

SECTOR Notes

Framework for monitoring and evaluation of ILO Sectoral Activities Action Programmes

Achim Engelhardt

**Monitoring and Evaluation consultant
Lotus M&E Group**

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Foreword and acknowledgements

The present paper is the second in a series of research and briefing notes on topical issues in various sectoral activities covered by the Sectoral Activities Programme of the ILO. The intention of this note is to provide information on the methodological approach to monitoring and evaluation of Sectoral Activities Action Programmes.

Sectoral Activities Action Programmes are a mix of research, technical advice, technical cooperation and sectoral social dialogue. Organized at either the national or regional level, these programmes address sectoral issues that are of high priority to the ILO's constituents.

Nine Sectoral Action Programmes have been carried out since their inception in 2004, covering a broad scope of subject matters in different economic sectors and applying a variety of methods and approaches in the participating countries. The present framework has been developed based on effective monitoring and evaluation methodologies and international practice, and building on the experiences and lessons learnt from the first generation action programmes. It is intended to assist in the efficient design, management and evaluation of Sectoral action programmes.

The framework has been developed by Dr. Achim Engelhardt, Monitoring and Evaluation Expert, Lotus M&E Group (www.lotus-group.org), in close collaboration with the ILO Sectoral Specialists involved in Action Programmes. We would like to acknowledge Dr. Engelhardt's competent expertise and constructive cooperation with the ILO. We are also grateful to Ms. Folke Kayser, ILO Evaluation Unit, for her support and valuable comments throughout the development of this paper.

Elizabeth Tinoco
Chief
Sectoral Activities Branch

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Executive summary

Building on monitoring and evaluation (M&E) elements for Action Programmes (AP) elaborated in document GB.294/STM/2, the proposed results-based monitoring and self-evaluation concept goes beyond the approach of using self-evaluations at the end of the project cycle, and is intended as a cost-effective management tool throughout the AP cycle.

According to document GB.294/STM/2, the assumption behind the design and implementation of APs is to stimulate change. The analysis of APs in 2004-05 and 2006-07 revealed that there are many common components across all APs as regards steps of change envisaged through the ILO's investment in APs, including establishing a baseline. On this basis, a change pathway was constructed retrospectively, endorsing key elements of the evaluation framework outlined in document GB.294/STM/2. The steps in this change pathway are: functioning social dialogue; assessments or reports serving as a baseline; addressing key objectives of the AP; establishment of a Plan of Action; development and adoption of new measures; and follow-up, replication and dissemination.

Overall, the concept for monitoring and self-evaluation of APs comprises three elements: (a) the results-based monitoring framework based on the change pathway, (b) a checklist for contribution to the ILO's operational objectives and immediate outcomes (especially 4c/d) and (c) a stakeholder questionnaire for self-evaluation.

(a) The results-based monitoring framework contains baseline data, generic SMART¹ AP indicators and AP-specific milestones. The purpose of the results-based monitoring framework is six-fold: to monitor performance, assess achievement of objectives, facilitate dialogue with constituents, encourage learning, facilitate decision-making based on evidence and provide quality data to facilitate cost-effective self-evaluations.

(b) The checklist for contribution to the ILO's operational objectives/ immediate outcomes (notably 4c/4d) ensures that at the design stage APs comply with ILO objectives. A user-friendly checklist is designed for that purpose.

(c) For the self-evaluation of APs, a stakeholder questionnaire is proposed. In addition, quantifiable targets are specified for the APs, building on GB.294/STM/2.

Self-evaluation of APs is based on OECD/DAC evaluation criteria, also adopted by the ILO Evaluation Unit (EVAL), and criteria emerging from previous AP self-evaluations. Proposed criteria cover efficiency, effectiveness, relevance, impact, sustainability/adoption, quality and value added.

The self-evaluation questionnaire is in two parts, targeted at two internal and external clients respectively. The purpose of the self-evaluation questionnaire is to review the design and implementation of APs and to verify the achievement of objectives.

The evaluation framework proposed in document GB.294/STM/2 serves as a useful starting point, given the wide consultation process that was part of its design; that approach is further elaborated in the present document. It is proposed to build upon the specific targets agreed in document GB.294/STM/2, complemented by qualitative data about constituents' satisfaction.

¹ Specific, measurable, achievable, relevant and time-bound.

