draft
July 2018	Review of first draft and comments by key stakeholders		Consolidated comments (by EVAL)
Second half of July 2018	Preparation of Executive Summary as priority to serve as basis for GB Summary Paper; with key findings, conclusions and recommendations (basis for Office response to report to be included in GB summary and final report)	As decided by team	Executive Summary of 3000 words to serve as core of GB summary paper)
Second half of July 2018	Preparation of second draft	As decided by team	Second and final draft (including Executive Summary of 3000 words to serve as core of GB summary paper)
First half of August 2018	First half of August: Presentation of second draft to key stakeholders in Geneva by team leader; adjustment of second draft if needed	Team leader	Power point presentation of key points

Dates	Tasks	Responsible	Outputs/ Deliverable
Third week of August 2018	Final adjustment of second and final draft; possible input to GB summary paper to be prepared by the ILO	Team leader	Final version ready as input for GB document
Sep./Oct. 2018	Editing and printing of final report	EVAL	Final version printed and on posted on-line; Quick Facts, PowerPoint Presentation and possibly short video produced

Management and Responsibilities

EVAL will take the lead role for funding, tendering, contracting, and implementation management. The Director of EVAL will oversee the evaluation process and participate together with selected officials of EVAL as members of the coordinating team. A Senior Evaluation Officer will serve as the evaluation task manager and as member of the evaluation team. Relevant guidelines and protocols for the evaluation will be provided by EVAL as part of ILO Policy Guidelines on Evaluation.

The leading external evaluator will provide technical leadership and is responsible for the team as whole carrying the following:

■ Drafting the inception report, producing the draft reports and presenting a final report;

■ Providing any technical and methodological advice necessary for this evaluation within the team;

■ Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases;

■ Coordinating the external evaluation team, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements; and

■ Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards.

EVAL will provide support to the evaluation team by providing documentation support and facilitate access to information, key informants and other sources relevant for the evaluation. Such support includes identification of similar type of evaluations, list of key stakeholders, list and abstracts of key documents and guidance on relevant capacity development efforts related documents.

Quality assurance

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

The ILO senior evaluation officer assigned to this evaluation will provide overall quality assurance on all key outputs.

Qualifications of the Evaluators

This evaluation includes a broad range of questions and will require a range of skills within but also beyond labour issues, development cooperation and organisational reviews. This evaluation will be managed by EVAL and conducted by a team of independent and external evaluators with the following competency mix:

■ Prior knowledge of the ILO's roles and activities, and solid understanding of capacity development efforts of normative, standard setting multi-lateral organizations and an organisation with strong international development cooperation and funding (essential);

■ Demonstrated executive-level management experience in reviewing and advising complex organizational structures, preferably in the field of labour issues and/or technical cooperation;

■ At least 10 years' experience in evaluation policies, strategies, country programmes, organizational structures and effectiveness; organisational reviews;

■ Working experience in or with the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards;

■ Documented experience in result-based management and UN reform;

■ Proven experience in the design of monitoring and evaluation systems for decision-making;

■ No relevant bias related to ILO, or work experience with ILO in the last five ten years; and

■ Fluency in English, spoken and written (essential); knowledge of another ILO official language (French and Spanish) is desirable for field visits (but local translation and support can be provided).

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

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

Selection of Team

Given the nature of the evaluation and its scope, the team was selected directly by the ILO Evaluation Office based on a wide search within the international development evaluation field, using established criteria and profile used in similar high level evaluations in ILO. Consultations took place with relevant parts of the ILO (Office) on possible senior evaluators with the required profile. Each possible candidate was assessed against established criteria developed on the basis of preparation of the TORs, and compared to other possible candidates. Using this documented analysis and considering availability, the team was selected. Throughout EVAL allocated great importance to relevant technical skills including ability to deal with the complex and wide range field of capacity development and the specifics of the UN system and the ILO, which in itself limits the pool of possible candidates. Principles of best value to the ILO, with price and other factors considered was applied.

