



International Labour Organization

iTrack

Evaluation

ILO EVALUATION

- **Evaluation Title:** Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)
- **ILO DC SYMBOL:** GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE; GLO/17/17/UND
- **Type of Evaluation:** Independent clustered evaluation
- **Country(ies):** SIDA-ILO Partnership Programme (phase I): Tanzania and Ghana; PAGE: Burkina Faso, Peru, Ghana, Senegal, Kyrgyz Republic, Barbados, South Africa, Brazil, China, Mongolia, Mauritius
- **Date of the evaluation:** December 2019 – June 2020
- **Name of consultant(s):** David Annandale and Darko Annandale (DDA International Consulting Ltd.)
- **ILO Administrative Office:** Green Jobs (GREEN)
- **ILO Technical Backstopping Office:** Green Jobs (GREEN)
- **Dates projects end:** PAGE: June 2017 – December 2022; SIDA-ILO Partnership Programme: May 2018 – March 2020
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- **P&B outcome(s) under evaluation:** Cross-cutting policy driver on environmental Sustainability
- **SDG(s) under evaluation:** SDG 8
- **Evaluation Manager:** Janette Murawski
- **Key Words:** Environmental sustainability, just transition, green economy, green jobs, SDGs

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

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ILO TC/SYMBOL:	GLO/18/57SWE;TZA/18/51/SWE;GHA/18/51/SWE; GLO17/17/UND(PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)
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Evaluation Manager	Ms Janette Murawski
Key Words	Environmental sustainability, just transition, green economy, green jobs, SDGs, PAGE, GCF
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List of Abbreviations

CCPD	Cross-cutting Policy Driver
CO	Country Office
CPO	Country programme Outcomes
DP	Development Partner
DWCP	Decent Work Country Programme
FIE	Final Independent Evaluation
FY	Fiscal Year
GCF	Green Climate Fund
GE	Green Economy
GEF	The Global Environment Facility
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ILO	International Labour Organization
ITC	International Training Centre, Turin
JT	Just transition
MDBs	Multilateral Development Banks
MFI	Multilateral Financial Institutions
M&E	Monitoring and Evaluation
MELR	Ministry of Employment and Labour Relations (Ghana)
MTE	Mid-term Evaluation
NDC	Nationally Determined Contribution
NSC	National Steering Committee
PAGE	Partnership for Action on a Green Economy
PRODOC	Project Document
RBSA	Regular Budget Supplementary Account
SD	Social Dialogue
SIDA	Swedish International Development Cooperation Agency
ToC	Theory of Change
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UN EMG	United Nations Environment Management Group
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organisation
UNITAR	United Nations Institute for Training and Research

Executive Summary

Background and project description

This report presents the outcome of an independent evaluation of the *Sida-ILO Partnership Programme (phase I) – Cross cutting policy driver on environmental sustainability and the Partnership for Action on Green Economy (PAGE)*.

Environmental sustainability and the creation of green jobs has been an issue of growing importance for ILO. Guided by its mandate, through the GREEN Jobs Programme, ILO focuses on scaling up research and analysis, and providing evidence-based policy advice and assistance to its constituents.

The purpose of this evaluation was to assess ILO operations within the areas of just transition and green jobs/economy. The subjects of this evaluation were determined to be two key ILO development cooperation projects, namely: the Partnership for Action on Green Economy (PAGE); and, the ILO-Sida Partnership support to the cross-cutting policy driver (CCPD) on just transition to environmental sustainability. As a clustered evaluation, particular focus was given to the synergies, coherency and complementarity between PAGE and the Sida-ILO partnership programme intervention, particularly in countries where the two interventions have been implemented.

The PAGE represents a mechanism to coordinate UN action on green economy and to assist countries in achieving and monitoring the emerging Sustainable Development Goals, especially SDG 8¹. PAGE is a UN joint programme that brings together five UN agencies – UN Environment, International Labour Organization, UN Development Programme, UN Industrial Development Organization, and UN Institute for Training and Research – whose mandates, expertise and networks combined can offer integrated and holistic support to countries on inclusive green economy, ensuring coherence and avoiding duplication. For the purpose of this evaluation, the primary focus (in terms of PAGE) is on countries where the ILO is the designated “lead UN entity”. These countries include Argentina, Peru, Senegal, and South Africa. As of the date of this report, PAGE’s portfolio included a total of 20 countries.

The other programme that was the focus of this independent clustered evaluation, was the Sida-ILO partnership programme support to “just transition”. The current phase of the Sida-ILO Partnership Programme began operations in 2018 and is scheduled to conclude by the end of March 2020, with an overall budget of USD 790,409 in Phase I. This funding is part of a four-year Sida-ILO Partnership programme for the period 2018-2021. The interventions have been channelled through one global project on global knowledge and policy processes, and two projects implemented in Ghana and Tanzania. The global project has been implemented by the Green Jobs Programme (GREEN) in ILO HQ, and the country projects have been managed and implemented by relevant country teams with the support of GREEN and field specialists.

Objective, Scope and Methodology of the Evaluation

This evaluation had a dual-purpose: accountability and organizational learning. The evaluation sought to determine how well the planned outcomes have been achieved, how they were achieved and under

¹ Promotion of sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all

what conditions. This evaluation also sought to identify strengths and weaknesses in the project design, strategy, and implementation.

Six Evaluation Criteria, were identified in the ToR (which follow the requirements of the ILO Evaluation Office), and formed the structure of the Findings section. This evaluation used a mixed-methods approach to inform its findings. This included a combination of quantitative and qualitative methods, such as: a desk study of all relevant project/program documents, interviews with key stakeholders and beneficiaries, a survey that was sent out to a further group of identified stakeholders, and a final stakeholder workshop.

The evaluation covers the period from May 2017 to April 2020. Specifically, the scope for PAGE and the Sida-ILO partnership programme are as follows:

- Sida-ILO partnership programme (Phase 1): May 2018 – April 2020.
- PAGE: May 2017- April 2020 (the evaluation reviews ILO- related activities starting from the last independent evaluation, which was completed in April 2017).

Findings

The findings of this report are presented in accordance with the six evaluation criteria presented in the Terms of Reference (see section 2.2). Regarding the first criterion, “**relevance and strategic fit**”, this evaluation has found that interventions under both the Sida-ILO support on just transition to environmental sustainability and the interventions under PAGE country programmes were shown to be relevant to the needs of core constituents. From interviews with a wide variety of stakeholders, it is clear that ILO constituents are increasingly interested in understanding and managing the implications of climate change and the transition to environmentally sustainable economies. Concerning PAGE, it has also succeeded in being particularly pertinent and relevant in helping countries meet their requirements as outlined in their Nationally Determined Contributions (NDCs). PAGE support for SDG alignment and implementation, as well as its contribution to NDCs, is well documented in the Operational Strategy of 2016-2020 as well as the new PAGE strategy 2021-2030. The architecture of the PAGE national steering committees (NSCs), and the role of the respective government ministry leads within such NSCs, can be seen as a crucial way in which country ownership, priorities and sector-specific issues can be addressed and factored into the particular activity/intervention design. With regards to the Sida-ILO partnership programme, strategic relevance for the core constituents and concerned stakeholders has been established through extensive and inclusive scoping stages. In both Ghana and Tanzania, extensive scoping stages helped inform the project design through social dialogue with key tripartite members.

Regarding the **validity of design**, initiatives under both PAGE and the Sida-ILO partnership program have included considerations for core ILO themes. However, the extent to which the projects/interventions have included these from the outset (i.e. during the design phase) varies. Concerning the inclusion of core ILO themes and issues (such as labour standards, employment creation, social protection and social dialogue), this evaluation has found that they are more present in the interventions under Sida support on JT, than in those supported under PAGE. It is possible that this is due to the architecture and multi-partner nature of PAGE. In terms of the Sida-ILO partnership programme; while the inherent flexibility of the SIDA “light earmarking” is advantageous in some respects, it has also resulted in there not being a clearly defined understanding of what is required at

the different levels of intervention. There is one fundamental similarity with regard to the Sida-ILO partnership program and PAGE. Both work “upstream” in the process, focusing on policy dialogue and formulation, and as such, it is hard to establish, capture, and monitor quantitative results. When considering the issue of gender, there is significant variation with regard to effectiveness, integration and coordination within the respective interventions. Desk review of all applicable project-level documentation has demonstrated that there is indeed a strong inclusion and consideration of gender dimensions, with specific gender disaggregation being included early in project design. However, gender has not been clearly and concisely outlined as a critical consideration for PAGE at the global programmatic level.

The third evaluation question relates to “*intervention progress and effectiveness*”. Considering the number of achievements that have occurred through both intervention types, and the relatively limited funding that both programs have at their disposal, it can be determined that both programs have delivered good value for money. Within the ILO itself, the Sida-ILO partnership program has also contributed significantly to the issue of just transition, and the uptake of green economy issues across other ILO initiatives. Support through the Sida-ILO partnership programme has resulted in the creation of several framework documents for the mainstreaming of just transition into ILO work programs. This has proven to be a useful tool, as JT principles and approaches are now being picked up and utilised in a variety of Decent Work Country Programs (DWCPs). Concerning the clarity of objectives of both initiatives, the PAGE programme has clearly defined outcomes and a theory of change (as presented in figure 2). The objectives/outcomes of PAGE programming are clearly articulated down to the country programme level, with country programme teams/agencies having to report on progress against the respective outcome areas at a country-intervention level. Support from Sida, on the other hand, is not encapsulated in a “theory of change” and there are relatively few details on the exact outcomes that must be achieved. This is due, in part, to the “light earmarking” nature of Sida funds. While the flexible nature of SIDA funding can be valuable, as it allows the most urgent/relevant interventions to be resourced by the Green Jobs Unit within ILO, it can also mean that results at an outcome level can sometimes fail to be captured.

Concerning “*efficiency*”, as described earlier, both the Sida-ILO partnership programme support and PAGE initiatives have achieved a considerable amount. Due to this list of achievements, and the fact that few activities have encountered delays, both the Sida partnership programme and PAGE can be seen as representing good value for money. An indication of PAGE’s “value for money” is also one of the conclusions from the Mid Term Evaluation (conducted in 2017). Similar to PAGE, the Sida-ILO partnership programme also appears to represent good value for money. Significant achievements have been realized at both the global, regional and country-levels. This is noteworthy, especially given the relatively small allocation of funding that the CCPD on JT receives under the Sida partnership window. This being said, for Sida-ILO interventions, underspending has been identified as an issue. Another key concern that this evaluation has found regarding efficiency is the strategic allocation of resources (this applies for both programs). Given the limited resources available to both programs, questions have been raised through this evaluation on whether the resources are being “spread too thin” and whether the scope for both interventions should be more focused.

Generally, the *Effectiveness of Management Arrangements* for both evaluated programs has been satisfactory. However, as outlined earlier, the monitoring and capturing of results is particularly hard to quantify given the upstream, policy-level engagement of where both initiatives operate. The systematic capturing of results from both programmes has been brought up on several occasions by key stakeholders, both in interviews and through survey responses. Potential ideas and best practice

on how to effectively capture and communicate the results from these interventions are presented in the Recommendations section of this evaluation report. However, the complexity and difficulties faced in this regard have been well documented by this evaluation. One final aspect related to the effectiveness of management arrangements concerns the variability of UN presence and ownership in given country contexts. As already stated, the PAGE country programme portfolio covers a wide range of countries. This also includes a wide variety in the presence and engagement of local UN partner agencies. In some countries there is strong buy-in and presence from all five UN PAGE agencies. However, this is not the case for all of the PAGE countries.

Regarding *impact orientation and sustainability*, ILO activities under both PAGE and the Sida-ILO partnership have been successful at achieving results within the areas of just transition to environmental sustainability and the green economy. Support from the Sida-ILO partnership programme has resulted in several global-level tools being developed, regional capacity (both in terms of ILO and core constituents) increasing, and much needed catalytic interventions at the country level. One key aspect concerning long term sustainability of interventions is that of national /country ownership. As addressed in section on “Relevance and Strategic fit”, national ownership is high in both interventions under PAGE and the Sida-ILO partnership program. The approach of both PAGE and the Sida-ILO partnership programme is to engage on catalytic interventions, and both programs have been successful at breaking down “siloed” approaches to dealing with green economy/just transition issues in the given country/contexts. Both programs have instilled clear coordination and cooperation on issues relating to just transition and the green economy.

Recommendations

1. There is a clear entry point/niche for ILO engagement in the just transition /green economy sphere. However, the **ILO needs to determine what kind of actor it wants to be in this sector and where it can provide the most value**(and needs to allocate resources accordingly).
2. Depending on the outcomes of the above-mentioned recommendation, **ILO could look to engage with global vertical funds/funding mechanisms that will open up new lines of support** for activities under just transition and the green economy.
3. **ILO should continue to engage on just transition and green economy topics through inter-agency platforms such as PAGE**...and should use this as an entry/leverage point for additional engagement (i.e. look to scale up and build on PAGE interventions).
4. PAGE partners, in collaboration with donors and core constituents and stakeholders, **should assess whether Outcome Area 1² is an area worthy of PAGE focus**. Given capacity constraints, it could be that this Outcome Area is better left to MDBs that have been active in this area for several decades and have more resources at their disposal.
5. **Gender considerations should play a more prominent role in the design of both programs**. It is clear that gender considerations and disaggregation of data are occurring at the activity level. However, more could be done from a HQ/programme design and framework perspective to engage with gender specialists.
6. ILO should continue to push for the **inclusion of tripartite representation in PAGE NSCs** at the country-level.

² “Countries have reinforced and integrated inclusive green economy (IGE) goals and targets into SDG aligned national economic and development planning through multi-stakeholder collaboration”

7. Alternative plans/mitigating measures should be drawn up to aid in the effective delivery of postponed deliverables/workshops that have been **planned and disrupted due to COVID-19**.
8. ILO should seek, where possible, to **build-longer term time frames** into funding windows, given issues concerning the reliance of staffing on specific project funding.
9. Attention should be paid to **utilising currently unspent funds** within SIDA-ILO partnership programme, specifically in Ghana.
10. ILO operations on just transition and environmental sustainability should seek to **build and establish synergies with external interventions/programs**.
11. With the **switch from just transition support being a cross-cutting policy driver** to being encapsulated as a Program Output, the importance of ensuring JT mainstreaming is crucial.
12. The capturing of results, especially their linkages and impacts at an outcome-based level (i.e. seeking to go beyond purely reporting on outputs) could be further strengthened through the **creation of a robust Theory of Change framework for ILO operations on just transition**
13. Given the “upstream” and qualitative nature of both programs, **ILO should seek to build third-party monitoring mechanisms** within interventions such as PAGE and the SIDA-ILO partnership programme.
14. Exit plans and sustainability of interventions under JT and Green economy need to be prioritized.

Lessons Learned

Finally, through the process of developing this final evaluation report, the following lessons learned (LL) and good practice (GP) have been identified:

LL1: ILO has successfully achieved a great deal within the framework of these two programs on just transition and the green economy. However, given the relative lack of resources available and committed to the Green Jobs Unit, questions arise as to the most efficient use of resources. ILO’s ambition to achieve impacts across a variety of levels/entry points with regards to just transition and environmental sustainability is commendable. However, given current resourcing, greater and more sustainable impact could have potentially been achieved if one “level” was prioritized.

LL2: Effective country ownership can be attained through the creation of a strong National Steering Committee architecture early-on in the process. However, this can also result in the exclusion of other tripartite members, who may not be brought onboard by the respective NSCs.

LL3: An effective, and well-thought-out Theory of Change framework is needed for ILO operations on just transition and the green economy. With the lack of a clearly articulated ToC framework, the linkages between inputs, outputs, outcomes and impacts are not clearly identifiable. The creation of a robust ToC could have aided in clarifying how the project-level interventions (whether that be at a global, regional or country level) contribute to the overall objective of ILO activities within this sector.

GP1: The design/inclusion of third-party monitoring mechanisms within the NSC of Argentina for PAGE represents good practice. For this specific example, a “monitoring bureau” is being proposed as part of the larger architecture behind the PAGE country program. This not only provides a potential solution to issues surrounding effective monitoring and evaluation processes for PAGE interventions, but also establishes another forum in which tripartite members can be engaged.

GP2: In circumstances with low government ownership/engagement and/or constant political change (effecting personnel at a ministerial level), engagement with other tripartite members has been crucial in ensuring sustainability.

GP3: Global products that have been produced under the SIDA-ILO partnership have succeeded in achieving high-level impact. This is true both internally (ie. With the General Note on mainstreaming Just transition in ILO operations), and on the global level with the production of the “labor and working conditions” safeguard standard for the UN Environment Management Group’s “common approach to environmental and social standards in UN programming”.

1. Introduction and Background

1.1 Introduction

This report presents the outcome of an independent evaluation of the *Sida-ILO Partnership Programme (phase I) – Cross cutting policy driver on just transition to environmental sustainability and the Partnership for Action on Green Economy (PAGE)*.

The report consists of five Sections and three Annexes. This Section (1) provides a brief background on the programmes that have been evaluated and presents the overall objectives of the assignment. Section 2 discusses the evaluation approach, methodology and objectives. It also discusses the evaluation's limitations. Section 3 focuses predominantly on the overarching evaluation questions. Section 3 will also present the evaluation matrix.

Section 4 presents the evaluation findings. The findings have been grouped according to the following agreed evaluation criteria and corresponding evaluation questions:

- Relevance and strategic fit of the intervention
- Validity of intervention design
- Intervention progress and effectiveness
- Efficiency
- Effectiveness of management arrangements
- Impact orientation and sustainability of the intervention

Section 5 presents conclusions and recommendations. The recommendations are directly linked to the findings and conclusions of this evaluation report. They specify the level of priority, the resource implications and the tentative timeframe. Section 6 includes reflections on lessons learned and “good practice”.

Annexes to this report include: reference list of documents reviewed; terms of reference; list of interviewees; interview protocol; and, survey results.