1. Introduction

This paper is intended to provide the ILO's Sectoral Activities Branch and the Sectoral and Technical Meetings Committee of the Governing Body with a design for a generic conceptual framework for monitoring and evaluation of ILO Sectoral Activities Action Programmes (AP). It also includes the adaptation of the framework for evaluating the three APs in the Health services, Public services and Telecommunications services sectors (2006-2007).

2. Methodology

For the purpose of designing the conceptual M&E framework, a desk study was carried out of AP design documents and evaluations, including the initial Governing Body documents introducing the APs to the ILO² and follow-up reporting on APs to the Governing Body, the ILO's Programme and budget for 2004-05, 2006-07 and 2008-09, design documents for APs in Health services, Public services and Telecommunications services sectors, and all five previous evaluations of the first generation APs³. Document GB.294/STM/2 was a key document for the present paper, providing an outline for an evaluation framework with indicators for APs, as were the ILO's guidance materials on monitoring and evaluation (M&E)⁴.

The review helped to match existing good practice in the APs with generic M&E practices in the ILO, outside the organization and even beyond the UN system. This paper used the following for guidance:

- Guiding principles of ILO evaluation policy⁵;
- ILO evaluation guidance⁶
- United Nations Evaluation Group's Norms for evaluation in the UN system, also adopted by the ILO⁷; and
- International good practice applied for results-based M&E frameworks in bilateral donor organizations like DFID and the EC.

² GB. 282/STM/1/1; GB.286/STM/1; GB.286/16.

³ Agriculture; Construction; Education; Textiles, Clothing and Footwear; Hotels, Catering and Tourism;

⁴ See footnotes 4 and 5; a full list of ILO documents reviewed is attached in Annex 1.

⁵ GB.294/PFA/8/4, 294th Session, November 2005.

⁶ ILO Evaluation guidance, Monitoring and Evaluation Planning for Projects, ILO Evaluation Unit, April 2006.

⁷ United Nations Evaluation Group (UNEG) *Norms for Evaluation in the UN System*, 2005, available at <http://www.uneval.org/index.cfm?module=Library&page=Document&DocumentID=5550> .

3. Definitions of monitoring and evaluation

Before elaborating on monitoring and evaluation in APs, it is worth clarifying the concepts of monitoring and evaluation as presented in Boxes 1 and 2⁸.

Monitoring and evaluation are often mentioned jointly under the acronym “M&E”, but although they are complementary functions, they also have clearly distinguishable characteristics and vary in timing, depth and purpose, and according to who does them.

Box 1: Definition of monitoring

A continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.

Source: OECD, 2002

Monitoring is a regular part of project or programme management to “keep on course”⁹ in order to reach the agreed destination. It focuses on project implementation by comparing delivery information with the planned objectives. On the other hand, evaluation takes a broader perspective, reviewing the context and the achievement of the project or programme and reflecting on whether the course set was the best one to reach the destination.

Box 2: Definition of evaluation

The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors.

Source: OECD, 2002

For the purpose of evaluating APs, the approach of self-evaluation is proposed. In contrast to external independent evaluations, self-evaluation can be undertaken internally and is therefore compatible with the APs’ overall limited budget.

4. Why results-based monitoring matters for useful self-evaluations

Although they are distinct activities, monitoring and self-evaluation are inter-related. Self-evaluations draw on monitoring reports to discover what happened during the implementation of the project and to understand why things happened as they did. Useful self-evaluations depend on the collection of baseline data and on accurate recording of progress derived from effective monitoring systems.

⁸ Based on Glossary of key terms in evaluation and results-based management (Trilingual version: English, French, Spanish). OECD, 2002 (www.oecd.org/dac/evaluation) and on Draft UNODC evaluation policy, 2007, written by Pierce and Engelhardt, unpublished.

⁹ Guidance on evaluation and review for DFID staff, July 2005, written by Pierce, Engelhardt and Flores www.dfid.gov.uk/aboutdfid/performance/files/guidance-evaluation.pdf.

While building on M&E elements elaborated in document GB.294/STM/2, the proposed results-based monitoring framework goes beyond the approach of using self-evaluations at the end of the project cycle, and is intended as a management tool for use throughout the AP cycle.

A standardized approach to monitoring will help to improve the quality and comparability of subsequent self-evaluations of APs in ILO. Monitoring starts right at the beginning of AP design, covering the full programme cycle up to its finalization. A structured approach to regular results-based monitoring facilitates cost-effective self-evaluations, without compromising on quality; results-based monitoring focuses on achievement of results¹⁰.