Evaluator's Code of Conduct and Ethical Considerations

The ILO Code of Conduct for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff is bound. UN staff is also subject to the specific staff rules and procedures of the UNEG member for the procurement of services. The selected team members shall sign and return a copy of the code of conduct with their contract.

Strategy for Evaluation Use

Efforts will be made to keep relevant identified entities in the ILO both at HQ, the regions and in the field informed about the major steps of the evaluation process. Focal points have been identified within key entities in the ILO, in particular the Bureau for Workers Activities (ACTRAV), Bureau for Employers activities (ACTEMP), the Field Operations and Partnership Portfolio and the Partnerships and Field Support Department, responsible for overall crosscutting capacity development. Key outputs will be circulated for comments.

The following products are expected to enhance the use of the evaluation findings and conclusions by developing different products for different audiences:

■ GB executive summary document for the GB 2017 discussion.

■ The full report available in limited hard copy and electronically available on the EVAL website.

■ Key findings or table of contents presented with hyperlinks for readers to read sections of the report.

■ USB keys with e-copy of the report for dissemination to partners.

■ A PowerPoint presentation or visual summary of the report will be prepared for EVAL's website and for presentations on the evaluation.

■ EVAL Quick Facts on the High Level Evaluation to be prepared.

ANNEX 2.
STAKEHOLDERS CONSULTED
IN FIELD AND HEADQUARTER VISITS

Region	Country	Type of Stakeholder	Female	Total
Africa			**17**	**47**
	Côte d'Ivoire (Regional Office/DWT/CO)		**3**	**9**
		CO, Abidjan	2	3
		RO	1	6
	Ethiopia (DWT/CO)			**1**
		ILO staff		1
	Kenya		**3**	**10**
		Employers		1
		Government	1	1
		Workers		5
		Others	2	3
	Senegal		**9**	**25**
		DWT/CO, Dakar	2	9
		Employers	1	4
		Government	1	2
		Workers	3	8
		Others	1	1
		Public institutions	1	1
	South Africa (DWT/CO)		**1**	**1**
		CO, Pretoria	1	1
	United Republic of Tanzania (CO)		**1**	**1**
		CO, Dar es Salaam	1	1

Region	Country	Type of Stakeholder	Female	Total
Americas			**29**	**69**
	Colombia		**7**	**19**
		DWT/CO, Lima	1	2
		Employers	1	2
		Government	3	8
		Workers	2	7
	Costa Rica (DWT/CO)		**2**	**9**
		DWT/CO, San Jose	2	9
	Honduras		**10**	**25**
		DWT/CO, San Jose	1	1
		Employers	1	3
		Government	4	11
		Workers	4	10
	Peru (Regional Office/DWT/CO)		**7**	**14**
		DWT/CO, Lima	3	7
		ILO staff	1	1
		RO	3	6
	Trinidad and Tobago (DWT/CO)		**2**	**2**
		CO, Port of Spain	1	1
		DWT/CO, Port of Spain	1	1
Arab States			**3**	**7**
	Lebanon (Regional office/DWT/CO)		**3**	**6**
		RO	3	6
	Jordan			**1**
		RO/ILO		1
Asia and the Pacific			**54**	**123**
	Indonesia		**23**	**47**
		CO, Jakarta	5	12
		Employers		3
		Government	13	22
		Workers	4	9
		Others	1	1
	Thailand (Regional Office/DWT)		**10**	**24**
		DWT	3	14
		RO	7	10
	Timor Leste		**12**	**29**
		CO, Jakarta	2	7
		Employers	2	2

Region	Country	Type of Stakeholder	Female	Total
		Government	5	9
		Workers	1	2
		Others	2	7
		Public institutions		1
		ILO staff		1
	Viet Nam		**9**	**23**
		CO, Hanoi	2	7
		Employers		1
		Government	1	3
		Workers	1	5
		Others	3	5
		Public institutions	2	2
Europe			**34**	**77**
	Geneva, Switzerland		**27**	**63**
		Workers	1	2
		Workers, GB	5	13
		HQ	21	45
		ILO staff		3
	Greece		**3**	**5**
		Employers		1
		Government	1	1
		Workers	1	1
		RO	1	1
		Others		1
	Turin, Italy		**4**	**9**
		ITCILO staff	4	9
Grand total			**137**	**323**
Percent			42%	

CO = ILO Country Office. RO = ILO Regional Office. DWT = ILO Decent Work Team. HQ = ILO headquarters. GB = ILO Governing Body.