1.2 Background to the Evaluated Programmes

Environmental sustainability and the creation of green jobs has been an issue of growing importance for ILO. Guided by its mandate, through the GREEN Jobs Programme, ILO focuses on scaling up research and analysis, and providing evidence-based policy advice and assistance to its constituents. The objective of the Programme is to support constituents in developing coherent and effective policies to promote a just transition for all in relation to the implementation of the Paris Agreement on Climate Change and to the advancement of environmentally sustainable economies and societies more generally. It leverages and strengthens partnerships with UN agencies and other institutions in order to improve policy coherence on climate change mitigation and adaptation and access to financing in

the context of decent work. The introduction of a new cross-cutting policy driver (CCPD) on “a just transition to environmental sustainability” in the Programme and Budget for 2018-19 underscores the importance of integrating environmental considerations in the delivery of ILO programmes. For the promotion of sustainable enterprises, it implies a greening of production processes through greater efficiency in the use of energy and materials on the one hand, and the development of new enterprises in green sectors, on the other.

The pursuit of a just transition to environmental sustainability³ makes an important contribution to implementation of the 2030 Agenda for Sustainable Development and the concern expressed in the 2016 resolution on Advancing Social Justice through Decent Work with respect to the rapidity of environmental changes and their impact on the world of work. In line with the overall objectives of the 2030 Agenda for Sustainable Development, the transition to environmentally sustainable economies presents many opportunities to achieve social objectives. It has the potential to be a new engine of economic growth, both in advanced and developing economies, and a net generator of decent and green jobs that can contribute significantly to poverty eradication and social inclusion. Managed well, transitions to environmentally and socially sustainable economies can become a strong driver of job creation, job upgrading, social justice and poverty eradication. Greening enterprises and jobs by introducing more energy and resource efficient practices, avoiding pollution and managing natural resources sustainably leads to innovation, enhances resilience and generates savings which drive new investment and employment. Where social and employment costs are associated to environmental policies, it will be essential for these to be understood and addressed, to ensure equity and inclusiveness. Leveraging opportunities and managing challenges needs a strong role for the actors of the world of work in these transitions. ILO constituents are increasingly interested in understanding and managing the implications of climate change and the transition to environmentally sustainable economies and societies for all, and demand for ILO’s assistance within this area is growing.

This clustered independent evaluation will focus on two key ILO development cooperation projects, namely: the Partnership for Action on Green Economy (PAGE); and, the Sida-ILO Partnership support to the CCPD on just transition to environmental sustainability.

1.3 Partnership for Action on Green Economy (PAGE)

The PAGE represents a mechanism to coordinate UN action on green economy and to assist countries in achieving and monitoring the emerging Sustainable Development Goals, especially SDG 8. PAGE

³ And in extension the CCPD

is a UN joint programme that brings together five UN agencies – UN Environment, International Labour Organization, UN Development Programme, UN Industrial Development Organization, and UN Institute for Training and Research – whose mandates, expertise and networks combined can offer integrated and holistic support to countries on inclusive green economy, ensuring coherence and avoiding duplication.

The governance structure of PAGE at the global level is composed of a PAGE Secretariat (hosted by UNEP), PAGE Technical Team, the Management Board and the Donor Steering Committee. The global structure is complemented by implementation structures at the national level that are not uniform but country-specific. Nevertheless, in each country, the primary PAGE counterparts are public officials that are working closely with the lead UN agency and often the ILO, UNIDO or UNDP country offices for that partner country. A national coordinator facilitates implementation of PAGE activities together with the lead agency which coordinates and is the focal point for in-country work planning and has close contact with the UN Resident Coordinator. Different types of national steering committees direct and supervise PAGE country work. National institutions collaborate in implementing prioritized PAGE activities, and other coordination mechanisms are set to provide strategic orientation and guidelines

PAGE is a multi-year programme responding to the call made at Rio+20 to support countries in pursuing green economy policies. It was launched at the UN Environment’s Governing Council in February 2013. PAGE operates under a multi-partnership trust fund administered through the UN Multi-partner Trust Fund Office. The programme currently operates in 20 countries. PAGE was initially designed as a 7-year programme. However, based on current planning set out in the Operational Strategy 2016-2020, it is likely that the programme will go beyond 2020, with donors verbally committing to funding the program until 2030, and with a recent operational strategy being developed with a vision for PAGE activities 2021-2030.

PAGE is designed to offer a comprehensive approach to a green economy through its coordinated approach, and through its diverse partners and activities. PAGE is designed to act as a catalyst for change. It operates upstream, informing policy through its technical studies focused on sustainable economic development scenarios, green industry development and green and just employment creation. Its main purpose is to catalyse action at the national level through its coordination of stakeholders to form a critical mass of actors, who together can transform the economy. PAGE aims to empower and support countries that are committed to transitioning to a green economy.

For the purpose of this evaluation, the primary focus (in terms of PAGE) is on countries where the ILO is the designated “lead UN entity”. These countries include Argentina, Peru, Senegal, and South Africa. As of the date of this report, PAGE’s portfolio included a total of 20 countries.

1.4 Sida-ILO Partnership Programme: support to “just transition to environmental sustainability”

The current phase of the Sida-ILO Partnership Programme began operations in 2018 and is scheduled to conclude by the end of March 2020, with an overall budget of USD 790,409 in Phase I. This funding is part of a four-year Sida-ILO Partnership programme from 2018-2021. The interventions have been channelled through one global project on global knowledge and policy processes, and two projects implemented in Ghana and Tanzania. The global project has been implemented by the Green Jobs Programme (GREEN) in HQ, and the country projects have been managed and implemented by relevant country teams with the support of GREEN and field specialists.

Sida’s support to ILO projects on just transition to environmental sustainability was already part of the Sida-ILO Partnership Agreement for 2014-2017 and implemented across several Country Programme Outcomes (CPOs) in the Philippines and Uruguay. The Sida-ILO Partnership Programme 2018-2021 is based on the principles of aid effectiveness and on the objectives and principles shared between Sweden and the ILO, underpinned by a rights-based approach and support for increased effectiveness and results-based management. The Partnership includes unearmarked core contributions as well as lightly earmarked thematic funding at the level of Outcomes/Cross-cutting policy drivers from the ILO Programme and Budget and Decent Work Country Programme (DWCP) priorities.

The component on Just Transition to a Green Economy of the Sida-ILO Partnership has the following objectives:

- (i) to support countries in creating green employment, ensuring social well-being, and protecting natural resources; and,
- (ii) building an intervention model and best practice examples for other countries wishing to follow the just transition guidelines and adopt green jobs strategies that enhance economic and social inclusion while addressing climate change and implementing low-emission development strategies. Social dialogue builds the basis for the identification of national priorities and the elaboration of national just transition strategies, policies and programmes.

The Sida-ILO partnership programme is somewhat unique in the respect that it is “lightly earmarked funding.” The logic behind light earmarked contributions has many potential benefits which include; the ability for the funding to be able to support ILO’s programme of work and be fully integrated in it, the ability for the Sida funding to complement other sources of funding (this is exemplified by global deliverables such as the skills forum, GAIN etc) and , in the case of CCPDs, they are meant to support mainstreaming objectives – i.e. the nature of the CCPD (that are not easily captured in a conventional log frame).

Figure 1 shows the country coverage for PAGE and the Sida-ILO partnership on the just transition (as per the timeframe scope of this evaluation-see section 2.1) . The primary focus of this evaluation is on global level tools/products that have been developed through the support of the SIDA-ILO partnership programme, as well as on country-level interventions that have occurred in Ghana (where a Green Jobs strategy has been developed) and Tanzania (where a green market system analysis on the horticulture sector has been produced).

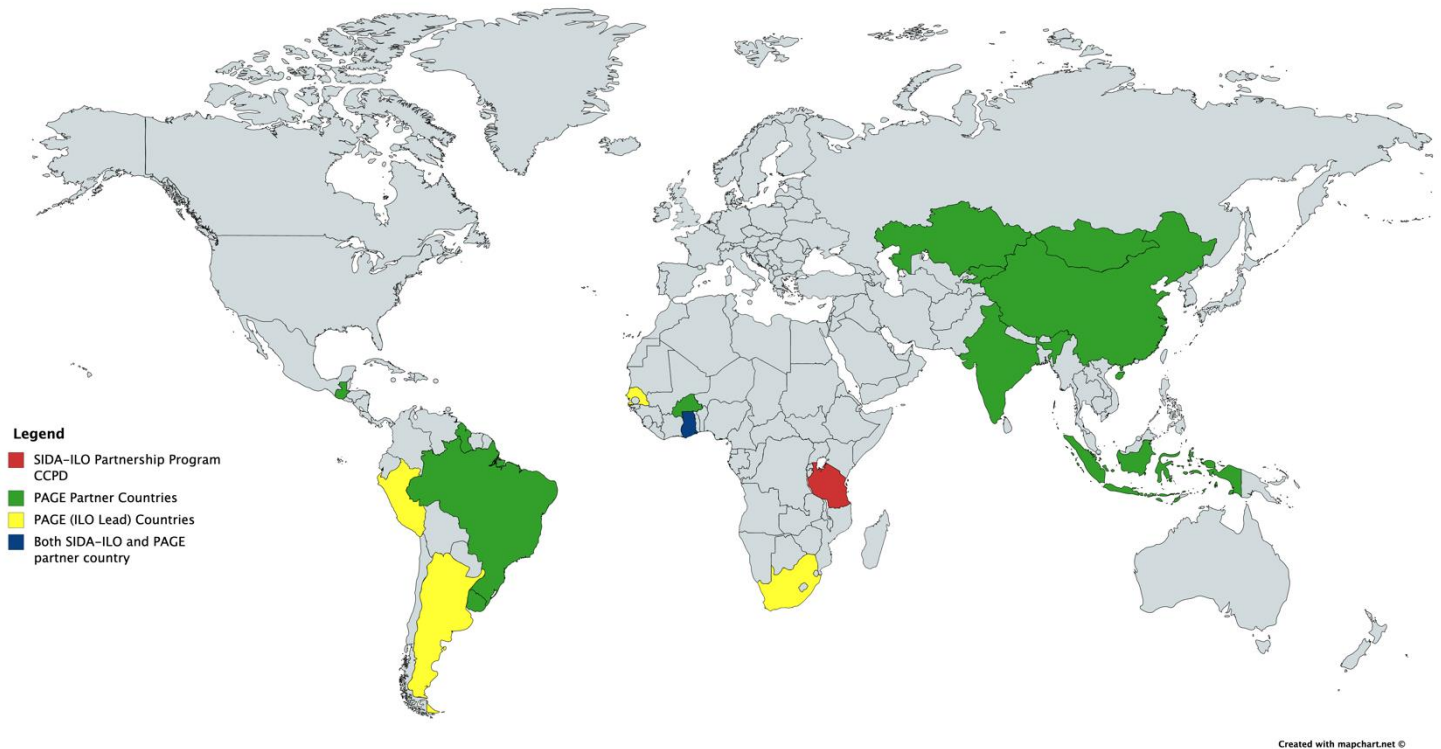


Figure 1 Coverage of SIDA-ILO Partnership on CCPD and PAGE country partners

2. Evaluation Objectives, Approach and Methodology

2.1 Mandate and Objectives of the Evaluation

This evaluation has a dual-purpose: accountability and organizational learning. The evaluation seeks to determine how well the planned outcomes have been achieved, how they were achieved and under what conditions. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation.

The evaluation will also identify lessons learned and emerging good practices to inform future ILO strategies within the fora of just transition to environmental sustainability and green jobs initiatives. As a clustered evaluation, particular focus will be given to the synergies, coherency and complementarity between PAGE and the Sida-ILO partnership programme intervention and the scaling up of effects as a result of it, particularly in countries where the two interventions have been implemented.

The evaluation covers the period from May 2017 to April 2020. Specifically, the scope for PAGE and the Sida-ILO partnership programme are as follows:

- Sida- ILO partnership programme (Phase 1): May 2018 – April 2020.
- PAGE: May 2017- April 2020 (the evaluation will review ILO- related activities starting from the last evaluation, which was completed in April 2017).

The evaluation is expected to look at the linkages between the various country projects and the global component, generate findings on the six evaluation criteria for all country projects and the global component, and compare lessons learned.

The primary clients of this evaluation are: (a) the donor, i.e. Sida (b) the projects' staff, ILO Country Offices and other field and headquarter staff; and, (c) tripartite members of the global and national advisory committees and partner organizations in the evaluated countries.

It is understood that the PAGE Secretariat will undertake an overall evaluation in 2022. The ILO-related component of PAGE is evaluated at this stage for accountability purposes, specifically in terms of adhering to the ILO's evaluation policy (2017).

2.2 Evaluation Criteria

The evaluation will follow the ILO's evaluation policy, which adheres to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation

in the United Nations System approved by the United Nations Evaluation Group (UNEG). As such, the interventions will be reviewed against the following overarching criteria:

- 1) **Relevance and strategic fit of the intervention:** The extent to which the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change;
- 2) **Validity of intervention design:** the extent to which the project design, logic, strategy and elements are/ remain valid vis-à-vis problems and needs;
- 3) **Intervention progress and effectiveness** the extent to which the project can be said to have contributed to the development objectives and the immediate objectives, and more concretely whether the stated outputs have been produced satisfactorily;
- 4) **Efficiency:** the productivity of the project implementation process;
- 5) **Effectiveness of management arrangements:** the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilised after the end of the project to inform policies and practitioners; and,
- 6) **Impact orientation and sustainability of the intervention:** the extent to which adequate capacity building has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion

From this list of six key evaluation criteria, a more detailed framework of analytical questions and sub-questions was proposed as part of the ToR. During the inception writing phase, the evaluators further developed and amended these initially proposed evaluation questions. They are presented in Section 3 (“Evaluation/Question matrix”).

The evaluation team’s approach to the evaluation has been participatory to ensure that findings and recommendations closely match the perceptions of key stakeholders. Following the relevant guidance note on integrating gender equality into evaluation, the evaluation team addressed the gender dimension by means of detailed questions incorporated in the various sections of the evaluation matrix (see section 3). Thus, rather than regarding gender as one of several topics to investigate, the evaluators considered the entire data collection and analysis process through a gender lens.

2.3 Evaluation Steps

The evaluation used a mix of qualitative and quantitative methods. It employed a participatory approach involving ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

The evaluation consisted of the following four steps:

(a) **Desk study** of relevant documents during the inception phase:

The desk study consisted of a review previous evaluations, funding agreements, log frame/logic models, annual progress reports, work plans, management procedures and guidelines and training materials amongst other. Key documents for the purpose of this evaluation will include (but are not limited to):

- Operational strategies
- Annual progress reports
- Project concept notes
- Rapid Situational Analyses (RSAs)
- Funding agreements
- Previous evaluations (including mid-term evaluations and self-evaluations)
- Project workplans
- Other reports and publications undertaken by the project

This evaluation will also seek to examine and analyse the existing Theory of Change (ToC) frameworks that are available for both PAGE and the SIDA-ILO partnership programme on just transition to environmental sustainability.

(b) **Interviews** with beneficiaries and stakeholders:

Two field visits were originally proposed, to South Africa and Ghana. However, due to the global situation with COVID-19, interviews were undertaken remotely. These interviews consisted of a combination of focus groups and one-on-one interviews. Where specific projects have involved multiple stakeholders, focus group discussions have been prioritised. Where this was not feasible, and/or where these group discussions led to areas of individual specialty, then one-on-one interviews were organised.

South Africa and Ghana remained as the two primary countries of focus/case studies. The former served as a valuable addition due to the fact that it is one of the four PAGE partner countries in which ILO is the “lead” entity. South Africa has also been one of the second group of countries to become a PAGE partner country early-on in the process. South Africa was covered as part of the first midterm evaluation of the PAGE program, however at that point in time the PAGE initiative had only been running for a little over a year, and so it was too early in the project cycle to assess the impact of the PAGE country programming. Ghana was proposed due to the fact that it is one of the countries of focus for the SIDA-ILO partnership programme. Ghana is also a PAGE partner country, although ILO does not serve as the “lead” entity.

In total 28 virtual interviews were conducted, which followed the general line of questioning as presented in Annex 3 “Interview Guide Template”.

(c) **Survey** of key stakeholders and beneficiaries:

A short survey was sent out to key stakeholders in an effort to ensure that all have the opportunity to share their experiences, particularly if they were unable to participate in a direct interview. The survey was based around the six evaluation criteria and the corresponding evaluation questions. The aim of the survey was to identify perceptions, attitudes, understanding and awareness in relation to the process and efficacy of ILO's operations on just transition to environmental sustainability, and areas for improvement. In total 7 responses were registered through the online survey.

(d) **Final stakeholder workshop:** feed-back and consultation with stakeholders to confirm and reflect on findings:

All stakeholders were invited to participate via webinar or Skype. ILO received the preliminary findings before the workshop. The purpose of the stakeholder workshop was to present the main preliminary findings, and to relay any issues and requests for clarification or further information from stakeholders. In total 15 key stakeholders were present for the final workshop, with representation from the donor (SIDA), and core ILO staff engaged at the country, regional and global levels.

2.4 Limitations

As noted, one of the critical limitations/obstacles that this evaluation faced was the sudden onset of the COVID-19 pandemic. Two field missions had been planned, with travel to both Ghana and South Africa to conduct extensive in-person interviews during the week of April 20th. However, due to imposed travel bans, this was not feasible. The evaluation instead switched methods to replace these planned field visits with extensive interviews with country stakeholders and core constituents in both Ghana and South Africa. These interviews were very productive and enabled the evaluators to gain a more in-depth insight into the perceptions and experiences of a variety of key stakeholders. However, due to the COVID-19 situation, some stakeholders were non-responsive when approached to conduct interviews over video/teleconferencing. While it was a shame that all stakeholders identified initially could not be contacted, the evaluators were still able to interview over 28 individuals who had been involved in a variety of capacities for ILO activities under both PAGE and the SIDA-ILO support on just transition to environmental sustainability.

Another limitation/obstacle faced by this evaluation was the effect of the COVID-19 situation on project activities. For the Green Jobs strategy of Ghana (the critical product that was produced through SIDA-ILO support on JT in Ghana), a final stakeholder validation workshop of the strategy had to be postponed after it was originally scheduled to take place in late March 2020 (this workshop

would have included sessions for the development of an action plan and associated financial plans). This validation workshop was organised to be the culmination of the workstream on the Green Jobs strategy, and the project will remain technically incomplete until this workshop takes place with core constituents and stakeholders.