The role of self-evaluation in such an approach is to validate progress towards results presented in the results-based monitoring framework while at the same time covering design and implementation. Sector-specific differences need to be appreciated when monitoring APs, but there are a number of common indicators that facilitate the standardization of monitoring.

5. Monitoring APs: Learning from good practice

Design and evaluation documents for the first generation APs, design documents for the second generation APs¹¹ and document GB.294/STM/2 are rich sources of indicators used for both monitoring and self-evaluation of APs. While an overall monitoring framework for APs does not exist, commonalities emerge in the selection of indicators. Details are presented in section 5.1.

The analysis of APs revealed that an integrated results-based monitoring framework is feasible for monitoring based on a change pathway containing SMART¹² progress indicators applied across APs and AP-specific milestones. It also showed that it may be difficult to establish baselines for performance measurements of Action Programmes prior to launching them, and that there may be other ways to capture unquantifiable and subjective evidence such as developing trust and a culture of dialogue among social partners, that lead to less tangible outcomes than Action plans, for example.

Box 3: Concept of change pathway

According to document GB.294/STM/2 the assumption behind the design and implementation of APs is to stimulate **change**. The analysis of common components of APs in 2004-05 and 2006-07 revealed that there are many common components across all APs as regards steps of change envisaged through the ILO's investment in APs, including establishing a baseline, as shown in Annex 3. On this basis a **change pathway** was constructed retrospectively, endorsing key elements of the evaluation framework outlined in document GB.294/STM/2. The steps in this change pathway are listed in box 3. Colour-coding helps to understand the progressive character of these steps, which are partly or fully designed for in APs but always commonly shared among stakeholders as the starting point of APs.

Change pathway
Social dialogue functioning
Key objectives agreed/addressed
Assessment/report as baseline
Plan of action established
New measures developed/adopted
Follow-up, replication, dissemination

¹⁰ ILO Evaluation guidance, Monitoring and Evaluation Planning for Projects, ILO Evaluation Unit, April 2006.

¹¹ First generation APs were implemented 2004-2005; second generation 2006-2007.

¹² Specific, measurable, achievable, relevant and time-bound.

The concept of change pathway is further specified in section 5.2 and the results-based monitoring framework explained in section 5.3. However, while most APs use the same intervention logic and similar planned change pathways, they may start and end at very different points in that pathway. In some sectors, a final result may be adopting and implementing a new policy, while in others the constituents may feel that meeting and agreeing on a few specific points would be a considerable achievement.

While SMART indicators used in the results-based monitoring framework tend to focus on quantitative data, self-evaluation will provide an opportunity to fully appreciate qualitative data, for example processes of achieving tangible results through establishing dialogue and trust.

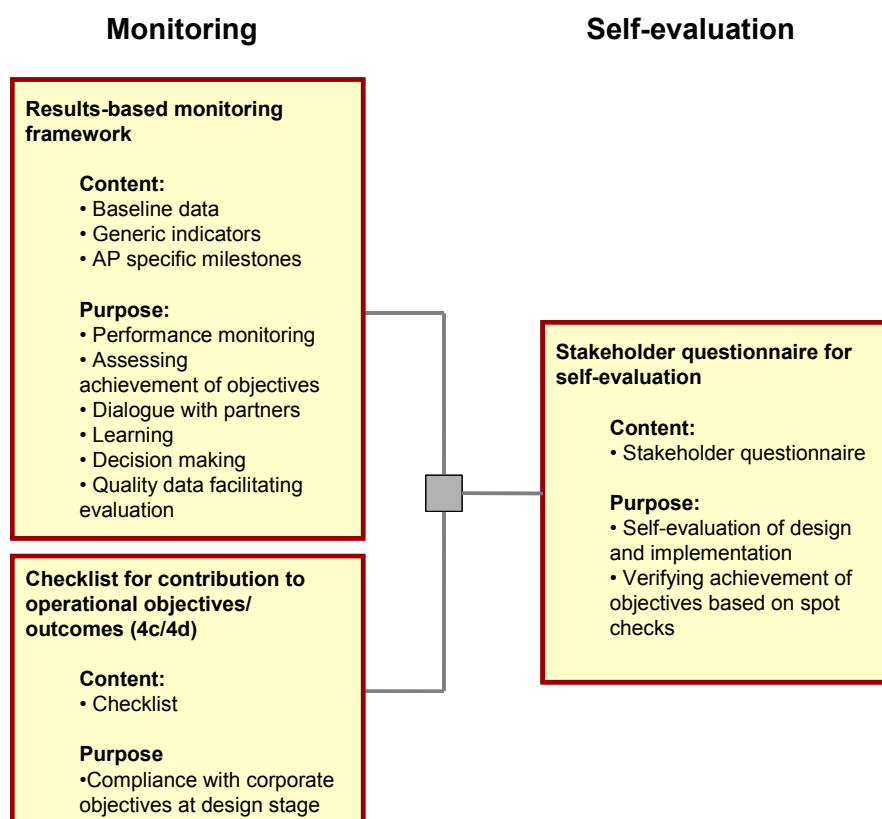
At the level of the ILO's programme and budget, biennial strategic objectives with indicators and targets are outlined. The review of the programme and budget documents showed that a new set of indicators is applied in each biennium. Hence in section 5.4 it is proposed to apply such indicators as a checklist that are available at the point of designing APs. At the branch level of SECTOR, this checklist serves to assess whether biennial objectives and indicators are considered in the design of APs. Verification of implementation can be undertaken when evaluating the APs.