Note on the definition of categories:

The "others" group includes a range of institutions involved in various ways in capacity development (e.g. NGOs, community networks) and any stakeholders/participants to ITCILO not clearly identified as belonging to a constituent.

The "ILO staff" group includes technical experts and consultants.

ANNEX 3.
CAPACITY DEVELOPMENT IN ILO

The following provides an overview of ILO's approach to capacity development as expressed in policy documents and P&Bs.

The Strategic Policy Framework

The Strategic Policy Framework 2010–15 – "Making decent work happen"[100] articulates a vision of supporting the tripartite constituents, working together and separately, to advance towards decent work. This is encapsulated in the strategic objective to "strengthen tripartism and social dialogue" between governments, and workers' and employers' organizations. Whilst ILO has an important role in setting and promoting standards, much of its effort to deliver this strategic objective comes about through developing the capacity of its constituents. Therefore, the strategy emphasizes "reinforcing the capacity of constituents" as one of the ILO's four key technical capacities (together with knowledge, partnerships and communication and operational capacity.

The indicators in the strategy for Outcome 9 (employers' organizations) and 10 (workers' organizations) are shown in Box 1.

There is no separate outcome in the strategic plan for the capacity strengthening of governments – the third constituent – but Outcome 12 (See Box 2) covered important aspects: Social dialogue and industrial relations that aims at "Tripartism and strengthened labour market governance contribute to effective social dialogue and sound industrial relations". It was also emphasized that "capacity development for constituents will be a central component of all outcome strategies to be detailed in each programme and budget document over the planning period".

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[100] ILO: *Strategic policy framework 2010–15: Making decent work happen*, Governing Body, 304th Session, Geneva, Mar. 2009, GB.304/PFA/2(Rev).

BOX 1

Strategic Policy Framework 2010–15 Outcome 9 and 10 indicators

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Indicator: 9.1. Number of national employers' organizations that, with, ILO support, adopt a strategic plan to increase effectiveness of their management struct6ures and practices.

Indicator: 9.2. Number of national employers' organizations that, with ILO support, create or significantly strengthen services to respond to the needs of existing and potential members.

Indicator: 9.3. Number of national employers' organizations that. With ILO support, have enhanced capacity to analyse the business environment and influence policy development.

Position to be reached by 2015: Employers' organizations in at least 40 member States have new or reinforced capacity to provide services to their existing and potential members, analyse the business environment and influence policy development.

Indicator: 10.1. Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes.

Indicator: 10.2. Number of workers' organizations that, with ILO support, achieve greater respect for fundamental workers' rights and international labour standards through their participation in policy discussions at national, regional and international levels.

Position to be reached by 2015: At least 70 workers' organizations have the capacity to analyse economic, labour, social and environmental policies in the light of the fundamental objective of social justice to improve workers' conditions. Broader recognition and use of freedom of association and collective bargaining enhance workers' participation in development and poverty reduction. No less than 50 workers' organizations are actively involved in decent Work Country Programmes, UNDAF's and other partnerships.

BOX 2

Strategic Policy Framework 2010–15 Outcome 12 indicators

Indicator 12.1.: Number of member States that, with ILO support, strengthen social dialogue institutions and mechanisms in line with international labour standards.

Indicator 12.2.: Number of member States that, with ILO support, strengthen the machinery for collective bargaining and the mechanisms for the prevention and settlement of labour disputes, based on ILO conventions.