Another limitation/difficulty with regards to this evaluation was the rather broad spectrum of countries and contexts that these respective initiatives covered. While the “clustered” nature of this evaluation exercise did provide several useful insights and findings with regards to ILO’s role and activities within the remit of just transition to environmental sustainability and green jobs/economy, it was not without challenges due to the diverse and differing country contexts, project activities, and capacity allocated to the different initiatives.

A final limitation that was encountered during the production of this evaluation was difficulty in establishing quantifiable outcomes and results from both (i.e. PAGE and SIDA-ILO on JT) interventions. Both programs have a focus on the “upstream” policy level. With such a focus, quantitative/tangible results and outcomes are hard to identify and attribute, especially given the youth of both programs. This limitation on the capturing of quantitative results does not hamper the credibility/findings of this report. Rather this evaluation sought to assess the efficacy of ILO operations within the remit of JT and environmental sustainability through a more qualitative approach.

3. Evaluation/Question Matrix

3.1 Refinement of the evaluation questions and sub-questions

During the inception phase of this evaluation, the evaluators identified several amendments to the original evaluation questions. These changes were discussed and agreed upon with the evaluation manager, resulting in a slightly amended set of evaluation questions which is presented below.

Evaluation Criteria	Newly proposed evaluation questions
1) Relevance and strategic fit of the intervention	<p>Have ILO interventions (i.e. within the context of green economy/just transition to environmental sustainability) been relevant to the needs of constituents?</p> <p>Has the targeting of recipient countries been relevant? To what extent are the interventions under both PAGE and SIDA-ILO partnership on just transition relevant to national priorities and frameworks?</p> <p>Are the interventions under each respective initiative based on strategic assessments? (i.e. where ILO can add value)</p>
2) Validity of the design	<p>To what extent did the project build on knowledge developed during previous interventions?</p> <p>Were systems in place to capture and monitor results and outcomes of the interventions? (ToC, RBM etc)</p> <p>Do the interventions contribute to core ILO issues (such as labour standards, employment creation, social protection and social dialogue)?</p> <p>To what extent did the intervention designs take into account specific gender equality and non-discrimination concerns to reach and include the poor and most vulnerable people?</p>
3) Intervention progress and effectiveness	<p>Are the objectives of both initiatives clearly defined?</p> <p>To what extent have interventions so far achieved their objectives and reached target groups?</p> <p>Were there any unexpected results/co-benefits from the respective interventions?</p> <p>What bottlenecks (if any) did the intervention encounter in project implementation? What corrective action does/has the project taken to achieve its objectives?</p>
4) Efficiency	<p>Are both PAGE and the SIDA-ILO partnership program on just transition efficient and cost effective?</p>

	<p>Were there synergies with other such interventions? If so, how effectively have these been incorporated into both PAGE and SIDA-ILO partnership on just transition?</p> <p>To what extent did ILO's support in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional resources?</p>
<p>5) Effectiveness of management arrangements</p>	<p>Is the project systematically and appropriately monitoring and documenting information to allow for measurement of results, including on gender, at the country and global level?</p> <p>How effective is the project in sharing good practices between country components, south-to-south learning and communicating success stories and disseminating knowledge internally and externally (including gender-related results and knowledge)?</p>
<p>6) Impact orientation and sustainability of the intervention</p>	<p>To what extent have synergies with other programs/agencies been leveraged?</p> <p>To what extent have activities under the “just transition to environmental sustainability” strengthened the capacity of the tripartite constituents and their role in the policy making process?</p> <p>How effectively has the project built national ownership and capacity of people and institutions for systemic and sustainable change?</p> <p>Are national partners willing and able to continue the project after funding ends (technical and institutional sustainability)?</p>

3.2 Data and Information Collection Methods

Evaluation Criteria	Evaluation Question	Method	Source of Data
1) Relevance and strategic fit of the intervention	<p>Have ILO interventions (i.e. within the context of just transition to environmental sustainability) been relevant to the needs of constituents?</p> <p>Has the targeting of recipient countries been relevant? To what extent are the interventions under both PAGE and SIDA-ILO partnership on just transition relevant to national priorities and frameworks?</p> <p>Are the interventions under each respective initiatives based on strategic assessments? (i.e. where ILO can add value)</p>	<p>Desk review /Interviews</p> <p>Desk review/Interviews</p> <p>Desk Review/Interviews</p>	<p>Other/previous evaluations, Project concept notes, Rapid situational analyses (RSAs), strategic assessments.</p>
2) Validity of the design	<p>To what extent did the project build on knowledge developed during previous interventions?</p> <p>Were systems in place to capture and monitor results and outcomes of the interventions? (ToC, RBM etc)</p> <p>Do the interventions contribute to core ILO issues (such as labour standards, employment creation, social protection and social dialogue)?</p> <p>To what extent did the intervention designs take into account specific gender equality and non-discrimination concerns to reach and include the poor and most vulnerable people?</p>	<p>Desk review/Interviews</p> <p>Desk review</p> <p>Desk review/Interviews</p> <p>Desk review/Interviews</p>	<p>Funding agreements, Project results frameworks, log frame/logic models and theory of change, KIIs.</p>
3) Intervention progress and effectiveness	<p>Are the objectives of both initiatives clearly defined?</p> <p>To what extent have interventions so far achieved their objectives and reached its target groups ?</p> <p>Were there any unexpected results/co-benefits from the respective interventions?</p> <p>What bottlenecks (if any) did the intervention encounter in project implementation? What corrective action does/has the project taken to achieve its objectives?</p>	<p>Desk review</p> <p>Interviews/ Desk review</p> <p>Desk review/Interviews</p> <p>Surveys/Interviews</p>	<p>Project concept notes, Funding agreements, Project results frameworks, previous evaluations, annual progress reports, results from perception survey</p> <p>Review of tools (e.g. rapid situational analysis toolkit), conference reports (skills for a just transition conference report), and market system assessment of horticulture in Tanzania</p>
4) Efficiency	<p>Are both PAGE and the SIDA-ILO partnership program on just transition efficient and cost effective?</p>	<p>Desk review/Interviews</p> <p>Desk review/Interview</p>	<p>Funding agreements, annual progress reports, project financial details, previous evaluations, KIIs with stakeholders</p>

	<p>Were there synergies with other such interventions? If so, how effectively have these been incorporated into both PAGE and SIDA-ILO partnership on just transition?</p> <p>To what extent did ILO's support in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional funds?</p>	Interviews	
5) Effectiveness of management arrangements	<p>Is the project systematically and appropriately monitoring and documenting information to allow for measurement of results, including on gender, at the country and global level?</p> <p>How effective is the project in sharing good practices between country components, south to south learning and communicating success stories and disseminating knowledge internally and externally (including gender-related results and knowledge)?</p>	<p>Desk review/Survey</p> <p>Interview</p>	Annual progress reports, Project results frameworks, log frames, KIIs with stakeholders, Other reports and publications undertaken by the project, perception survey results
6) Impact orientation and sustainability of the intervention	<p>To what extent have synergies with other programs/agencies been leveraged? And to what extent has ILO reinforced its core values into the programs/initiatives?</p> <p>To what extent have activities under the "just transition to environmental sustainability" strengthened the capacity of the tripartite constituents and their role in the policy making process?</p> <p>How effectively has the project built national ownership and capacity of people and institutions for systemic and sustainable change?</p> <p>Are national partners willing and able to continue the project after funding ends (technical and institutional sustainability)?</p>	<p>Interviews/Surveys</p> <p>Stakeholder workshop/ Interviews</p> <p>Desk review/Surveys</p> <p>Interview</p>	KIIs with stakeholders, Training materials produced, perception survey results, other/previous evaluations, stakeholder workshop

4. Overall Evaluation Findings

The overall findings of the evaluation are presented under each of the evaluation question headings introduced in Section 3.

4.1 Relevance and Strategic Fit of the Intervention

Interventions under both the Sida-ILO support on just transition to environmental sustainability and the interventions under PAGE country programmes were shown to be relevant to the needs of core constituents. From interviews with a wide variety of stakeholders, it is clear that ILO constituents are increasingly interested in understanding and managing the implications of climate change and the transition to environmentally sustainable economies.

Evaluation sub-questions
Have ILO interventions (i.e. within the context of just transition to environmental sustainability) been relevant to the needs of constituents?
Has the targeting of recipient countries been relevant? To what extent are the interventions under both PAGE and SIDA-ILO partnership on just transition relevant to national priorities and frameworks?
Are the interventions under each respective initiative based on strategic assessments? (i.e. where ILO can add value)

As cited by the PAGE MTE, “PAGE has helped to keep the momentum of the Rio Summit, capitalizing on the window of opportunity this presented”. It has also succeeded in being particularly pertinent and relevant in helping countries meet their requirements as outlined in their Nationally Determined Contributions (NDCs). PAGE support for SDG alignment and implementation, as well as its contribution to NDCs, is well documented in the Operational Strategy of 2016-2020 as well as the new PAGE strategy 2021-2030. This relevance has been strengthened even further through the 2030 Agenda for Sustainable Development, the Paris Agreement on Climate Change and the post-2020 Biodiversity Framework, all of which place PAGE as a potentially crucial platform to help countries align their economic development/growth with green and sustainable strategies and targets. On much the same note, ILO support on just transition can be seen as particularly relevant given the current international dialogues and agreements.

Other evidence associated with the relevance and need for a platform like PAGE can be seen in the ever-increasing demands for PAGE services. Beginning with only three countries in its initial year, PAGE has expanded to include 20 partner countries. This demonstrates that there is a demand from countries and constituents for the services of an inter-agency platform such as PAGE.

Concerning the relevance to country constituents, the very architecture of the PAGE programme ensures that there is country ownership and that the needs of constituents and alignment with government priorities/policies are prioritised. The architecture of the PAGE national steering committees (NSCs), and the role of the respective government ministry leads within such NSCs, can be seen as a crucial way in which country ownership, priorities and sector-specific issues can be addressed and factored into the particular activity/intervention design.

From country-level interventions that have occurred through support from the Sida-ILO partnership programme on just transition, strategic relevance for the core constituents and concerned stakeholders has been established through extensive and inclusive scoping stages. In both Ghana and Tanzania (the two countries which have undertaken interventions under the funding of the Sida-ILO partnership programme) extensive scoping stages helped inform the project design.

Another example of how strategic assessments have informed the decision of intervention entry-points can be seen through the Rapid Situational Analysis (RSA) which has informed the intervention under JT support in Tanzania. The development of this tool, as a result of Sida-ILO partnership programme funding, demonstrates a clear way in which a tool produced at the global level has been used further to gain strategic relevance for the design of interventions.

Through the scoping, consultation and use of an RSA on JT, the need for sector-specific interventions in the case of Tanzania was identified. Accordingly, an environmentally sensitive market system analysis, the first of its kind, has been conducted for the horticulture sector of Tanzania. This exercise resulted in policy recommendations and a sectoral level intervention model to promote greener jobs in the industry.

One concern that has been established during this evaluation process involves the decision about which is the most effective “entry point” for ILO within this sphere of just transition, green economy and climate change.

As per the operational strategy of the PAGE, there are 4 “outcome levels”(see figure 2). PAGE, and more specifically, the 5 UN members that make-up PAGE, have achieved significant impact and

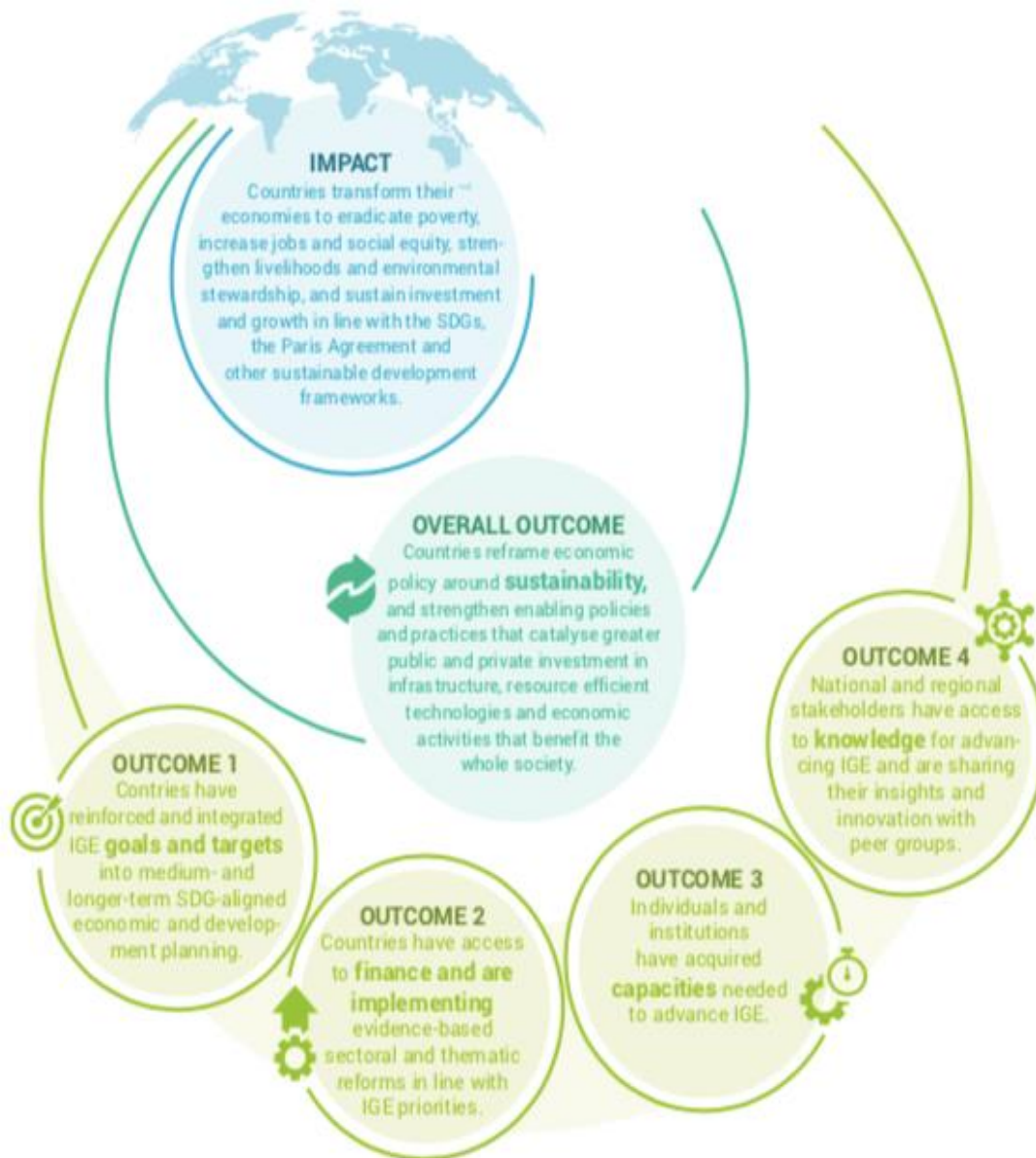


Figure 2: PAGE Theory of Change Framework

progress across the outcome areas, as listed above. However, concerning Outcome 1, there is a possibility that PAGE and its UN member entities may be extending themselves into a realm that is more usually reserved for macroeconomic actors such as the MDBs and MFIs. While PAGE support and activities in this outcome area are welcomed and have had an impact, the level to which UN entities add value and should be involved/engaged in this sphere could be debatable. The resources that are being committed to this area may be more strategically used and leveraged in other outcome areas that are more closely aligned to the experience, expertise and capacity of the UN members of PAGE.

4.2 Validity of Design

Initiatives under both PAGE and the Sida-ILO partnership program have included considerations for core ILO themes. However, the extent to which the projects/interventions have included these from the outset (i.e. during the design phase) varies.

As far as the interventions having robust monitoring and result capturing systems in place, this too also varies across the country-level initiatives under both respective programs. However, there is one fundamental similarity with regards to ILO support on JT, with regards to the Sida-ILO partnership program or PAGE. This is that both work “upstream” in the process, focusing on policy dialogue and formulation. As such, it is hard to establish and capture quantitative results. With regards to PAGE initiatives, this is well understood by both the Secretariat as well as National Project Coordinators. Due to the potentially difficult nature of quantifying results at the policy dialogue/formulation level, the Secretariat and the country coordinators have proposed several innovative ways of capturing results. One such proposed approach has come from the Argentina office, which is still in the early stages of the PAGE programme⁴. While establishing the architecture of the NSC, the National Project Coordinator (from ILO) has proposed to integrate third-party monitoring and validation of the annual work plans and progress. The proposal is to incorporate a “monitoring bureau” which will be comprised of tripartite members who will hold workshops regularly to provide their feedback on initiatives that have been implemented under the PAGE country programme. This exemplifies how ILO’s role and core values are being used and leveraged to ensure that effective monitoring and capturing of quantifiable results are occurring.

At the global level, an issue worthy of discussion is the modality of “light earmarking” of the Sida-ILO partnership programme. While the inherent flexibility of the SIDA “light earmarking” is advantageous in some respects, it has also resulted in there not being a clearly defined understanding of what is required at the different levels of intervention. This is exemplified by the fact that there was no written requirement on the form of the “piloting” of interventions. This issue was also identified as a critical lesson learned early on in the implementation of the SIDA-ILO partnership programme (and was articulate in the Self-Evaluation Report: Sida- ILO Partnership Agreement Just Transition to a green economy 2016-2017).

Evaluation Question
To what extent did the project build on knowledge developed during previous interventions?
Were systems in place to capture and monitor results and outcomes of the interventions? (ToC, RBM etc.)
Do the interventions contribute to core ILO issues (such as labour standards, employment creation, social protection and social dialogue)?
To what extent did the intervention designs take into account specific gender equality and non-discrimination concerns to reach and include the poor and most vulnerable people?