In the following sections, the elements of AP monitoring are listed and explained:

- 5.1. Common SMART or other indicators based on change pathway
- 5.2 AP-specific milestones to mark intermediate steps of progress based on activities
- 5.3 Results based monitoring framework integrating indicators and milestones
- 5.4 Checklist for contribution to SECTOR relevant ILO specific operational objectives / immediate outcomes (4c/4d)

The proposed approach to monitoring and self-evaluation is shown in Figure 1.

Figure 1: Integrated approach to monitoring and self-evaluation of APs



5.1 Common SMART progress indicators based on change pathway

The essential differences between the APs are at the level of the baseline conditions before the AP commences, the activities themselves, the processes of how to reach these steps of change, and the comprehensiveness of the change process.

These steps of change or “change pathway” constitute the basis of the APs results-based monitoring framework as they entail progress indicators: each step in the change process serves as an indicator. It is of utmost importance that the steps of change are discussed and agreed upon among key stakeholders as part of the AP design, including the comprehensiveness of the change process. Then a baseline should be established as part of the initial steps of the change process¹³. If possible, baseline data should be disaggregated by gender.

¹³ Even though establishing a baseline might appear complex in some APs, there are cost-effective ways to do so, for example perceptions surveys among the constituents.

The preference for results indicators over activity indicators is deliberate, so as to strengthen the relevance of the APs monitoring framework and to make it truly “results-based”. Some activities can serve as milestones, as further specified in section 5.2.

Figure 2 outlines common steps of change rather than prescribing the design of APs. These steps might follow the outlined sequence or might vary slightly and might comprise the entire change process or parts of it, as shown in Figure 2.

Based on the above analysis and good practices applied in bilateral donors’ research programmes like that used by DFID, a change pathway was designed for APs and integrated in a results-based monitoring framework.

The value of the change pathway as a basis for the results-based monitoring framework is four-fold:

- a) It serves to sharpen results-based AP design, shared by a common understanding of local constituents and the ILO;
- b) Monitoring is based on change processes common across APs;
- c) Capturing baseline data is part of the change pathway; and
- d) Progress can be compared across APs to facilitate learning lessons from experience.

5.2 AP-specific milestones to mark intermediate steps of progress based on activities

Time-bound milestones are intermediate steps of progress that are linked to activities and serve to track the process of achieving the steps of change. A specific example of the difference between milestones and indicators based on the change pathway is provided in the monitoring framework in Figures 2 and 3 using the same Excel spreadsheet. Essentially, indicators are common across APs, while milestones fully appreciate the uniqueness of each AP. The indicators presented in Figure 2 provide a quick overview for busy decision-makers. The full results-based monitoring framework shown in Figure 3 serves operational managers, counterparts and stakeholders as a basis for discussing progress made in the AP against agreed milestones and indicators.

5.3. Results-based monitoring framework integrating indicators and milestones

Results-based monitoring frameworks help to capture and systematize data derived from the regular monitoring process. The frameworks help to identify lessons learned during the process, and ultimately constitute the basis for self-evaluations suitable to small programmes.