The Programme and Budget 2016–2017

Until the P&B 2014–15, ILO worked with 19 outcomes. These specifically covered the three constituents (in outcomes 9, 10 and 12), though capacity development was included in many of the other outcomes as well. From the 2016–17 biennium, the P&B merged these to give 10 policy outcomes (and three enabling outcomes). To avoid confusion, the outcome terminology from P&B 2016-17 will be used.[101]

Outcome 10 notes the need to develop the capacity of employers' organizations to strengthen their representativeness, governance and management as well as their more general ability to engage in policy-based advocacy. It further notes the need to develop workers' organizations to represent their members and defend their rights. Much of the support envisaged falls into the category of capacity development. For example, for employers' organizations, outputs included "building the institutional capacity of business and employer organizations to respond to the need of their member federations and enterprises and influence national, regional and international policy"; "technical support to employer constituents"; "guidance and policy advice"; and "technical advisory support" (P&B, 2016–17:38). For workers' organizations, outputs

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[101]   ILO: *Programme and Budget proposals for 2016–17*, Governing Body, 323rd Session, Geneva, Mar. 2015, GB.323/PFA/1.

included "advisory services and capacity building to strengthen [organizational capacities]"; "support […] to strengthen union policy platforms and networks"; and "a global programme to support trades unions' organizing efforts and their representative strength".

The indicators for Outcome 10 – covering both employers and workers organizations – are shown in Box 3.

BOX 3

Programme and Budget 2016–17 Outcome 10 indicators

Indicator 10.1: Organizations that have successfully adjusted their organizational structures or governance or management practices to increase leadership capacity, effectiveness, relevance and representativeness.

Indicator 10.2: Organizations that have successfully created, strengthened and delivered sustainable services to respond to the needs of existing and potential members.

Indicator 10.3: Organizations that have successfully enhanced their capacity to analyse the business environment and influence policy development.

Indicator 10.4: National workers' organizations that increase their organizational strength at the national and regional levels.

Indicator 10.5: National workers' organizations that increase their representative strength to influence policy agendas at the national, regional and international levels.

Indicator 10.6: National workers' organizations that use international labour standards to promote freedom of association, collective bargaining and social justice at the national, regional and international levels.

The Programme and Budget 2016–17 has no specific outcome for the strengthening of governments, but it is partly covered in Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects". Support was intended to "enhance policy advice and tools, capacity building knowledge development and technical co-operation" (P&B, 2016–17:10). In addition, it noted that "capacity building will be provided to build sound labour market information…". It also notes the importance of "expanded capacity building of tripartite constituents" as a cross-cutting issue.

Other outcomes also include capacity development. Outcome 2 broadens the target audience: "support will be provided to build the capacity of tripartite constituents, members of parliament, judges and other relevant actors". Outcome 3 talks about "capacity building for constituents…". Outcome 4, on promoting sustainable enterprises, describes the need to "strengthen the capacity of constituents to implement policy changes…". Outcome 5 envisages "capacity building for constituents…". Outcome 6 anticipates "technical advice, training and knowledge-sharing initiatives will target employers' and workers' organizations to strengthen their capacity…". Outcome 7 explains "technical assistance and expert advice will be provided to member States…" and includes "work to strengthen national capacity…". Outcome 8 includes "advocacy campaigns and capacity building…". Lastly, Outcome 9 also calls for "capacity development and training activities…". In other words, capacity development is included in every outcome as a means of action and support. Furthermore, one of the three cross-cutting drivers explains that ILO will "support and strengthen ILO constituents and promote social dialogue" (P&B, 2016–17:3) thus emphasizing the importance of capacity development.

Development cooperation strategies

The most recent ILO Development Cooperation Strategy[102] has capacity development as one of its four elements – capacity development based on constituents' needs and a holistic approach that addresses

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[102]   ILO: *The ILO's development cooperation strategy 2015–17*, Governing Body, 323rd Session, Geneva, Mar. 2015, GB.323/POL/5.

technical, organizational and institutional competences – and thus continues to emphasize the importance of capacity development across all of ILO's work. "ILO development cooperation operations will include dedicated capacity building components based on constituent needs, and will enhance constituents' roles in translating the sustainable development goals … In this context, South-South and triangular cooperation as well as development cooperation both in and with middle-income countries will be particularly important". In conclusion, capacity development should place constituents in a position to influence national policies. Bottom-up and needs-based approaches are vital to sustain impact.