⁴ Governance arrangements proposed here are under discussion with the national focal points. They are quite ambitious, and discussion is ongoing

In terms of the ability for interventions under both programme fronts (i.e. PAGE and Sida-ILO partnership programme), to build on previous initiatives in countries/regions, this too has occurred at varying levels of success. In some instances, the ILO has been able to leverage previous engagements in the respective countries and to build on strong collaborations with core constituents in a way that has made the entry/start-up relatively easy. This can be seen from initiatives in both Ghana and South Africa (which are representative of interventions under Sida-ILO support and PAGE, respectively). In both countries, engagement through the Enterprise, Skills and Livelihoods initiatives, have enabled ILO to build on previous networks and capacities that had been established in the given country. Yet another example of this can be seen in Tanzania, where Sida partnership programme supported activities have drawn substantially upon earlier market assessment research work, as well as past and ongoing interventions on livelihoods and entrepreneurship development (such as UNDP project, Kigoma project, collaboration with business development service providers trained under the Youth Entrepreneurship facility).

Concerning the inclusion of core ILO themes and issues (such as labour standards, employment creation, social protection and social dialogue), this evaluation has found that they are more present in the interventions under Sida support on JT, than in those supported under PAGE. It is possible that this is due to the architecture of PAGE. For example, in Ghana the engagement has been run through the Ministry of Employment and Labour Relations (MELR), which has a strong focus on labour standards, employment creation and social protection and dialogue. However, for PAGE, with so many different UN entities and ministries in the NSC (who may not share an understanding of core ILO values) some of these core issues are not as prevalent and do not factor into the decision-making process. Thus, ILO (in certain situations) can struggle to have core ILO issues factored into PAGE, even in circumstances where it is the “lead” UN entity. This is not to say that ILO core values have not been factored in to project design for ILO-specific activities under PAGE country interventions. Rather, the ILO has very little oversight, input and control over the design (and therefore inclusion of core ILO values) within the PAGE projects that are being implemented by other UN entities.

With regard to gender, there is significant variation with regard to effectiveness, integration and coordination within the respective interventions. Desk review of all applicable project-level documentation has demonstrated that there is indeed a strong inclusion and consideration of gender dimensions, with specific gender disaggregation being included early in project design. However, gender has not been clearly and concisely outlined as a critical consideration for PAGE at the global programme level. While the inclusion of gender dimensions at a project level is a good sign, there could be more substantial guidance and requirements on gender mainstreaming within the operational strategy and guiding framework for PAGE.

Social dialogue and the engagement with core ILO constituents have been present in the majority of interventions under the Sida-ILO partnership program that this evaluation specifically assessed. For example, at the country-level in Ghana, an extensive tripartite process and consultation informed the development of the Green Jobs Strategy.

4.3 Intervention Progress and Effectiveness

One of the key elements that this evaluation sought to assess was the extent to which ILO activities under both PAGE and the Sida-ILO partnership programme on JT have achieved their intended goals, and if not what has hampered their effective implementation.

At a global level, the Sida-ILO Partnership programme (phase 1) support on just transition has contributed to achieving the following:

1. a framework and set of tools for a **Rapid Situational Analysis for a Just Transition (RSA-JT)** has been developed and applied in seven countries;
2. **guidance notes on addressing a just transition** in ILO strategy and programming processes have been developed;
3. **Learning and knowledge sharing under the Green Jobs Assessment Institution Network**, an institutional, country-driven, vehicle to measure and model the employment and social impacts of climate action and sustainable development policies;
4. A **GAIN training hub for Africa** was established in South Africa, and a regional training was carried out to the benefit of tripartite national teams from 6 African countries;
5. **Model Approach on Environmental and Social Standards** for UN programming has been completed, with the ILO playing a leading role in the development of the labour and working conditions Standard;
6. **tripartite Global Forum on Just Transition** was convened on Skills for a Just Transition and the Future of Work, which brought together 187 participants to consider national experiences, challenges and opportunities; and,
7. mobilized resources to allow for the hiring of the post of **“Green Jobs technical specialist”** for Africa, based in the regional office in Abidjan.

The Sida-ILO partnership programme has also seen effective and efficient progress to date at the country level, where two countries have been targeted explicitly for interventions. In Ghana:

Evaluation Question
Are the objectives of both initiatives clearly defined?
To what extent have interventions so far achieved their objectives and reached its target groups?
Were there any unexpected results/co-benefits from the respective interventions?
What bottlenecks (if any) did the intervention encounter in project implementation? What does corrective action/has the project taken to achieve its objectives?

1. national stakeholders convened under the Ghana multi-stakeholder working group on climate change **and were trained to assess the decent work implications of the Nationally Determined Contribution (NDC) on climate change**, as the country embarks on a process of revision of the NDC;
2. Support has been provided to the Ministry of Labour to formulate and produce a **National Strategy on Green Jobs**;
3. **A policy-focused capacity building workshop was organised** and complemented by multi-stakeholder consultations to guide the process for the National Strategy on Green Jobs; and,
4. The ILO produced **a country study ‘Skills for Green Jobs’** that analysed the current gaps and good practices and put forward some policy recommendations that assisted the development of the Green Jobs Strategy.

In Tanzania (the other country which has received funding for country-level intervention support from the Sida-ILO partnership programme on just transition), the following achievements have been realized to date:

1. **a training on green jobs and a just transition** was organised for constituents and partners to enhance understanding at the conceptual level and practical modalities to advance a just transition;
2. **an environmentally-sensitive market system analysis**, the first of its kind, has been conducted for the horticulture sector in Tanzania; and,
3. **a national green business competition was organised** in collaboration with the Tanzania Employers Association, the Tanzania Recyclers Association, and UN Environment, followed by enterprise training and coaching to support their role in sustainable growth

Considering the number of achievements as summarised above, it can be concluded that the Sida-ILO partnership has been effective at realising achievements and impact for ILO work within the remit of just transition.

Within the ILO itself, the Sida-ILO partnership program has also contributed significantly to the issue of just transition, and the uptake of green economy issues across other ILO initiatives. Support through the Sida-ILO partnership programme has resulted in the creation of several framework documents for the mainstreaming of just transition into ILO work programs. This has proven to be a useful tool, as JT principles and approaches are now being picked up and utilised in a variety of DWCPs. In addition, a separate note has been produced to provide background information on integrating just transition in country programme outcomes. Given the relatively small staffing size of the Green Jobs Unit, these tools have been able to scale up the inclusion of just transition and green jobs elements beyond the number of projects that the Green Jobs Unit is directly responsible for. It is understood that the primary users of these tools are not intended just for the Green Jobs unit, but rather to aid in the mainstreaming of environmental sustainability in the work of other technical units, departments and field offices. This has proven to be extremely effective.

The guidance notes on integrating just transition are further strengthened through the support of regional Green Jobs specialists. Through the Sida-ILO support on JT, a regional Green Jobs technical specialist has been hired. This role, seated in the ILO regional office for Africa in Abidjan, has proven to be a valuable addition to the global capacity of the ILO in terms of mainstreaming elements on just transition and green jobs. The technical specialist has been able to use key products that have been developed at a global level, through Sida-ILO support, to create an entry point for ILO engagement on just transition/green jobs in other countries. By using tools such as the RSA's and market system analysis, the regional specialist has been able to effectively communicate with ILO colleagues who have been working on livelihoods initiatives in the Sahel area where he contributed to mobilise 2.5 M USD for a sustainable livelihood project in Niger, and assisting them with the incorporation of just transition/green job elements within their workplans. He is also currently engaged with key constituents in Côte d'Ivoire where ILO is supporting the development of a new national Green Jobs strategy and the review of the National Determined Contributions. Given the relative lack of ILO green jobs specialists/project officers (especially compared to staffing levels of other ILO workstreams) the hiring of a technical specialist could be seen a substantial value-added addition from SIDA partnership programme support⁵.

Concerning the clarity of objectives of both initiatives, the PAGE programme has clearly defined outcomes and a theory of change, as presented in figure 2. The objectives/outcomes of PAGE programming are clearly articulated down to the country programme level, with country programme teams/agencies having to report on progress against the respective outcome areas at a country-intervention level. Support from Sida, on the other hand, is not encapsulated in a "theory of change" and there are relatively few details on the exact outcomes that must be achieved. This is due, in part, to the "light earmarking" nature of Sida funds. While the flexible nature of Sida funding can be very valuable, as it allows the most urgent/relevant interventions to be resourced by the Green Jobs Unit within ILO, it can also mean that results at an outcome level can sometimes fail to be captured. This is not to state that this evaluation has found the use of Sida funding to be ad-hoc, quite the contrary. This evaluation has found that the use of Sida funds has been based on the overall strategy of the GJ unit (which is in turn embedded in ILO's program and budget), on scoping/assessment (e.g. through the RSA), and on needs/priorities by stakeholders (e.g. in Ghana and Tanzania). Activities under the Sida partnership support have achieved significant progress, in terms of outputs. However, there remains the issue of translating and communicating this to clearly demonstrate the intended effect that this funding has had at the outcome level.

⁵ There is further analysis/discussion on issues concerning resourcing and staffing arrangements of the Green Jobs team in section 4.5 "Effectiveness of Management arrangements"

Projects under both programmes appear to have met the required deliverables within the allotted time. However, as discussed earlier in this evaluation report (section 2.4), the COVID-19 situation has presented an unprecedented hurdle. Several of the interventions were hoping to finalize deliverables in the first quarter of this year. However, the pandemic has caused wide-spread disruption in the ability to travel, work and hold large-scale meetings/workshops. In the case of Ghana (with the Green Jobs strategy that has been developed through Sida partnership programme funding), a final stakeholder validation workshop had been planned, which would have served to finalize the draft strategy through consultation and dialogue with core constituents and stakeholders. However, this has been postponed. The pandemic situation has also affected a few deliverables within the PAGE country programming in South Africa, as well as in Argentina where the finalization of the NSC was meant to have occurred.

One final bottleneck that has affected the progress/timeliness of interventions to date concerns issues around the efficient on-boarding of project staff. An example of this can be seen in Tanzania. The timeframe for the intervention in Tanzania is quite short (just one and a half years), and the ILO office in Dar e Salaam did not have any extra staffing capacity that could take on the role and responsibilities. Therefore, the hiring of a national project office and the logistics of that process resulted in crucial time being lost. From key stakeholder interviews, the reliance of ILO staffing on project level funding has been proven to be a key area in need of improvement. This issue is further compounded by the fact that green jobs specialists are not necessarily included in all DWCPs, unlike some other ILO units (i.e. CCPD on Gender mainstreaming, who have gender specialists incorporated into DWCP teams). This reliance of staffing on project level funding also affects the flexibility and sustainability of ILO interventions under the remit of just transition to environmental sustainability, as projects can encounter delays on the front end and lose valuable institutional memory and good practice/lessons learned once the specific project is finalized. This has proven to be an issue for PAGE as well. Without ILO having any in-country full-time staff on JT or green economy issues, the hiring of a national coordinator/PAGE project officer can sometimes be delayed until disbursement/salary arrangements have been agreed upon with the NSC.

With respect to PAGE, interventions at the country programme level appear to have been effective. In countries where ILO is the lead entity, there have been no delays or issues with regard to the ILO-lead deliverables/interventions. In the case of South Africa (where ILO is the lead entity) there have been issues raised with concern to the quality of work on two products, although these were not the responsibility of ILO. This does, however, raise an interesting question with regard to the supervisory role of the “lead UN entity” in a given context. Despite being the national coordinator for PAGE in South Africa, the ILO representative does not have any insight/oversight over projects that are being

run by other entities. Issues around the respective roles, responsibility and oversight capabilities have also been brought to this evaluation’s attention in other “ILO lead” countries of PAGE.

With regard to PAGE activities at the country-level, another critical bottleneck has been with the relatively high turnover rate of UN staff. This has not been an issue for ILO, but interviewees have indicated that turnover rates within the other UN partner agencies has been high, and this has had an impact on institutional memory.

4.4 Efficiency

As described earlier, both the Sida-ILO partnership programme support and PAGE initiatives have achieved a considerable amount. Due to this list of achievements, and the fact that few activities have encountered delays, both the SIDA partnership programme and PAGE can be seen as representing good value for money. An indication of PAGE’s “value for money” is also one of the conclusions from the MTE (conducted in 2017).

Evaluation Questions
Are both PAGE and the SIDA-ILO partnership program on just transition efficient and cost-effective?
Were there synergies with other such interventions? If so, how effectively have these been incorporated into both PAGE and SIDA-ILO partnership on just transition?
To what extent did ILO’s support in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional resources?

Similar to PAGE, the Sida-ILO partnership programme also appears to represent good value for money. Significant achievements have been realized at both the global, regional and country-levels. This is noteworthy, especially given the relatively small allocation of funding that the CCPD on JT receives under the Sida partnership window.

During this evaluation, and through the examination of the annual financial reports that have been reported to the donor (SIDA), **underspending** has been identified as an issue.

Agreement Summary

Agreement Name	GLO/18/05/SWE_Green (502182)
Title	Sida-ILO Partnership Programme 2018-2020
Approved Budget	763,305.21

Income	
Contribution	779,098.40
May-2018	449,950.00
Apr-2019	329,148.40
Transfer Other Project	-16,000.00
Mar-2019	-16,000.00
Interest	6,869.41
Dec-2018	2,008.47
Dec-2019	4,860.94
Total Income (A)	769,967.81

Summary

Description	(1)	(2)	(1+2) = (3)
	Prior Reporting Period Expenditure	01-Jan-19 to 31-Dec-19 Expenditure	Total Expenditure (B)
International Professional Staff		139,632.15	139,632.15
International Consultants	10,919.00	40,512.00	51,431.00
National Professional Staff	962.00	67,471.02	68,433.02
National Consultants		3,107.94	3,107.94
Consultants / National Professional Staff		15,817.78	15,817.78
Travel Project Staff	1,187.00	10,684.52	11,871.52
Travel Other Staff	2,352.97	8,321.68	10,674.65
Subcontracts		15,899.79	15,899.79
General Operating Expenses		90.25	90.25
Communications	637.00		637.00
Furniture and Equipment		2,367.92	2,367.92
Seminars		43,858.75	43,858.75
Grants		3,500.00	3,500.00
Programme Support Costs	2,087.89	45,664.39	47,752.28
Total	18,145.86	396,928.19	415,074.05
Balance as at 31-Dec-19 (A - B) :			354,893.76

Figure 3: Budget Summary SIDA-ILO Partnership programme 2018-2020 (GLO/al 8/05/SWEGreen (5021 82))

The reasons why underspending has taken place are as follows:

- The spending figures shown in Figure 3 represent the status as of 31 December 2019, However, the project ended on 31 March 2020, and so the budget summary does not contain expenditures made over the last 3 months.
- The spending figures shown in Figure 3 do not cover expenditures that were made between 01/01/20 and 31/03/20 linked to contracts issued in 2019.

To present a more up-to-date depiction of spending, uncertified records have been extracted which show the financial records of interventions under the SIDA- ILO partnership programme as of May 8th, 2020 (as presented below)⁶.

⁶ The uncertified reports presented in figure 4 were provided by the ILO GREEN unit. While they present an up-to-date representation of the financial situation, a (minor) discrepancy has been identified with the overall budgets of both the Global and Ghana projects compared to the budget that are indicated in the certified financial report (figure 3).

Ghana (GHA/18/51/SW E (106778))	Totals Prior/Current Years				Delivery
	Budget	Actuals	Encumbrances	Balances	Incl PSI (T. Actuals+T. Enc.)/T. Budgets
Totals incl PSI	152,264.99	82,084.93	16,701.17	53,478.89	65%
					Excl PSI (T. Actuals+T. Enc.)/T. Budgets
Totals excl PSI	152,264.99	82,084.93	16,701.17	53,478.89	65%

Tanzania	Totals Prior/Current Years				Delivery
	Budget	Actuals	Encumbrances	Balances	Incl PSI (T. Actuals+T. Enc.)/T. Budgets
Totals incl PSI	202,350.00	190,368.16	8,407.56	3,574.28	98%
					Excl PSI (T. Actuals+T. Enc.)/T. Budgets
Totals excl PSI	202,350.00	190,368.16	8,407.56	3,574.28	98%

Global	Totals Prior/Current Years				Delivery
	Budget	Actuals	Encumbrances	Balances	Incl PSI (T. Actuals+T. Enc.)/T. Budgets
Totals incl PSI	406,826.55	304,173.01	57,813.58	44,839.96	89%
					Excl PSI (T. Actuals+T. Enc.)/T. Budgets
Total excl PSI	406,826.55	304,173.01	57,813.58	44,839.96	89%

Figure 4 Uncertified financial records of SIDA-ILO Partnership Programme as of May 8th, 2020 (in USD)

Given the most recent financial information provided, it is clear that the intervention in Ghana still has an issue with underspending of funds, with only 65% of its budget being committed to date⁷. However, this is somewhat understandable, given the fact that the final stakeholder workshop has had to be postponed due to the pandemic situation. Any costs associated with this workshop and the finalisation of the draft strategy have not been included in the above records.

Another potential issue that this evaluation has unveiled with regards to the efficiency of activities under the Sida partnership program is the strategic allocation of resources. Given the relatively small scale of funding allocation for the CCPD on JT from the SIDA partnership program, the issue of spreading resources too thin can arise. By trying to demonstrate results at a country level (through interventions in Ghana and Tanzania) only a relatively modest amount of resources can be allocated to both initiatives. This, in turn, can affect the overall quality and sustainability of these interventions. The importance of the strategic allocation of resources under the SIDA partnership programme on JT is further exemplified by the “light-earmarking” nature of funds that are provided through this modality. With such flexibility, there is no written requirement for the funding to go to a set number of country-level interventions (within the original funding agreement between SIDA and the ILO).

The decision to conduct “pilot” interventions in both Ghana and Tanzania was a choice undertaken without the explicit requirement of the donor. This is not to say that the interventions in both countries have been fruitless (as this evaluation has already indicated that significant achievements have occurred under both country-level interventions). However, if the activities under the Sida partnership support were to be better targeted at a specific level of intervention (i.e. start with an initial phase focusing on the global level, then a second “implementation” phase under a different financing window to utilize tools that had been developed at a global level) there is the potential that the interventions could have been more ambitious and attained a greater level of impact. It is important to note that informal discussions with the donor indicated that part of the resources should be aimed at supporting countries on green jobs and just transition, however, this requirement has not been included explicitly as part of the funding agreement.