A sample framework is presented using a standard Excel spreadsheet in Figures 2 and 3 with standard grouping functions applied on one spreadsheet. The proposed target dates serve as examples and are purely for illustrative purposes only.

Figure 2: Results-based monitoring framework including indicators (indicative example)

	Target dates	Progress	Data source	Comments on Progress/challenges	Actions to mitigate challenges	Responsible person
Results-based monitoring framework		<div style="display: inline-block; width: 10px; height: 10px; background-color: green; border: 1px solid black;"></div> <div style="display: inline-block; width: 10px; height: 10px; background-color: yellow; border: 1px solid black;"></div> <div style="display: inline-block; width: 10px; height: 10px; background-color: red; border: 1px solid black;"></div>				
AP compatible with DWCP						
Social dialogue functioning	Month 6-12					
Key AP objectives agreed/addressed	Month 6-12					
Assessment/report as baseline	Month 6-12					
Plan of action established	Month 15					
New measures developed/adopted	Month 18 - 24					
Follow-up, replication, dissemination	Month 24 -36					

Applying a user-friendly colour code, for example a traffic-light system facilitates the assessment of progress in the progress column. Alternatively an easy scoring system could be applied. Comments on progress should be provided as a narrative and data sources to verify progress should be specified. Persons responsible for tackling possible problems should also be identified. The process of using the framework at key stages of the AP is an opportunity for an ongoing dialogue between the AP manager and partners.

Figures 2 and 3 are samples. Each AP will have slightly different starting conditions and expected results, often also varying among the participating countries. The results-based monitoring framework should be adapted accordingly.

Figure 3: Full sample of results-based monitoring framework including indicators and milestones (indicative example)

	Target dates	Progress	Data source	Comments on Progress/challenges	Actions to mitigate challenges	Responsible person
Results-based monitoring framework						
AP compatible with DWCP						
Milestone 1: Dialogue with CO started	Month 0					
Milestone 2: Agreement about usefulness of AP for CO's DWCP	Month 0					
Milestone 3: Agreement about involving CO at key stages of AP						
Milestone 4: Country selection & government agreement/commitment	Month 0					
Milestone 5: ILO country office support assured in practice						
Social dialogue functioning						
Milestone 1: Kick off workshop held with full participation	Month 2					
Milestone 2: Social dialogue started in all 4 countries	Month 3					
Milestone 3: Repeated meetings with full tripartite participation	Month 4					
Key AP objectives agreed/addressed						
Milestone 1: Formulation of country specific AP objectives	Month 6-12					
Milestone 2: Identify priority area or subject to be addressed	Month 6-12					
Assessment/report as baseline						
Milestone 1: Availability of baseline data under review	Month 6					
Milestone 2: TOR for assessment/report finalised	Month 6					
Milestone 3: Draft assessment/report completed	Month 10					
Plan of action established						
Milestone 1: Tripartite follow-up successful	Month 15					
Milestone 2: Draft Action Plan completed	Month 6-12					
Milestone 3: Tripartite adoption of plan of action	Month 15					
New measures developed/adopted						
Milestone 1: Action Plan implemented by identifying appropriate options	Month 18 - 24					
Milestone 2: Relevant research undertaken in 4 countries	Month 15-18					
Milestone 3: Continued tripartite/stakeholder dialogue discussing research results (or other activity results)	Month 18 - 24					
Milestone 4: Development/formulation of strategies, recommendations for policy options, drafting of guidelines or other output/outcome	Month 24					
Follow-up, replication, dissemination						
Milestone 1: Formulation of follow-up objectives and plan of action	Month 24 -36					
Milestone 2: Selection of countries for follow-up, lead by demand	Month 25					
Milestone 3: Strategy for country ownership strengthening	Month 28					
Milestone 4: Output/outcome dissemination	Month 28-30					
Milestone 4: Output/outcome dissemination	Month 36					

Key: CO = Country Office

5.4 Checklist for contribution to the relevant ILO operational objective/ immediate outcome (4c/4d)

The integration of indicators specified for the operational objective/ immediate outcome applicable to SECTOR work of the ILO's biennial programme and budget into the results-based monitoring framework was intended, but subsequently abandoned. While it is very important to link the monitoring of APs to overarching strategic planning in ILO, new and often very specific sets of indicators have been introduced during the last three biennial programmes and budgets. In 2006-07 for example, there was a strong focus on maritime matters that did not relate to any APs. Hence the "moving of goalposts" needs to be carefully considered in the AP's monitoring. For the biennium 2008-09, based on the ILO concept of results-based management operational objectives and outcomes have been replaced by the introduction of intermediate and immediate outcomes.

