



Evaluation Summary



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

Quick Facts

Countries: SIDA-ILO Partnership Programme:
Ghana, Tanzania,
PAGE: South Africa, Senegal, Peru,
Argentina

Final Evaluation: June 2020

Evaluation Type: Independent, clustered

Administrative Office: Green Jobs

Technical Office: Green Jobs

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Project Code: GLO/18/57SWE;
TZA/18/51/SWE;GHA/18/51/SWE;
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Office, UNDP (\$2,826,937)

Keywords: Environmental sustainability,
just transition, green economy, green jobs

Background & Context

Summary of the project purpose, logic and structure

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 8. 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 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).

Main Findings and conclusions

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. 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.

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.

Effectiveness: 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.

Efficiency: 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.

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.

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 1¹ 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.
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.**

¹ “Countries have reinforced and integrated inclusive green economy (IGE) goals and targets into SDG aligned national

economic and development planning through multi-stakeholder collaboration”

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.