There is strong evidence to suggest that ILO’s support in the targeted countries is acting as a catalyst and in turn, is supporting/building ILO influence within the given country context. This is occurring through the work of regional technical specialists on green jobs. The ability to leverage previous ILO initiatives under JT for similar engagement in regional countries is an excellent example of how efficiency is built into ILO operations on just transition, especially those funded under the SIDA-ILO partnership programme. A concrete example of such leveraging can be seen with the case of Côte

⁷ Outstanding payments that have had an impact on this figure include the final 50% payment of the Green Jobs Consultant which was paid in April 2020 plus the suspended validation workshop expenditure would have made up for the remainder 35%

d'Ivoire, where core constituents are now in dialogue with the Regional Office on the potential to develop a Green Jobs strategy, similar to the one developed in Ghana with SIDA-ILO support.

While internal leveraging may be a good example of efficiency, one key issue that has been encountered is the ability for ILO interventions to build synergies with those of other UN/MDB organisations. The ability to create synergies with other Green Jobs/just transition programs appears to be somewhat limited, and there is very little evidence to show that this cross-learning/synergizing approach to activities is occurring. Given the comparatively small amount of resources that are committed to ILO interventions under both PAGE and the Sida-ILO partnership programme, the ability to create synergies with other agencies activities is crucial to ensure impact at scale. There are, however, some examples of how these synergies have been built in to project design. An example is the work on JT in Tanzania, which has sought to build synergies with the [joint-UN program in Kigoma](#). However, this evaluation has found that the creation of synergies with other initiatives is not a systematic.

One final point on the element of efficiency of ILO interventions in the respective programs is related to communication with governmental focal points. An example of this can be seen in the case of Ghana, where ILO has been engaged in supporting the Ministry of Employment and Labour Relations (MELR) to develop the new Green Jobs Strategy through funding support from the Sida partnership programme. Ghana is also a PAGE partner country. However, in Ghana, the relevant MELR focal points are not actively included in the activities of the PAGE programme⁸. The ILO is seen as the primary conduit between the PAGE programme and the MELR. It could be argued that a “siloeed” approach such as this is not efficient. Also, it does not enable the MELR to understand other work that is being conducted under the remit of just transition, which could in turn create and foster more synergies between the two programs. ILO should work to break down barriers between the MELR and the PAGE programme and should not operate as a “middle man” between the MELR and PAGE country programme in Ghana.

4.5 Effectiveness of Management Arrangements

Both the PAGE programme and the Sida-ILO partnership programme cover a wide variety of country contexts and have entry points at the global, regional and national level. With such a varied portfolio, the capturing and monitoring of results becomes crucial.

⁸ The MELR focal person who was involved in PAGE activities, Rudolph Kuuzegh, who was the Chief Director of the Ministry, went on retirement in the course of implementation, and his successor has not been able to attend PAGE activities,

As outlined in section 4.2, the monitoring and capturing of results is particularly hard to quantify given the upstream, policy-level engagement of where both initiatives operate. The systematic capturing of results from both programmes has been brought up on several occasions by key stakeholders, both in interviews and through survey responses. Potential ideas and best practice

Evaluation Question
Is the project systematically and appropriately monitoring and documenting information to allow for measurement of results, including on gender, at the country and global level?
How effective is the project in sharing good practices between country components, south to south learning and communicating success stories and disseminating knowledge internally and externally (including gender-related results and knowledge)?

on how to effectively capture and communicate the results from these interventions will be presented in the recommendations section of this evaluation report. However, the complexity and difficulties faced in this regard have been well documented by this evaluation.

Also, this evaluation has found that due to the “light earmarking” nature of SIDA funding, where project-specific outputs and outcomes are not stringently codified within the funding agreement, the capturing and reporting of results can tend to end at the output level. This is because results are reported back to the Sida on an annual basis, and in a more narrative form. This evaluation has also found that there is no Theory of Change model that has been used as a framework for ILO operations within the remits of just transition and the green economy. The capturing of results, especially their linkages and impacts on an outcome-based level (i.e. seeking to go beyond purely reporting on outputs) could be further strengthened through the creation of a robust Theory of Change framework for ILO operations on just transition.

Concerning PAGE, there is a global theory of change model (as presented in figure 2), and countries use these outcome areas to map their own in-country progress/activities. However, through interviews conducted with key ILO stakeholders who have been engaged with PAGE, there has been no evidence of a Theory of Change model being adapted/created for the country-level interventions⁹. Results are captured and monitored through log frames. However, long-term, impact-level results can easily be missed within that context, as the interlinkages to higher level impacts/outcomes cannot be accounted for by primarily focusing on an output level.

South-South and triangular knowledge sharing/learning was a key issue that has been mentioned during the relevant stakeholder interviews. The importance of South-South learning within PAGE can also be seen by the inclusion of a separate funding portion for such activities in the newly produced

⁹ An exception is the Argentina office which has developed a ToC for PAGE, which is now being revised with the new government partners

2021-2030 strategy. This is clearly an area where PAGE can build on its unique architecture, and seek to establish real, sustainable impact for the partner countries.

Several globally relevant knowledge products have been produced to support countries interested in adopting an inclusive green economy approach. They are available on the PAGE website and include:

- A country starter kit, comprised of: Using Models for Green Economy Policy Making, A Guidance Manual for Green Economy Indicators, and A Guidance Manual for Green Economy Assessments;
- A Practitioners Guide to Strategic Green Industry Policy; and,
- A Synthesis report on Integrated Planning and Sustainable Development.

However, more could be done to foster communication across countries. This will be particularly important as several countries are in the process of finalizing their involvement with PAGE. This “graduation” to becoming an alumnus represents a key pressure point where experiences, both positive and negative, could be used to inform the activities of new PAGE country members as they become “on-boarded”. Initiatives such as the Global Academy on the Green Economy, and the PAGE Ministerial Conference (which each take place every other year), have been conceived as platforms for countries to share their experiences at technical, policy and political levels.

One final aspect related to the effectiveness of management arrangements concerns the variability of UN presence and ownership in given country contexts. As already stated, the PAGE country programme portfolio covers a wide range of countries. This also includes a wide variety in the presence and engagement of local UN partner agencies. In some countries there is strong buy-in and presence from all five UN PAGE agencies. However, this is not the case for all of the PAGE countries. In some circumstances, ILO may be the only (or one of two) entities with a permanent and engaged presence in the country. This clearly can present issues as the burden of coordination, engagement, project development and monitoring fall solely on the responsibility of the ILO in this situation.

4.6 Impact Orientation and Sustainability

The final set of evaluation questions focus on “impact orientation and sustainability”.

ILO activities under both PAGE and the Sida-ILO partnership have been successful at achieving results within the areas of just transition to environmental sustainability and the green economy. Support from the Sida-ILO partnership programme has resulted in several global-level tools

being developed, regional capacity (both in terms of ILO and core constituents) increasing, and much needed catalytic interventions at the country level (more detailed descriptions of the achievements of the Sida-ILO partnership programme are listed in section 4.3).

At the global level PAGE has also achieved a substantial amount given the relative youth and resources that have been committed to it. The following list presents a snapshot of the global-level aggregated results from PAGE to date (data from [2019 PAGE annual report](#)) :

- 103 Assessments
- 68 Policies developed, covering 14 countries
- 217 partner institutions/ministries
- 6567 people receiving training
- 232 consultations and workshops
- 17 knowledge products
- 43 global events
- 15 training packages
- 43 PAGE funded initiatives that have resulted in co-financing

While the achievements of ILO activities through both PAGE and the Sida-ILO partnership programme are substantial, the longevity and sustainability of these activities are crucial when assessing ILO’s performance. Sustainability has been built into these initiatives, with varying levels of success.

For the Green Jobs strategy that has been developed in Ghana, this evaluation has found that there is a lack of a clear and concise implementation plan and budget attached to the draft version of the

Evaluation Questions

To what extent have synergies with other programs/agencies been leveraged? And to what extent has ILO reinforced its core values into the programs/initiatives?

To what extent have activities under the “just transition to environmental sustainability” strengthened the capacity of the tripartite constituents and their role in the policymaking process?

How effectively has the project built national ownership and capacity of people and institutions for systemic and sustainable change?

Are national partners willing and able to continue the project after funding ends (technical and institutional sustainability)?

strategy. Without these, and without a clear exit strategy, the sustainability of this country-level intervention is in question. The stakeholder validation workshop that was postponed due to the pandemic could have presented a valuable opportunity to gain further buy-in from core constituents and stakeholders and in turn, could have ensured some level of sustainability of the intervention.

One key aspect concerning long term sustainability of interventions is that of national /country ownership. As addressed in section 4.1 “Relevance and Strategic fit”, national ownership is high in both interventions under PAGE and the Sida-ILO partnership program. For the Sida-ILO partnership program, at a country level, the MELR in Ghana has taken a strong leadership role in the process. Key representatives from the government have been actively engaged throughout the process, playing key roles from the scoping stage right through to commenting on final drafts of the Green Jobs strategy. Interviews conducted with key ministry focal points supported this finding, with the MELR feeling as if they had been an equal partner in this intervention. The only caveat to this was concerns raised about the MELR’s non-involvement/engagement over budgetary considerations for the project.

Long term sustainability has been built into the decision-making process of the NSC in the case of the PAGE South Africa country programme. For the Ministry of Environment (which is the chair government ministry within the PAGE NSC architecture), sustainability and coherence with national priorities were two of the main criteria that were applied to judge proposed PAGE initiatives. This systematic approach to the inclusion of sustainability in the design of projects is possible due to the engagement and buy-in of the ministry, where civil servants have long tenure, and where institutional memory can outlast the four-year window of PAGE implementing activities.

This is not the case for all PAGE country programmes, and ILO project teams have been able to build sustainability in other ways. In some of the county contexts that PAGE operates in, there has been continual political/governmental change, which has resulted in regular changes in the personnel of key ministry counterparts. Due to ILO’s engagement with other tripartite members, such as workers and employer’s organisations, institutional memory and therefore the sustainability of interventions, can be ensured.

The approach of both PAGE and the Sida-ILO partnership programme is to engage on catalytic interventions, and both programs have been successful at breaking down “siloed” approaches to dealing with green economy/just transition issues in the given country/contexts. Both programs have instilled clear coordination and cooperation on issues relating to just transition and the green economy. The vast majority of interviews and survey respondents indicated that this was one of the main successes of the respective interventions. ILO has taken a leadership role with regards to its ability to break down “siloed” approaches to dealing with green economy issues in countries, and this

has been a feature across the vast majority of its country-level interventions under each respective program.

5. Conclusions and Recommendations

5.1 Conclusions

The **Relevance and Strategic Fit** of the Sida-ILO partnership programme and ILO operations under the PAGE programme have been high from the beginning of both engagements. The respective programmes' objectives are closely aligned, and are key contributors to the implementation of the 2030 Agenda for Sustainable Development and the concern expressed in the 2016 resolution on Advancing Social Justice through Decent Work, concerning the rapidity of environmental changes. ILO engagement on just transition has also complemented the priorities of SIDA, as outlined in its “Strategy for Sweden’s global development cooperation in sustainable economic development 2018-2022”.

There is a niche and entry-point for ILO within the sphere of just transition to environmental sustainability and the green economy, especially given the role and prominence of core ILO values such as tripartism and social dialogue. These are elements/approaches that other comparators do not bring to this sector. However, there are also many comparators who have access to more resources, possess greater capacity, and have a far more extensive track record within the sector.

On a project-level, there has been considerable attention paid to the relevance and strategic fit of interventions, with the cooperation of ministry/governmental counterparts playing a crucial role in the scoping phase of project design to ensure complementarity and relevance with national priorities and existing policy initiatives. This “strategic assessment before engagement” has also been further supported through products that have been developed at the global level under the SIDA-ILO partnership programme such as the RSA on Just Transition Tool. This has been implemented extensively and has contributed to strong/robust examples of assessment before engagement on interventions.

The **Validity of Design** of both programmes has varied in terms of its success across the given contexts. The majority of interventions under the respective programmes have sought to utilise pre-

Box 1: PAGE activities across relevant SDG areas

Results from the PAGE portfolio have been captured and mapped across the SDGs. PAGE has directly affected the realization of the following SDGs;

- SDG 1: End poverty in all its forms everywhere
- SDG 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- SDG 5: Achieve gender equality and empower all women and girls
- SDG 7: Ensure access to affordable, reliable, sustainable and modern energy for all
- SDG 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all
- SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
- SDG 10: Reduce inequality within and among countries
- SDG 11: Make cities and human

existing tools and lessons learned, and leverage already existing ILO engagement in a specific country or region. However, due to the somewhat limited funding that is available for country interventions in some cases, the extent to which the ambitions of the projects can be fully realised (especially with regards to the long-term sustainability of the interventions) could be questioned.

In terms of the validity of design with regards to establishing robust results capturing mechanisms under both PAGE and the Sida-ILO partnership, there are difficulties faced given the qualitative and “upstream” nature of both programmes. This makes it particularly challenging to establish effective tangible/quantitative results-capturing systems. Core ILO values such as social dialogue, tripartism, social protection and labour standards have been embedded and engrained into ILO operations under both PAGE and the SIDA-ILO partnership programme. However, these are more evident in Sida-ILO partnership programme interventions, given the fact that ILO is the only UN agency involved. In specific examples under PAGE, core ILO values, especially the inclusion of tripartite members, is difficult to establish when working with other UN organisations who do not share the same core values.

Embedding these values within national PAGE country programmes can sometimes take a lot of time and negotiation. However, several ILO lead PAGE country programmes have established successful NSCs which include, either formally or informally, tripartite members. This evaluation has found that more could be done with regards to the inclusion of gender consideration within project design. This is also true for PAGE at a global level, where gender could be more concretely ingrained as an outcome or mainstreamed throughout the outcome levels.

The *Progress and Effectiveness of Interventions* has been in many ways impressive. The Sida-ILO partnership has achieved an increase in the knowledge and uptake of ILO’s role within the environmental sustainability sphere, and both programs have also achieved a variety of critical results on global, regional and country levels.

Institutionally, within the ILO, the Sida-ILO partnership program has contributed significantly to the CCPD on just transition, and the uptake of considerations/inclusion of just transition and green economy initiatives across other ILO initiatives. Support through the Sida-ILO partnership programme has resulted in the creation of several framework documents for the mainstreaming of just transition into ILO work programs. This has proven to be a useful tool, as JT principles and approaches are now being picked up and utilised in a variety of DWCPs. A separate note has also been produced to provide background information on integrating just transition within country programme outcomes.

Concerning the clarity of objectives of both initiatives, the PAGE programme has clearly defined outcomes and a Theory of Change, as presented in Figure 2. The objectives/outcomes of PAGE programming are clearly articulated down to the country programme level, with country programme teams/agencies having to report on progress against the respective outcomes at a country-intervention level. Support from Sida, on the other hand, is not encapsulated in a Theory of Change, and there are relatively few details on the exact outcomes that must be achieved. However, it is also important to note that national deliverables and global deliverables are encapsulated in Country Programme Outcomes and Global Products developed, implemented, monitored and reported under the ILO Programme and Budget.

The most obvious bottleneck that has hampered progress has been the shock of the COVID-19 pandemic. This has caused the postponement of several “final” workshops and deliverables. This is the case in Ghana, where a final stakeholder validation workshop was to take place in order to finalize and socialize the newly drafted “Green Jobs strategy”.

The *Efficiency* of resource use has been a key point of analysis for this evaluation. Due to the array of achievements, at a global, regional, and country-level, and given the fact that few activities have encountered delays, both the Sida partnership programme and PAGE can be seen as representing good value for money.

PAGE’s value for money is one of the conclusions from the MTE conducted in 2017, and has increased with the expansion/inclusion of 20 countries. The Sida-ILO partnership programme also represents good value for money. Significant achievements have been realized at the global, regional and country-levels. This is note-worthy, especially given the relatively small allocation of funding that the CCPD on JT receives under the Sida partnership window.

However, this evaluation has raised the point that ILO may in fact be spreading its rather limited Sida funded resources too thin by trying to demonstrate results at a global, regional and country level. While the level of ambition concerning the implementation of interventions on just transition is admirable, it may have been more efficient to utilize the funding from the Sida-ILO partnership through one focused modality (be that at the global, regional or country level). Other funding sources could be used to complement the chosen entry point.

The *Effectiveness of Management Arrangements* of the PAGE programme and the Sida-ILO partnership programme support was generally satisfactory. Given the wide global scope of interventions under both programs, technical backstopping and input from the HQ level has been commendable. As described earlier, the capturing of results and monitoring of project progress is difficult for two main reasons; i.e. the “upstream”/qualitative nature of the interventions under both

programs, and (ii) the light-earmarking nature of Sida funds, which does not allow for inherent and quantitative project-level goals/milestones that must be attained. The flexibility of funding received under the Sida-ILO partnership programme has been also very useful, as it has allowed for the funding of key products and onboarding of key staff as required.

This evaluation has also found that there is no Theory of Change model that has been used as a framework for ILO operations within the remit of just transition and the green economy. The capturing of results, especially their linkages and impacts on an outcome-based level (i.e. seeking to go beyond purely reporting on outputs) could be further strengthened through the creation of a robust Theory of Change framework.

Concerning PAGE, one key finding has been on the need for further focus on south-south learnings and exchanges. This becomes an ever more prominent issue as more countries finalize their engagement with the PAGE programme and become “alumni”. This has been explicitly mentioned as a point of focus for the new PAGE operational strategy 2021-2030.

The *sustainability and impact orientation* of interventions under both PAGE and the Sida-ILO partnership program demonstrate a variety of quality/inclusion across both respective portfolios. In the case of Ghana, and the Green Jobs strategy, there have been issues raised concerning the lack of a robust and detailed implementation plan, and corresponding budget requirements. It has been noted that this was to be a discussion point at the stakeholder validation workshop (that was scheduled and now postponed due to COVID-19), however without a robust budget/implementation plan, the sustainability and practical implementation of this strategy could be in question¹⁰.