The Technical Cooperation Strategy 2015–17 (GB.322/POL/6) emphasized that "constituents' capacity development should remain a strategic feature of the ILO's intervention model in development cooperation. Larger programmes should include specific support for each constituent, as well as comprise capacity development at the bipartite and tripartite levels."

The most comprehensive and clearest expression of and support to capacity development was prepared in 2010: Capacity development for ILO tripartite constituents (GB.309/TC/1). Based on a holistic notion of capacity development as a long-term investment based on national ownership, it sets out a programme of support to the tripartite constituents:

■ Capacity development for governments – strengthening the legal environment, enforcing labour legislation and developing national employment and labour policies.

■ Capacity development for employers' organizations – strengthening management, representativeness and governance, strengthening policy influence and strengthening direct membership services.

■ Capacity development for workers' organizations – building strong, independent, democratic and representative trade unions, strengthening global workers' solidarity, mainstreaming participation of women, minority groups and youth in trade unions, and organizing new members.

The document pointed also to several weaknesses in ILO's capacity development efforts, such as: needs assessment only based on a simple inquiry as to what constituents feel they need, and not on an objective analysis of capacity assets and deficits, capacity development remaining fragmented along thematic lines, more emphasis on technical than institutional capacity, non-strategic selection of staff to train, weak monitoring and evaluation, and lack of earmarked funding for capacity development in all programmes.

In a document from 2011: Operational strategies for capacity development for constituents in decent Work Country Programmes and technical cooperation (GB.310/TC/1) five indicators are proposed for monitoring:

■ Percentage of DWCPs that contain clear capacity assessment and development outputs.

■ Percentage of assessed technical cooperation projects with capacity development components which meet quality criteria.

■ Guidance on capacity development and capacity assessment produced.

■ QAM and project appraisal requirements revised.

In Table 1 in GB.310/TC/1, Monitoring Framework, these indicators and their current status are documented, with observations from the evaluation team. For some of the indicators particularly those with a very defined and specific scope to them related to guidelines, work has been done and completed but for others of more fundamental institutional nature, further baselines or specification of steps have not been elaborated and/or no action seems to have been taken or at least can be documented. This does seem to present a missed opportunity, particularly to cover some of the more strategic and holistic issues.

In November 2011 the Governing Body requested the Office to report on the results of the mapping of technical cooperation approaches at its November 2012 session and to make proposals in that report on how the current technical cooperation strategy could be adapted to strengthen a more programmatic approach to technical cooperation and capacity development. This suggests again a focus solely on technical cooperation elements.

In March 2013 the GB document GB.317/POL/6 on technical cooperation approaches and capacity development of constituents provided some updates on the monitoring framework but did not use the structure for the monitoring framework. It suggested that some DWCPS included clear actions on capacity development but provided not comprehensive details. The document presents a mapping of the TC approach related to capacity, refers to the TC strategy as being more programmatic and strategic, and attempts to address the call by constituents for comprehensive results based capacity measures for tripartite capacity development.

The need demand driven capacity development efforts were discussed, some overall findings related to capacity development form a comprehensive analysis of 28 intervention models was presented. Recommendations were made on ILO constituents involvement in the DWCP process, on the need for improving cost-efficiency and cost-effectiveness, strengthening the role of the Turin Centre in regards to learning methods and techniques; and interestingly, exploring the possibility of developing an office-wised programme on capacity development for constituents and how this should be aligned with the ILO results framework.

The decision was to consider this document in preparing the sub-sequent revised technical cooperation strategies. While this document presents elements of a required strategy on capacity development, it refers it to be part of the TC strategy while the call by constituents refers to the need for comprehensive results based capacity measures that are not only TC related. Some of the only elements such as the office-wide programme on capacity development does not seem to have been considered further based on available information.