Finally, one way in which ILO has embedded and ensured the sustainability of interventions is through the collaboration and inclusion of tripartite members. This allows for institutional memory to be built up over time and is an important way in which ILO separates itself from most of its comparators in this sector.

5.2 Recommendations

The recommendations will be presented in this section according to the six Evaluation Criteria distinguished throughout this report.

Relevance and Strategic fit

1. There is a clear entry point/niche for ILO engagement in the just transition/environmental sustainability/green economy sphere. However, the **ILO needs to determine what kind of**

¹⁰ the validation and planning workshop is being undertaken under the new phase of the Sida Partnership which includes a follow up support for Ghana

actor it wants to be in this sector and where it can provide the most value (and needs to allocate resources accordingly). One of the key points is that there are levels of intervention that are not always communicated clearly, especially for the programme partners. PAGE is presented as having a catalytic policy advocacy-focus, then it is expected to provide on-the-ground outputs by certain partners, while it is also focused at the meso-level sometimes providing studies, mappings and other inputs like this. A key recommendation from this evaluation is the importance of a clear and well understood intervention “level”/entry point for PAGE.

Responsible Party	Priority	Timeframe implication	Resource Implication
ILO senior management and HQ GREEN unit	High	Immediate/high urgency	Varying depending on ambition level

- Depending on the outcomes of the above-mentioned recommendation, **ILO could look to engage with global vertical funds/funding mechanisms that will open up new lines of support** for activities under just transition and the green economy. Currently out of the 5 UN PAGE agencies, three are accredited to both the GEF and GCF. UNIDO has successfully brought an intervention that was originally designed with low-level PAGE funding to the GEF, and received additional scale-up funding of \$2.5 million. If accreditation is seen as too costly or not within the ambitions of senior management, then ILO could look to establish an MoU or similar arrangement with GCF. Other agencies, such as UN Women, have taken this approach. Another approach that could be undertaken is collaborating with other UN/National entities that are already accredited to GCF in order to develop projects in collaboration with said accredited partner¹¹.

Responsible Party	Priority	Timeframe implication	Resource Implication
ILO senior management and HQ GREEN unit	Medium-High	Longer term (i.e. over next 12-24 months)	Varying depending on ambition level. Accreditation would require allocation of a budget to bring on specialist consultants...other softer forms of informal engagement would not have the same budgetary implications.

- ILO should continue to engage on just transition and green economy topics through inter-agency platforms such as PAGE** and should use this as an entry/leverage point for additional engagement (i.e. look to scale up and build on PAGE interventions). Within these

¹¹ The ILO has started do so with two GCF projects developed respectively in collaboration with UNEP and FAO, and a project in progress in Kenya in partnership with NEMA (National Environment Management Agency).

interagency platforms ILO should seek to build an even stronger leadership role on certain aspects of green economy that are related to core ILO values.

Responsible Party	Priority	Timeframe implication	Resource Implication
ILO HQ GREEN unit	Medium-High	Long term, over next 12-24 months	Varying depending on ambition level

Validity of Design

- PAGE partners, in collaboration with donors and core constituents and stakeholders, **should assess whether Outcome Area 1¹² is an area worthy of PAGE focus**. Given capacity constraints, it could be that this Outcome Area is better left to MDBs that have been active in this area for several decades and have more resources at their disposal.

Responsible Party	Priority	Timeframe implication	Resource Implication
PAGE secretariat, donors and UN partner agencies	HIGH	Immediate/high urgency	Could result in a shift of available resources to further strengthen support to other outcome areas

- Gender considerations should play a more prominent role in the design of both programs**. It is clear that gender considerations and disaggregation of data are occurring at the activity level. However, more could be done from a HQ/programme design and framework perspective to engage with gender specialists. One potential suggestion could be a framework document should be mandatory for PAGE country documents, which then helps coordinators and partners to give feedback and take into account the three levels of gender: sensitivity, responsiveness and transformative.

Responsible Party	Priority	Timeframe implication	Resource Implication
PAGE secretariat, ILO HQ GREEN unit	Medium	Considerations for this should inform future ILO programme design within the sphere of JT and GE	Negligible. Potential to include some costs/allocate some budget in next/upcoming projects and interventions.

- ILO should continue to push for the inclusion of tripartite representation in PAGE NSCs at the country-level.

Responsible Party	Priority	Timeframe implication	Resource Implications
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¹² “Countries have reinforced and integrated inclusive green economy (IGE) goals and targets into SDG aligned national economic and development planning through multi-stakeholder collaboration”

ILO National Project coordinators for PAGE, PAGE secretariat, NSC members	Medium-High	Should be a focus of newly assigned PAGE partner countries	Negligible
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Intervention Progress and Effectiveness

7. Alternative plans/mitigating measures should be drawn up to aide in the **effective delivery of postponed deliverables/workshops that have been planned and disrupted due to COVID-19**. This has already taken place in some PAGE countries.

Responsible Party	Priority	Timeframe implication	Resource Implications
ILO HQ GREEN unit, and national project officer counterparts	Medium- High	Immediate	Further funds may be required

8. ILO should seek, where possible, to build-longer term time frames into funding windows, given issues concerning the reliance of staffing on specific project funding. Realistic timeframes should be built into funding agreements through consultations with donors given the lack of “on the ground capacity” and the time required for effective start-up.

Responsible Party	Priority	Timeframe implication	Resource Implications
Donors ILO HQ GREEN Unit Partnerships department	Medium-High	Next planned funding agreement	Further funds may be required

Efficiency

9. Attention should be paid to utilising currently unspent funds within Sida-ILO partnership programme, specifically in Ghana.

Responsible Party	Priority	Timeframe implication	Resource Implications
ILO HQ GREEN unit and national project officer counterparts	High	Immediate	No further resources would need to be mobilized

10. ILO operations on just transition and environmental sustainability should seek to build and establish synergies with external interventions/programs.

Responsible Party	Priority	Timeframe implication	Resource Implications
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ILO HQ GREEN unit, ILO Partnership's department	Medium	All future engagements/activities in the realm of JT and GE	Could vary depending on the form that this takes
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Effectiveness of Management Arrangements

11. With the switch from just transition support being a cross-cutting policy driver to being encapsulated as a Program Output, the importance of ensuring JT mainstreaming is crucial. The fear is that (given the aforementioned switch) it could be seen as the responsibility of the Green Jobs Unit in HQ or the region, as opposed to the building of capacity within project teams. The recommendation from this evaluation is that mainstreaming of just transition remains a key focus at all levels of ILO offices (i.e. HQ, regional and national). Attention should be paid to the uptake and mainstreaming of JT across country and regional project teams.

Responsible Party	Priority	Timeframe implication	Resource Implications
ILO HQ GREEN Unit, ILO Country Directors	High	Immediate/over the next six months	Will require further workshops, training/capacity building, and communication across relevant ILO departments/divisions. A budget should be allocated.

12. The capturing of results, especially their linkages and impacts at an outcome-based level (i.e. seeking to go beyond purely reporting on outputs) could be further strengthened through the **creation of a robust Theory of Change framework for ILO operations on just transition.**

Responsible Party	Priority	Timeframe implication	Resource Implications
ILO HQ GREEN Unit	Medium	Should be addressed over the next 12 months	Should require negligible resource allocation

13. Given the “upstream” and qualitative nature of both programs, ILO should seek to build third-party monitoring mechanisms within interventions such as PAGE and the Sida-ILO partnership programme. Third-party monitoring could take a variety of forms depending on the resources that are available. It can include the hiring of external “parties” to audit and monitor project progress and performance, it can also occur in a more informal manner with the inclusion of CSO’s and other community/grassroots organisations taking this role. Examples of guidance on third Party Monitoring can be found with the World banks [Good Practice Note on Third-Party Monitoring](#).

Responsible Party	Priority	Timeframe implication	Resource Implications
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ILO HQ GREEN Unit	Medium-High	Should be addressed and included in future interventions	Will require thought/attention during budget allocation
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Impact Orientation and Sustainability

14. Exit plans and sustainability of interventions under JT and Green economy need to be prioritized. Given the relative lack of substantial resources that have been committed to the country-level interventions under both PAGE and Sida-ILO partnership programme, sustainability, and the longevity of these interventions is crucial and must be prioritised.

Responsible Party	Priority	Timeframe implication	Resource Implications
ILO HQ GREEN Unit , Project teams	High	Sustainability and exit plans should feature in all upcoming JT and GE interventions	Will require considerations in budget allocation

6. Lessons Learned

ILO evaluations view lessons learned and emerging good practices as part of a continuum, beginning with the objective of assessing what has been learned, and then identifying successful practices from those lessons which are worthy of replication. The ILO/EVAL Templates are used below.

This chapter presents the key lessons learned from this evaluation and presents them in the ILO Evaluation Office standardised template.

ILO Lesson Learned 1

Project Title: Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)

Project TC/SYMBOL: GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE ; GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)

Name of Evaluator: DDA International Consulting Ltd , David Annandale, Darko Annandale

Date: May 15th , 2020

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	ILO has successfully achieved a great deal within the framework of these two programs on just transition and the green economy. However, given the relative lack of resources available and committed to the Green Jobs Unit, questions arise as to the most efficient use of resources. Currently, through the SIDA-ILO partnership program, the focus is on achieving results at all three levels (i.e. global, regional and country). Given the current staffing levels and the funding windows of the respective projects, long term sustainability and implementation of these interventions could be an issue, as resources are being focused on “catalytic” interventions at all three levels (i.e. global, regional and country) that do not all have a detailed and robust implementation plan and associated budget.

<p>Context and any related preconditions</p>	<p>The focus of this evaluation has been on two distinct programs, the SIDA-ILO partnership program support to just transition and ILO's operations as a part of the Partnership Agreement on a Green Economy (PAGE). For the SIDA-ILO partnership program, the evaluation examined the performance on a global, regional, and country-level, focusing on case studies of Tanzania and Ghana, the two countries that have received support through the partnership.</p> <p>For PAGE, the main focus was on countries in which ILO is the lead entity, i.e. Argentina, Peru, Senegal, and South Africa.</p> <p>This lesson learned applies to ILO's engagement in the just transition and environmental sustainability sphere overall, and thus encompasses the above.</p>
<p>Targeted users / Beneficiaries</p>	<p>ILO HQ GREEN unit (Enterprise department), Regional Technical Green Jobs specialists, PAGE national project coordinators, SIDA focal point</p>
<p>Challenges /negative lessons - Causal factors</p>	<p>This evaluation has found that one of the biggest challenges facing the respective programs is matching the level of ambition with resourcing. Without adequate resourcing, either in DWCPs or in the country itself, long term sustainability of interventions could be compromised.</p>
<p>Success / Positive Issues - Causal factors</p>	<p>ILO's ambition to achieve impacts across a variety of levels/entry points with regards to just transition and green economy is commendable. However, given current resourcing, greater and more sustainable impact could have potentially been achieved if one "level" was prioritized.</p>
<p>ILO Administrative Issues (staff, resources, design, implementation)</p>	<p>This discussion, i.e on effective resourcing and strategic targeting of ILO interventions within the sphere of environmental sustainability and just transition will most likely have to occur between the HQ GREEN unit and senior management. However, PARDEV may have a role in this as well.</p>

ILO Lesson Learned 2

Project Title: Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)

Project TC/SYMBOL: GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE ; GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)

Name of Evaluator: DDA International Consulting Ltd , David Annandale, Darko Annandale

Date: May 15th , 2020

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	Effective country ownership can be attained through the creation of a strong National Steering Committee architecture early-on in the process. However, this can also result in the exclusion of other tripartite members, who may not be brought onboard by the respective NSCs.
Context and any related preconditions	This “trade off” can be seen explicitly in the context of PAGE country program in South Africa, which has an engaged and capable NSC focal point from the Ministry of Environment. However, the lesson presented is applicable for all PAGE countries in which ILO is engaged.
Targeted users / Beneficiaries	PAGE National project coordinators, PAGE Secretariat (Geneva) PAGE country NSC ILO Core constituents
Challenges /negative lessons - Causal factors	Country ownership and the engagement of government focal points within the framework of PAGE and the NSC can sometimes come at the cost of the formal exclusion of other tripartite members. It also must be noted that the role of tripartite constituents is not equal in all countries.
Success / Positive Issues - Causal factors	While government focal points may be reluctant to include tripartite members formally, ILO has been able to engage with workers and employer organizations for consultation on their respective project level interventions.
ILO Administrative Issues (staff, resources, design, implementation)	ILO should seek, where possible, in future engagements through PAGE, to have the inclusion of tripartite members formalized within the framework of the National Steering Committee.

ILO Lesson Learned 3

Project Title: Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)

Project TC/SYMBOL: GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE ; GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)

Name of Evaluator: DDA International Consulting Ltd , David Annandale, Darko Annandale

Date: May 15th , 2020

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

LL Element	Text
Brief description of lesson learned (link to specific action or task)	An effective, and well-thought-out Theory of Change framework is needed for ILO operations on just transition and the green economy.
Context and any related preconditions	With the lack of a clearly articulated ToC framework, the linkages between inputs, outputs, outcomes and impacts are not clearly identifiable. The creation of a robust ToC could have aided in clarifying how the project-level interventions (whether that be at a global, regional or country level) contribute to the overall objective of ILO activities within this sector.
Targeted users / Beneficiaries	ILO HQ GREEN Unit
Challenges /negative lessons - Causal factors	Without such a framework, the communication of results beyond the purely output level is sometimes lost. This is especially true when seen from the view of a donor, whose main line of communication will be project-level narratives that are sent as part of annual reports.
Success / Positive Issues - Causal factors	ILO has achieved a lot with limited resources through its CCPD on just transition, however these results could have been communicated and brought past an output level with the production of a robust ToC framework.
ILO Administrative Issues (staff, resources, design, implementation)	ILO should seek to establish a ToC framework for its work on just transition to environmental sustainability, which would aide in giving the institution a clearer strategic direction within this sector. This would also aide in discussions with donors, as they would clearly be able to see how their support could eventually lead to higher level impacts/outcomes.

7. Good practice

This chapter presents the key takeaways and emerging good practice that has been found through this evaluation and presents them in the ILO Evaluation Office standardised template.

ILO Emerging Good Practice 1

Project Title: Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)

Project TC/SYMBOL: GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE ; GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)

Name of Evaluator: DDA International Consulting Ltd , David Annandale, Darko Annandale

Date: May 15th , 2020

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

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The design/inclusion of third-party monitoring mechanisms within the NSC of Argentina for PAGE. For this specific example, a “monitoring bureau” is being proposed as part of the larger architecture behind the PAGE country program.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	This has been proposed by the PAGE national coordinator. It will require the approval and consensus from other NSC members, and will also require buy-in from CSOs, workers and employers’ organizations that would “sit” in this body.
Establish a clear cause-effect relationship	This not only provides a potential solution to issues surrounding effective monitoring and evaluation processes for PAGE interventions, but also establishes another forum in which tripartite members can be engaged.
Indicate measurable impact and targeted beneficiaries	This could have significant impact in PAGEs ability to capture results and monitor progress.
Potential for replication and by whom	There is a clear ability for replication of this type of third-party monitoring mechanism across the PAGE portfolio. The PAGE secretariat should seek to communicate this good practice to all implementing partner country programs.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	This “good practice” is linked to ILO’s core value of tripartism.

Other documents or relevant comments	The effective implementation of this mechanism is on pause given the current coronavirus situation, attention should be paid to this initiative and any lessons learned that could inform other ILO programming under PAGE
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ILO Emerging Good Practice 2

Project Title: Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)

Project TC/SYMBOL: GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE ; GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)

Name of Evaluator: DDA International Consulting Ltd , David Annandale, Darko Annandale

Date: May 15th , 2020

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

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	In circumstances with low government ownership/engagement and/or constant political change (effecting personnel at a ministerial level), engagement with other tripartite members has been crucial in ensuring sustainability.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	In PAGE- ILO lead countries, (specifically Peru and Argentina), there has been recent government changes that have affected the composition and personnel assigned to ministries. These changes have also included political level changes that have resulted in counter-oriented political views and strategies that are expected compared to previous governments.
Establish a clear cause-effect relationship	This could pose an issue in the form of institutional memory loss. However, by working in close collaboration with other tripartite members, sustainability is being ensured through a diversification of core stakeholders (i.e not focusing purely on bilateral engagement).
Indicate measurable impact and targeted beneficiaries	Could have a high level of impact. The main targets of this support would be employers and workers organizations, who could be brought “on board” for trainings and workshops, and thus results in institutional memory being diversified.
Potential for replication and by whom	Engagement of tripartite members should be a core focus of all PAGE interventions, regardless if ILO is the lead entity or not. Other UN PAGE partner members should seek to build on this good practice in their own country programs.
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO’s Strategic Programme Framework)	This “good practice” is linked to ILO’s core value of tripartism.

Other documents or relevant comments	
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ILO Emerging Good Practice 3

Project Title: Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)

Project TC/SYMBOL: GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE ; GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)

Name of Evaluator: DDA International Consulting Ltd , David Annandale, Darko Annandale

Date: May 15th , 2020

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

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Global products that have been produced under the SIDA-ILO partnership have succeeded in achieving high-level impact. This is true both internally (ie. With the General Note on mainstreaming Just transition in ILO operations), and on the global level with the production of the “labor and working conditions” safeguard standard for the UN Environment Management Group’s “common approach to environmental and social standards in UN programming”.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	The GREEN unit should continue to work on producing global levels tools that can be mainstreamed both internally and externally.
Establish a clear cause-effect relationship	Given the comparatively small allocation of resources that the ILO GREEN unit receives through this funding window, these global tools have presented a crucial way in which ILO is able to promote its approach to issues concerning just transition and environmental sustainability, both internally and externally.
Indicate measurable impact and targeted beneficiaries	The above-mentioned global tools have been instrumental in achieving impact both internally (in terms of mainstreaming through ILO programming) and externally, where other leading UN agencies are adopting the ILO-led standard on labor and working conditions, within their respective safeguard policies/frameworks.
Potential for replication and by whom	The ILO GREEN unit should continue to push for funding for the production of global tools in future discussions with donors, given the clear impact that the above-mentioned activities/tools have had.

Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	This "good practice" is linked directly to the CCPD on just transition which is also now outcome area 3 of CPOs.
Other documents or relevant comments	See UN Environment Management Group "Moving towards. Common approach to Environmental and Social standards in UN programming", 2019.

Annex 1: Terms of reference

SIDA-ILO Partnership Programme (Phase I) Outcome-based funding and ILO Partnership for Action on Green Economy (PAGE)

INDEPENDENT CLUSTERED EVALUATION

Evaluation title	Independent clustered evaluation on the SIDA-ILO Partnership Programme (phase I) – Cross cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)
Beneficiary countries	SIDA-ILO Partnership Programme: Tanzania, Ghana PAGE: Countries where ILO is the leading agency: Peru, Senegal, South Africa, and Argentina. Other countries: Burkina Faso, Ghana, Kyrgyz Republic, Barbados, Brazil, China, Mongolia, Mauritius, India, Indonesia, Guyana, Uruguay
Project codes	GLO/18/57/SWE; TZA/18/51/SWE; GHA/18/51/SWE GLO/17/17/UND (PAGE Programme ODA); GLO/18/50/UND (PAGE Programme non-ODA)
Development Partner	Sweden; Multi-Partner Trust Fund Office, UNDP
Duration of project implementation	PAGE: June 2017 – December 2022 SIDA-ILO Partnership Programme: May 2018 – March 2020
Total project funds	PAGE: \$2,826,937 SIDA-ILO: US\$ 790,409
Administrative office	GREEN
Technical units	GREEN
Type of evaluation	Programme & Outcome evaluation (clustered evaluation)
Evaluation timing	Final
Evaluation nature	Independent
Evaluation dates	December 2019 – April 2020
SDG(s) under evaluation	SDG 8
P&B outcome(s) under evaluation	Cross-cutting policy driver
Evaluation manager	Ms Janette Murawski

1. Background Information

Goals, objectives and strategy

ILO strategy for the cross-cutting policy driver (CCPD) on just transition to environmental sustainability constitutes the ILO response to climate change and environmental declaration. The

CCPD makes an important contribution to implementation of the 2030 Agenda and the concern expressed in the 2016 resolution on Advancing Social Justice through Decent Work with respect to the rapidity of environmental changes and their impact on the world of work. Guided by its mandate, the ILO, through the GREEN Jobs Program from the ILO ENTERPRISES Department, focuses on scaling up research and analysis to inform evidence-based policy advice so that constituents can develop coherent and effective policies to promote a just transition for all in relation to the implementation of the Paris Agreement on Climate Change and the advancement of environmentally sustainable economies more generally. It leverages and strengthens partnerships with UN agencies and other institutions in order to improve policy coherence on climate change mitigation and adaptation and access to financing in the context of decent work. ILO's action through the Partnership for Action on Green Economy (PAGE) constitutes an example of the support to nations and regions in reframing economic policies and practices around sustainability to foster economic growth, create income and jobs, reduce poverty and inequality, and strengthen the ecological foundations of their economies. Sweden is one of the funding partners of PAGE.

The Government of Sweden supports the ILO's action on environmental sustainability in a variety of ways, including through the outcome-based funded ILO-SIDA Partnership Programme. SIDA's support to ILO projects on just transition to environmental sustainability was already part of the ILO-SIDA Partnership Agreement for 2014-2017, and implemented across several CPOs in the Philippines and Uruguay. The continuous support provided by SIDA has enabled the ILO to provide an important contribution to support green jobs leading to results linked to and reportable under several ILO's Programme and Budget Outcomes.

The SIDA-ILO Partnership Programme 2018-2021 is based on the principles of aid effectiveness and on the objectives and principles shared between Sweden and the ILO, underpinned by a rights-based approach and support for increased effectiveness and results-based management. The Partnership includes unearmarked core contributions as well as lightly earmarked thematic funding at the level of Outcomes/Cross-cutting policy drivers from the ILO Programme and Budget and DWCP priorities (Country Programme Outcomes, CPO).

Institutional and management structure

The ILO-SIDA Partnership Programme support to the CCPD just transition to environmental sustainability started operations in 2018 and is scheduled to end by end of March 2020, with an overall budget of USD 790,409 in Phase I. The interventions have been channeled through one global product on global policy measures, and two projects implemented in Ghana and Tanzania. The global product has been implemented by the GREEN Department in HQ, and the country projects have been managed and implemented by relevant country teams with the support of GREEN and field specialists.

The PAGE represents a mechanism to coordinate UN action on green economy and to assist countries in achieving and monitoring the emerging Sustainable Development Goals, especially SDG 8. PAGE brings together five UN agencies – UN Environment, International Labour Organization, UN Development .

Programme, UN Industrial Development Organization, and UN Institute for Training and Research – whose mandates, expertise and networks combined can offer integrated and holistic support to countries on inclusive green economy, ensuring coherence and avoiding duplication.

The ILO GREEN Jobs team from the ENTERPRISES Department implements ILO's participation in PAGE in collaboration with field specialists on green jobs and other ILO areas of work. Within this

initiative, the ILO works on inclusive green economy (IGE) assessments and policy analysis, thematic diagnostics and strengthening of national capacities.

Previous evaluations

In 2018 the ILO conducted a self-evaluation of the SIDA's support to ILO projects on transition to environmental sustainability, with a focus on Phase II (2016-17) of the ILO-SIDA Partnership Agreement (2014-2017). The evaluation covered the work carried out in the Philippines and Uruguay. The evaluation report will be made available to the evaluator.

An external evaluation of the PAGE (Phase II) was conducted in 2017 by UNEP, and the report is available in ILO's [i-eval Discovery database](#).

2. Purpose, scope and clients of the independent evaluation

Purpose

This document describes the Terms of Reference (ToR) for the independent clustered evaluation of Phase I of the SIDA Programme and PAGE. The evaluation will be undertaken by an external independent evaluators from January to May 2020 and managed by an Evaluation Manager, who is an ILO staff member with no prior involvement in the interventions under evaluation. The evaluation will adhere to the ILO's policies and procedures on evaluation (see section 8. Additional documentation).

The evaluation has a dual-purpose: accountability and organizational learning. The evaluation will seek to determine how well planned outcomes have been achieved, how they were achieved and under what conditions. The evaluation will also identify lessons learned and emerging good practices to inform future ILO strategies. As a clustered evaluation, particular focus will be given to the synergies between PAGE and the SIDA-ILO partnership programme intervention and the scaling up of effects as a result of it, particularly in countries where the two interventions have been implemented.

It is understood that the PAGE Secretariat will undertake an evaluation of all objectives in 2022. The ILO- related component of PAGE is evaluated at this stage for accountability purposes, specifically in terms of adhering to the [ILO's evaluation policy \(2017\)](#).

Scope

The evaluation will cover the period from May 2017 to April 2020. Specifically, the scope for PAGE and the SIDA-ILO partnership programme are as follows:

- SIDA-ILO partnership programme (Phase 1): May 2018 – April 2020

- PAGE: May 2017 – April 2020

- o The evaluation will review ILO-related activities starting from the last evaluation which was completed in April 2017

The scope will allow to create an accurate and comprehensive picture of the global project's context and development. The evaluation will assess the project components in Tanzania and Ghana (as regards the SIDA-ILO Partnership programme component), as well as progress made in the countries covered by the PAGE programme, notably a sample of those in which ILO is the lead agency. For the

selection of field missions, criteria may include where there are synergies between the two programmes, where the ILO is a PAGE lead agency, along with additional selection criteria to be discussed in close consultation with the project teams and the donor

The evaluation is expected to look at the linkages between the various country projects and the global component, generate findings on the six evaluation criteria for all country projects and the global component and compare lessons learned.

The evaluation will integrate ILO's cross-cutting issues, notably norms and social dialogue, gender equality, disability inclusion, other non-discrimination concerns, and medium and long-term effects of capacity development initiatives throughout the evaluation methodology and all deliverables, including the final report. The evaluation will give specific attention to how the intervention is relevant to the ILO's programme and policy frameworks at the national and global levels, UNDAF and national sustainable development strategy (or its equivalent) or other relevant national development frameworks, including any relevant sectoral policies and programme. The evaluation will focus on particular issues, such as the projects' risk analysis, exit strategy and sustainability.

The clients of the evaluation are:

1. The donor - close collaboration (such as asking for comments on the draft report and meetings in Geneva) with the donor during the evaluation will ensure that donor requirements and information needs are met;
2. The projects' staff, ILO Country Offices and other field and headquarter staff;
3. Tripartite members of the global and national advisory committees and partner organizations in the evaluated countries.

3. Evaluation criteria and questions

The evaluation will examine the project along the OECD DAC criteria taking into account gender equality concerns¹. More precisely, the interventions will be reviewed with strict regards to the following six evaluation criteria:

1) Relevance and strategic fit of the intervention

¹ Key questions under each evaluation criteria have been designed to help address the extent to which the mainstreaming of gender equality has been integrated into the implementation of the intervention, the effectiveness and efficiency in mainstreaming gender equality, the outcomes delivered in terms of gender equality, and an estimation of the impact of the policies implemented on the equality of women and men, when appropriate.

2) Validity of intervention design

3) Intervention progress and effectiveness

4) Efficiency

5) Effectiveness of management arrangements

6) Impact orientation and sustainability of the intervention

A more detailed analytical framework of questions and sub-questions will be developed by the evaluator in agreement with the Evaluation Manager as part of the inception report:

1) Relevance and strategic fit of the intervention

- Have ILO interventions been relevant to the needs of constituents?
- Were the criteria for the selection of countries relevant and demand based, following a thorough analysis of the specific context, to address the root causes of the development issue it is aiming to solve/contribute to solving?
- Have ILO interventions been relevant to national and ILO's development frameworks (Country's national development plan, UNDAF, DWCPs, SDG)?
- To what extent are the programme and its project interventions relevant to the achievement of objectives set for the CCPD on just transition to environmental sustainability?

2) Validity of the design

- Have ILO interventions been appropriate and coherent for achieving planned outcomes, underpinned by a theory of change?
- To what extent did the project build on knowledge developed during previous interventions?
- Where principles of Results-Based Management applied, including the identification of risks and assumptions, and sustainability strategies?
- Do the interventions contribute to core ILO issues such as labour standards, employment creation, social protection and social dialogue?
- Within the context of ILO goal of gender equality, disability inclusion and other non-discrimination issues as well as national level policies in this regard, to what extent did the intervention designs take into account specific gender equality and non-discrimination concerns to reach and include the poor and most vulnerable people?

3) Intervention progress and effectiveness

- To what extent have interventions so far achieved its objectives and reached its target groups?
- How well have the results addressed other ILO's cross-cutting policy drivers – international labour standards, social dialogue, and gender equality and non-discrimination?
- What can be said of the effectiveness of the project in countries which benefitted several times from the ILO-SIDA partnership support and PAGE programme as opposed to the others?
- Were there any unexpected results?
- What were the key factors of success and what obstacles did the project encounter in project implementation? What corrective action does the project need to take to achieve its objectives?

4) Efficiency

- In what ways have ILO interventions used resources efficiently (funds, human resources, time, information, knowledge)? Could things have been done differently?
- What were there synergies among the interventions (global product and country interventions) under review? How did they mutually reinforce each other?
- How well did the ILO coordinate with strategic partners to support the implementation of the programme of work under review?

- To what extent did ILO's support in the targeted countries act as a catalyst and support ILO influence in the country and/or leverage additional resources?
- Were the intervention resources used in an efficient way to address gender equality in the implementation?

5) Effectiveness of management arrangements

- To what extent have management capacities and arrangements supported the achievements of results?
 - Is the project systematically and appropriately monitoring and documenting information to allow for measurement of results, including on gender, at the country and global level?
 - How effective is the project in sharing good practices between country components, south to south learning and communicating success stories and disseminating knowledge internally and externally (including gender-related results and knowledge)?
6. **6) Impact orientation and sustainability of the intervention**
- How is intended long-term impact expressed in relation to the design, implementation and follow-up of the interventions?
 - To what extent have interventions contributed to significant positive changes in Decent Work, notably in the scope of just transition to environmental sustainability?
 - How effectively has the project built national ownership and capacity of people and institutions for systemic and sustainable change?
 - Are national partners willing and able to continue the project after funding ends (technical and institutional sustainability)?
 - Are the gender-related outcomes likely to be sustainable?

4. Methodology

The evaluation will apply a set of mixed-methods analysing both quantitative and qualitative data, and ensure triangulation of information. It will integrate gender analysis on equality other non-discrimination issues as a cross-cutting ILO concern throughout its methodology and all deliverables, including the final report. Data and information should be collected, presented and analysed with appropriate gender disaggregation even if project design did not take gender into account. The evaluator will ensure that opinions and perceptions of women are equally reflected in the interviews and that gender-specific questions are included.

The methodology should include examining the intervention's Theory of Change (or if feasible reconstructing one if the TOC is not in place), specifically in the light of upcoming next phase of the SIDA- ILO partnership and continuation of the ILO work within PAGE. The evaluation methodology should allow an assessment of outcomes and of the likelihood of impact by combining quantitative data with qualitative assessments and case studies that demonstrate and visualize outcomes. The evaluation will use various data collection techniques (e.g. document analysis, interviews, direct observation and surveys) to ensure the validity and reliability of the findings and use a participatory approach involving ILO key stakeholders such as beneficiaries, ILO Tripartite Constituents, ILO staff and strategic partners.

The evaluator may adapt the methodology, subject to the agreement between the evaluation manager and the evaluator during the inception phase. The evaluator will also develop a systematic

survey/questionnaire as part of the inception report to guide the interviews, capture qualitative and quantitative data and ensure objectivity and consistency in interviews in the different countries. This will also help the evaluator identify knowledge gaps that need to be verified and validated through the interviews.

Upon approval of the inception report, the evaluation team will conduct field missions to the countries under review. The evaluator will present preliminary findings to the ILO and the donor. The evaluation will follow the ILO's evaluation policy that adheres to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG).

A. Document review

The evaluator will review all necessary documents to inform the evaluation. Documents may include, but are not limited to:

- Funding Agreement
- Project results frameworks, log frame/logic models and theory of change;
- Annual activities plans;
- Annual progress reports;
- Work plans;
- Management procedures and guidelines;
- Training material;

- Previous evaluations
- Other reports and publications undertaken by the project.

B. Interviews with stakeholders

Interviews with as many and wide-ranging stakeholders as possible should be undertaken to successfully inform the evaluation. The evaluator will prepare an interview guide that includes a list of interview questions for each type of stakeholder. The interview guides should be submitted to the evaluation manager for review. Interviews with stakeholders will be scheduled by designated programme staff. Depending on the circumstances, these interviews will be one-to-one or group interviews.

C. Field visits

The evaluator in consultation with the programme teams, donor and with the evaluation manager will determine which countries will be visited.

During the visits, the consultant will observe the activities and outputs developed by the programme and conduct interviews with ILO constituents involved in the programme and with Sweden Embassy staff in each country. Meetings will be scheduled in advance of the field visits in coordination with ILO-Geneva and with the designated ILO expert at the country level.

The exact itinerary of the field visits will be determined between the evaluator and the ILO, based on scheduling and availability of interviewees. Meetings will be scheduled in advance of the field visit by the programme staff and coordinated by the designated ILO expert at the country level.

D. Survey

A survey can be administered to stakeholders in an effort to ensure that all have the opportunity to share their experiences, particularly if they were unable to participate in a direct interview. The survey will be administered and managed by the evaluator.

E. Stakeholder workshop

Following the field visits, the evaluator will conduct a web-based stakeholder workshop with project staff in headquarters, project teams in the field, donor representatives, and with other stakeholders. All stakeholders will be invited to participate via webinar or Skype (with those that participated in the field visits, interviews and those that could not). ILO will receive the preliminary findings a couple of days before the workshop. The purpose of the stakeholder workshop is to present the main preliminary findings, relay any issues and request for clarification or further information from stakeholders. The meeting's agenda will be prepared by the evaluator in consultation with programme staff and the evaluation manager.

5. Deliverables and structure of the evaluation

Deliverables

The following deliverables are expected by the evaluator:

- **Inception report:** This document constitutes the operational plan of the evaluation, and should be aligned with the ToR. The purpose of the inception report is to ensure that a common understanding and agreement on the TOR is reached. The inception report will comprise the (1) evaluator's work plan indicating timeline, key deliverables and milestones; (2) evaluation approach and methodology; (3) question matrix which outlines the source of data from where the consultant plans to collect information for each evaluation question; and (4) an interview schedule for each field visit and type of key informant interview, including a plan for the interviews and discussions including the list of key stakeholders at HQ and at the country levels to be interviewed, and interview checklists customized by stakeholder groups. The inception report will be submitted by the evaluator to the ILO Evaluation Manager for approval.

- **Draft report:** the evaluation team/consultant should submit a complete and readable draft report to the evaluation manager. The draft report should reflect the evaluative reasoning and critical thinking that were used to draw values-based conclusions following the evidence. The evaluation manager is responsible for checking the quality of the draft report in terms of adequacy and readability. The evaluation manager circulates the report among stakeholders.
- **Final report:** the evaluation manager compiles the comments received and forwards them in a single communication to the evaluator. The evaluator incorporates them as appropriate and submits the final report to the evaluation manager.

Specifications

- Gender equality issues shall be explicitly addressed throughout the evaluation activities of the consultant and all outputs including final reports or events need to be gender mainstreamed as well as included in the evaluation summary.
- The evaluation report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a

specific section on lessons learned and good practices that could be replicated or should be avoided in the future.

- Ownership of data from the evaluation rests exclusively with the ILO. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of the ILO.
- All deliverables must be prepared in English, using Microsoft Word, and delivered electronically to ILO. ILO will have ownership and copyright of all deliverables.
- Deliverables will be regarded as delivered when they have been received electronically by the Evaluation Manager and confirmed acceptance of them.
- Acceptance will be acknowledged only if the deliverable(s) concerned are judged to be in accordance with the requirements set out in the contract, to reflect agreements reached and plans submitted during the contract process, and incorporate or reflect consideration of amendments proposed by ILO.