The most recent Development Cooperation Strategy (2015) explains that capacity development is at the core of the ILO's development cooperation programme. It focuses on developing technical and organizational capacity of the actors in the real economy – governmental institutions, and employers' and workers' organizations. The ILO promotes results-based capacity development, emphasizing needs assessments and performance indicators. Specific programmes on capacity development for each constituent should be developed, and bipartite and tripartite capacity development programmes should be included in large development cooperation operations.

ILO tools for capacity development

The starting point for capacity development, as set out in many of the P&B outcomes, is to undertake a needs-based assessment with the constituents. This means that interventions should be geared directly to current and future needs. The ILO utilizes several approaches to develop capacity. Its approach to means and tools for capacity development has been pragmatic and flexible.

Tools for capacity assessments have also been prepared. Such assessments are required as a basis for country and programme planning. The Development Cooperation Strategy 2015–17 emphasized South-South cooperation including triangular cooperation (South-South-North exchanges). ILO will also continue to promote horizontal and peer-to-peer exchanges between different groups of countries. The suggested tools are:

1.   capacity assessments

2.   formal training

3.   twinning/peer-based approaches

4.   external technical support

5.   research

6.   south-south exchange and cooperation

7.   combinations and other possible means.

Table 1: GB.310/TC/1 – Monitoring Framework – Operational strategies for capacity development for constituents in decent Work Country Programmes and technical cooperation

As proposed in February 2011			Information on status and review by June 2018	
Outcome	Indicator	Milestone	Status reported	Comments by the evaluation
1. DWCPs and technical cooperation provide for relevant assessment of capacity needs and as appropriate, relevant institutional and technical capacity development outcomes and outputs	1.1. Percentage of DWCPs that contain clear capacity assessment and development outputs	Baseline: To be set by March 2012 Target: 80 percent by 2013	There is no documentation on whether baselines for Indicator 1.1 were, in fact, established, and whether targets were further reported after Nov. 2011.	Consistent needs assessment and a clear strategic component on capacity development is considered essential to effective capacity development. Indicator would be more useful if it related to outcomes (or else if it counted number of outputs delivered rather than counting number of aspirations. If the desire outcome is, as stated, assessments, then the indicator should be the number of assessments that have been undertaken and not that DWCPs include them as a target. Moreover, if there is requirement for DWCPs to include capacity need assessments, why is ILO content that only 80 per cent do so?
	1.2. Percent of assessed technical cooperation projects with capacity development components which meet quality criteria	Baseline: To be set by March 2012 Target: 95 per cent by 2013	Baselines for Indicator 1.2 have not been set, nor has there been any identified reporting on the target that was to be reached by 2013.	This would require that quality criteria are developed for modalities of capacity development components, including with a technical thematic content. The wording of the indicator is ambiguous. Does the quality criteria refer to the TC projects or to the capacity development components?
2. Office's internal guidance and procedures on capacity assessment and development improved	2.1. Guidance on "capacity development" and "capacity assessment" produced	Revised by June 2011	"How to" guides on capacity assessment and capacity development – first developed on 2010, updated in 2011, and then more recently revamped in 2016 as one single guide (not yet posted on PARDEV Intranet)	While the guides are useful and cross cutting and a good basis, more thematic technical focus would help establish what the actual capacity development modalities and results are within ILO's results framework.
	2.2. Guidance notes on CD produced			This seems to refer to guidance notes on capacity development within technical thematic areas to complement guides on the process of capacity development and assessment.
	2.3. QAM and quality assurance requirements revised		The DWCP QAM was revised in 2011 and subsequently in 2016 to include questions related to capacity development initiatives of the constituents. See Annex 8 of DWCP Guidebook (Section 2). The inclusion of the question relating to the capacity development in the DWCP QAM checklist helps the country offices involved in the design of the DWCP's to ensure that capacity development of constituents is included in the implementation strategy of the identified country programme outcomes of the DWCPs. Indicator 2.3 refers to project appraisal requirements revised. The appraisal checklist (Section 2), DC manual (CD mainstreamed throughout but particularly in chapters 2 and 4) and PRODOC template includes guidance on capacity assessment and capacity development.	Could benefit from link to needs assessment of capacity development and making this a required part of the DWCP process.