Structure of the evaluation report

The evaluation report must logically link recommendations to findings and should incorporate the following structure:

- I. Table of Contents
- II. List of figures and tables
- III. List of acronyms

- IV. Executive summary: Provides a brief overview of the evaluation's results
- V. Background and context of PAGE and SIDA-ILO Partnership Programme
- VI. Evaluation objectives
- VII. Methodology and limitations
- VIII. Evaluation findings
- IX. Recommendations:
 - – Must be linked to findings and conclusions
 - – Recommendations must specify (i) level of priority (low, medium or high) (ii) resource implication (low, medium or high), and; (iii) timeframe (short, medium or high)
 - – recommendations are clear, concise, constructive and of relevance to the intended user(s)
 - – recommendations are realistic and actionable (including who is called upon to act and recommended timeframe)
 - – recommendations should be numbered
 - – recommendations should not be more than 12
- X. Conclusions
- XI. Lessons Learned and Good Practices
- XII. Annexes, including but not limited to:
 - – TOR
 - – Question matrix
 - – List of documents reviewed
 - – List of interviewees
 - – ILO lessons learned templates
 - – ILO good practices templates

The total length should be approximately 50 pages for the main report, excluding the executive summary and annexes. For ease of communication between all the

stakeholders, all reports, including drafts, will be written in English. The evaluation report will meet the minimum quality standards as per the evaluation report quality checklist. The final report is subject to final approval by the ILO Evaluation Office (EVAL).

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. The copyrights of the evaluation report rests exclusively with the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

6. Management arrangements and tentative time frame

Management Arrangements

Role of the evaluator

The independent clustered evaluation will be conducted by an independent evaluator. The evaluator can constitute his/her team as he/she sees fit (hiring additional staff from the local countries for example). All members of the evaluation team (including the additional staff) shall thus fall under his/her supervision and responsibility. The independent evaluator is responsible for conducting the evaluation according to the terms of reference (ToR).

The evaluator is responsible for satisfactorily submitting all deliverables according to the agreed timeline. If a component cannot be completed according to the schedule outlined in the TOR, the consultant must inform the ILO Evaluation Manager as soon as possible and propose an alternative timeline.

The evaluator prepares and submits the inception report, draft and final evaluation reports to evaluation manager. The evaluator must be independent and has sole responsibility for the substantive content of the final evaluation report that is in line with EVAL quality requirements and formats. The evaluator will report to the evaluation manager. Any technical, methodological or organizational matters are to be discussed with the evaluation manager, who will consult and coordinate with the relevant counterparts, as appropriate.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by the ILO Evaluation Office.

Role of the evaluation manager

The evaluation will be managed by Ms Janette Murawski as per the ILO policy guidelines on evaluation. Ms Murawski will also manage the recruitment of the independent evaluation consultant (evaluator). In order to ensure independence of the evaluation, all deliverables will be submitted to the evaluation manager (murawski@ilo.org). The evaluator will work closely with both the evaluation manager and the programme team.

Role of the programme team

The programme team is responsible for providing all relevant documents and information to the evaluator and the evaluation manager throughout the evaluation process. The team will coordinate and provide logistical support to the evaluator to help arrange for interviews and field visits.

Role of the Evaluation Office

The Evaluation Office (EVAL) is responsible for ensuring the quality of the evaluation and approving the evaluation report. EVAL will store and makes publicly the evaluation report and related documents in i- eval Discovery, and will initiates the procedure for management response to the evaluation's recommendations.

Proposed timeframe and work plan

The timeline of the evaluation process from the desk review to the submission of the final report will be between January 2020 and April 2020. It is proposed that the field work will take place in February 2020, with a final report by no later than end of March 2020.

Phase	Tasks	Timeframe
I	<ul style="list-style-type: none">▪ Draft, circulate, revise and finalize TORs▪ Recruit external consultant	December 2019
II	<ul style="list-style-type: none">▪ Consultant briefing▪ Desk Review▪ Consultations and interviews with ILO staff and programme officers	January-March 2020
II	<ul style="list-style-type: none">▪ Inception report	13 March 2020
III	<ul style="list-style-type: none">▪ Field visits to intervention sites in selected countries▪ Consultations with national partners	April 2020 <i>(tentative)</i>
IV	<ul style="list-style-type: none">▪ Draft report based on consultations from field visits, interviews, desk review and survey	12 May 2020
V	<ul style="list-style-type: none">▪ Circulate draft report to key stakeholders for comments (2 week review)▪ Consolidate comments of stakeholders and send to evaluator	12 May 2020
VI	<ul style="list-style-type: none">▪ Evaluators send final report including a log that provides explanations when comments from stakeholders were not accepted	29 May 2020

7. Application requirements

Selection of the contractor will be done by the ILO based on a rating system of received proposals. Interested parties should submit a proposal in English containing the following information and documents:

Technical Proposal

1. A short summary of profile and capacity of the Contractor to conduct an evaluation of this nature, and how the contractor intends to complete the work described in the ToRs;
2. The CV(s) of the lead evaluator and other team members that will undertake the work;
3. A timeline with proposed dates for contract start and end dates and tentative dates for country visits (taking into account visa processing process and time required).
4. A proposal setting out the cost for the evaluation including a daily fee (or daily fees in case several team members will be involved in the evaluation), number of work days per staff, and tentative travel costs per mission.

Proposals will be judged based on the following criteria: contextual knowledge, technical specialization, prior experience, clarity and soundness of proposed methodology, language and understanding of the ILO's cross-cutting policy drivers and financial competitiveness.

The successful evaluation consultant or team will be remunerated on an output based total fee. Travel and DSA will be provided in a lump sum and the team will be required to make his or her (their) own travel arrangements for the field missions.

The [ILO Code of Conduct](#) for independent evaluators applies to all evaluation consultants. The selected team/consultant shall sign and return a copy of the code of conduct with the contract.

Requirements of the evaluator(s):

- Adequate Contextual Knowledge of the UN and the ILO
- Adequate Technical Specialization: Demonstrated knowledge and expertise of labour, industrial relations topics and green economies;
- At least 7 years' experience in evaluation policies, programmes and projects;
- Experience conducting evaluations for UN organizations
- Expertise in qualitative and quantitative evaluation methods and an understanding of issues related to validity and reliability;
- Fluency in spoken and written English, French and Spanish and an understanding of ILO cross-cutting issues.

8. Ethical considerations and confidentiality

The evaluation will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. The evaluator will follow the standard Code of Conduct which should be carefully read and signed.

9. Additional documentation

- [ILO Evaluation policy guidelines](#)
- [Checklist 6: Rating the quality of evaluation reports](#)
- [Code of Conduct Form](#)
- [Guidance Note on Evaluation lessons learned and emerging good practices](#)
- [Guidance Note on Integrating gender equality in monitoring and evaluation of projects](#)

- [Guidance Note on Stakeholder participation](#)
- [Checklist 3: Writing the inception report](#)
- [Checklist 5: Preparing the evaluation report](#)
- [Checklist 7: Filling in the EVAL title page](#)
- [Checklist 8: Preparing the evaluation summary for projects](#)
- [SDG related reference material available at: https://www.ilo.org/eval/eval-and-sdgs/lang--en/index.htm](https://www.ilo.org/eval/eval-and-sdgs/lang-en/index.htm)
- [Lessons Learned Template](#)
- [Good Practices Template](#)

Annex 2: List of interviewees consulted

List of interviewees - Green jobs cluster evaluation		
Name	email	Description of position
PAGE		
Secretariat		
Vera Weick	vera.weick@un.org	Based in UNEP, coordinates most of the interagency activities, meetings, etc., and interfaces with the Multi-Partner Trust Fund.
Ronal Gainza Carmenates	ronal.gainza@un.org	GVA: Supports in various capacities, particularly on sustainability planning
HQ level		
Moustapha Kamal Gueye	gueye@ilo.org	Head of Green Jobs, HQ focal point for South Africa
Callie Ham	ham@iloguest.org	Global Coordinator, mid-2018 to early 2020
Regional level (3 regional Green Jobs specialists):		
Ana Sanchez	sanchezab@ilo.org	Mexico City. GJ specialist for LAC, covers PAGE in LAC,
Cristina Martinez	martinezc@ilo.org	GJ specialist for ROAP, Bangkok, covers Asia Pacific)
Faycal Boureima	boureima@ilo.org	GJ specialist for Africa, Abidjan, covers western Africa and progressively covering the other sub-regions
Country level (National Coordinators of 4 ILO lead countries):		
Joaquin Etorena	etorenahormaeche@ilo.org	National Coordinator for PAGE Argentina (ILO is the lead agency) (Buenos Aires)
John Bliiek	bliiek@ilo.org	Enterprise Specialist at the LAC regional office in Lima, took over PAGE coordination in Peru (where ILO is the lead agency)
Seynabou Diouf	seyniasse@gmail.com	Recently took over as PAGE National Coordinator in Senegal (ILO lead country) (Dakar)

Siyanda Siko	siko@ilo.org	National PAGE Coordinator for South Africa (ILO lead country) (Pretoria)
DONORS		
Klas Svensson	Klas.Svensson@sida.se	
Therese Andersson	SIDA	
National partner from South Africa:		
Dr Jenitha Badul	JBadul@environment.gov.za	
Margaret Mabugu	margaret.chitiga@up.ac.za	University of Pretoria
Hameda Deedat	hdeedat@gmail.com	National Labour Economic Development Institute
SIDA		
Moustapha Kamal Gueye	gueye@ilo.org	High level strategy for Sida in general and the global component, as well as background to the work on Ghana and research
Camilla Roman	roman@ilo.org	on selected elements of the global components and technical support to the Ghana Green Jobs strategy
Gideon Mankralo	mankralo@ilo.org	national project officer, Abuja
Interviewees on Green Jobs - Ghana		
Emma Ofori-Agyemang	emmaoforiagyemang@gmail.com	Ministry of Employment and Labour Relations, Director - PPME
Ernest Berko	ekberko@yahoo.com	Ministry of Employment and Labour Relations, Deputy Director - PPME
Interviewees on Green Jobs - Tanzania		
Lukanza, Rukia	lukanza@ilo.org	National Project Officer, Dar es Salaam
Chirove, Jealous	chirove@ilo.org	Employment specialist, Dar es Salaam
Interviewees on Green Jobs and JT Pretoria Office		
Christensen, Jens Dyring	dyring@ilo.org	Sr Specialist, Pretoria
Dahlquist, Matilda	dahlquist@ilo.org	Junior Professional Officer, Pretoria

Annex 3: Interview Guide Template

Background

The ILO Evaluation Office is undertaking an independent evaluation of its operations towards supporting “just transition to environmental sustainability and the green economy”. For this evaluation, the ILO evaluation office has hired two external evaluation consultants who specialize in the evaluation of programmes and projects concerning environmental sustainability. They will be responsible for conducting interviews with key stakeholders who have been involved with ILO interventions under the PAGE and SIDA-ILO partnership programme.

This evaluation began with an inception report being produced on March 13th and will culminate in a final report tentatively due on June 12th, 2020. This clustered independent evaluation will focus on two key ILO cross-cutting policy driver (CCPD) initiatives: The Partnership for Action on Green Economy (PAGE); and, the ILO-SIDA Partnership support to the CCPD on just transition to environmental sustainability. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation. As a clustered evaluation, particular focus will be given to the synergies, coherency and complementarity between PAGE and the SIDA-ILO partnership programme intervention and the scaling up of effects as a result of it, particularly in countries where the two interventions have been implemented.

Interview Questions

Interview questions will be customized depending on the specific country, and for each relevant stakeholder group. They have been grouped according to the evaluation criteria of the ILO evaluation office. The following generic interview guide will be refined both prior to, and during interviews and focus group discussions .

Specific Interview questions- Country Stakeholders

Introductory questions

- What is your name and position?
- How is your organisation/institution involved/engaged with ILO (this can be outside of the scope of CCPD on “just transition” as well)?
- Briefly describe your involvement with the PAGE programme and/or the SIDA-ILO Partnership programme for support on “just transition to environmental sustainability”?

Relevance

- How effectively, in your opinion, has the ILO supported (through either PAGE or the support provided through the SIDA-ILO partnership programme) the needs of your institution/organisation?
- Has this support been specific and tailored to the requirements of your given context?
- Has support from ILO complimented other national priorities/initiatives ? How effectively?

Validity of design

- Has ILO support (through either PAGE or the SIDA-ILO partnership programme) linked to other previous initiatives in your country context?
- To what extent has ILO support, (through either PAGE or the SIDA-ILO partnership programme) contributed to social dialogue, participation and transparent decision-making?

Intervention Progress

- In your view what has been the top 2-3 achievements in your country since it started receiving support on “just transition to environmental sustainability” from ILO ?
- What policy reforms have been realized in your given country/context that could be considered as contributing to the mission of a “just transition to environmental sustainability and green jobs”?
- Have you realized any other co-benefits that have emerged due to ILO support outside of the original goals of the intervention?
- What bottlenecks have you experienced thus far in successfully implementing/achieving the objectives of the intervention?

Efficiency

- Has the support/interventions from ILO on “just transition to environmental sustainability” been able to build off of other such initiatives? To what extent has it complimented other intervention/policy reforms in your country?
- Has ILO support, through either PAGE or the SIDA-ILO Partnership programme, lead to any other funding/assistance sources? This could be either with ILO or any other institution/stakeholder?

Effectiveness of management results

- Is the current operational structure (at the national, regional and global level) fit to support the implementation of PAGE in your country? What are the pros and cons of the current operational structure ?
- Has there been the opportunity to learn from other ILO supported initiatives within the realm of environmental sustainability and green jobs? This could be through knowledge sharing workshops/events, south-south dialogues, knowledge product dissemination?

Impact Orientation and sustainability

- Please describe any lessons learned from your experience with ILO interventions either under PAGE or the SIDA-ILO partnership on “just transition to environmental sustainability”?
- Has the intervention/support from ILO resulted in increased capacity building of people and the institution as a whole?
- To what extent will you be able to continue the project after funding ends (technical and institutional sustainability)?

Specific Interview questions- Donors

Relevance

- To what extent does the SIDA-ILO partnership support on “just transition to environmental sustainability” contribute to SIDA objectives?

Validity of Design

- From a donor’s perspective, have the outcomes/goals of the given interventions been clearly captured in project design?
- To what extent have these results been reported back to you?

Intervention Progress

- Since funding was agreed upon with the SIDA-ILO partnership programme, has the programme/projects stayed on track in achieving their goals?
- In your view what has been the top 2-3 achievements from the SIDA-ILO partnership programme?
- What has been the biggest obstacle, from a donor’s perspective, since funds were disbursed?
- What has been the feedback from country level stakeholders who have received support through the SIDA-ILO partnership programme?

Efficiency

- To what extent do you believe there is complementarity between the project activities in country (receiving SIDA-ILO partnership programme support on “just transition to environmental sustainability”) and other initiatives?
- Has the SIDA.ILO partnership programme on “just transition” been cost-effective from your standpoint as a donor?
- Have there been any delays in reporting results/achievements back to you as the donor?

Effectiveness of management arrangements

- Have lines of communication and responsibility for project activities been clearly articulated and communicated with you as the donor?
- In your opinion has the production and use of knowledge products (that were introduced due to the SIDA-ILO partnership) been effective?

Impact Orientation and sustainability

- Please describe any lessons learned, from a donor’s perspective, that were encountered during this phase of the SIDA-ILO partnership programme?
- Do you believe that the long-term sustainability of the interventions will continue once the SIDA-ILO partnership programme ceases its funding for the intervention?
- What are key 2-3 key needs / recommendations going forward to ensure the success of the ILO CCPD on “just transition to environmental sustainability and the green economy”?

Specific Interview questions- Project Staff/Teams

Introductory questions

- What is your name and position?

- How is your organisation/institution involved/engaged with ILO (this can be outside of the scope of CCPD on “just transition” as well)?
- Briefly describe your involvement with the PAGE programme and/or the SIDA-ILO Partnership programme for support to “just transition to environmental sustainability”?

Relevance

- What tools were used during the decision/targeting process for the given projects/interventions?
- To what extent have activities under both the SIDA-ILO partnership programme and PAGE sought to build off of other ILO initiatives in the given country context?

Validity of design

- How effectively have national priorities/country ownership been built into the project design?
- Are systems in place to capture outcomes for activities of the project? If yes, what are these?
- How has tripartism been factored into project design? Please provide some examples.
- How effectively have other ILO themes (such as international labour standards, social dialogue, gender equality and non-discrimination), been factored into project activities, could you provide examples?
- Were project activities clear with realistic timetables and were the roles of each project stakeholder properly spelt out?
- Have elements from the DWCP been considered into the design of the interventions under the CCPD on “just transition”?

Intervention Progress

- Since funding was disbursed, has the programme/projects stayed on track in achieving their goals?
- What has been the biggest obstacle faced thus far in the implementation of the project and its activities?
- Have you realized any other co-benefits that have emerged due to ILO support outside of the original goals of the intervention?

Efficiency

- To what extent has the projects/activities been able to leverage other ILO interventions/work streams at the country level?
- Have there been any issues with the disbursement of funds for project activities?
- Has ILO support (through either PAGE or SID-ILO partnership) resulted in increasing ILOs influence in the country and/or region? Any examples?

Effectiveness of management arrangements

- Is the current operational structure (at the national, regional and global level) fit to support the implementation of PAGE in your country? What are the pros and cons of the current operational structure ?
- Have there been adequate resources allocated to the design, implementation and monitoring of project activities under the CCPD for “just transition”?

Impact Orientation and sustainability

- Please describe any lessons learned from your experience with ILO interventions either under PAGE or the SIDA-ILO partnership on “just transition to environmental sustainability”?
- What are key 2-3 key needs / recommendations going forward to ensure the success of the ILO CCPD on “just transition to environmental sustainability and the green economy”?