A user-friendly checklist to verify the contribution of APs to the biennial programme and budget's operational objective 4c (2006-07) or immediate outcome 4d (2008-09) respectively, is proposed, rather than introducing the indicators in the results-based monitoring framework.

This checklist should be applied at branch level of SECTOR to provide an overview of all APs' contribution at the stage of AP design.

For operational objectives/ immediate outcomes relating to the biennia 2006-07 and 2008-09, proposed checklists are presented in Figures 4 and 5. It should also be borne in mind that Action Programmes may address operational objectives and outcomes relating to Employment, Labour Standards or Social Protection, and not only those related to Social Dialogue, depending on constituents requests for APs.

Figure 4: Checklist of contribution to operational objective 4c 2006-07

	Indicator	Target	AP 1	AP 2	AP 3
For AP's designed in 2006-07					
Outcome 4c. 1: Improved labour and social outcomes in specific sectors	(i) Constituents use social dialogue to target and take effective action to improve social and labour outcomes in specific economic sectors within a member State.	Target: 20 countries.	x countries	x countries	x countries
	(ii) Member States ratify the consolidated Convention on maritime labour standards if adopted	Target: 5 countries.	x countries	x countries	x countries
	(iii) Member States ratify the Convention on fishing if adopted.	Target: 8 countries.	x countries	x countries	x countries
	(iv) Member States ratify the Seafarers' Identity Documents Convention (Revised), 2003, (No. 185).4	Target: 10 countries.	x countries	x countries	x countries
	(v) Constituents take action to implement sectoral codes of practice and guidelines.	Target: 10 countries.	x countries	x countries	x countries

Figure 5: Checklist of contribution to immediate outcome 4d. 2 2008-09

	Indicator	Target	AP 1	AP 2	AP 3
Immediate outcome 4d. 2: Increase constituent capacity to develop policies or programmes focused on improving labour and social conditions in specific sectors	Number of cases in which constituents apply ILO technical assistance, training or tools to ratify sectoral Conventions	20 cases, across 4 regions	x cases in x regions	x cases in x regions	x cases in x regions
	Number of cases in which constituents apply ILO technical assistance, training or tools to develop policies based on sectoral codes of practice or guidelines	8 cases, across 4 regions	x cases in x regions	x cases in x regions	x cases in x regions
	Number of cases in which constituents apply ILO technical assistance, training or tools to develop national tripartite plans of action on sector specific issues	8 cases, across 4 regions	x cases in x regions	x cases in x regions	x cases in x regions

6. AP self-evaluation approach

Evaluations often come at the end of projects or programmes, and are strong on accountability but less useful for lesson-learning at that specific point in the intervention cycle. In addition, costs for evaluation of around 2 to 3 per cent of total programme costs, according to international practice, mean that for small programmes like APs, a suitable evaluation approach is essential, as rightly stated in document GB.294/STM2 and endorsed by comments received on this paper from EVAL.

The evaluation framework proposed in document GB.294/STM/2 serves as an useful starting point, given the wide consultation process that was part of its design; that approach is further elaborated in the present section. It is proposed to build upon the specific targets agreed in document GB.294/STM/2 complemented by qualitative data about constituents' satisfaction:

1. Social dialogue promoted in all participating countries; National Steering Groups established in 70% of countries
2. Assessment/reports as baseline in 100% of countries
3. Key objectives addressed in 50% of countries
4. National Action Plans in 50% of countries

5. New measures developed/adopted by 25% of participating countries
6. Follow-up, replication and dissemination in at least 1 country

Targets 1, 4 and 5 taken from document GB.294/STM/2 correspond to indicators in the proposed results-based monitoring framework. In addition, constituents' satisfaction with progress made towards each of the targets achieved should be assessed, if possible disaggregated by gender. AP-specific indicators are listed in Annex 3.

The proposed results-based monitoring system is aimed to facilitate the self-evaluation of APs significantly, by systematically providing data related to the achievement of objectives. A semi-structured questionnaire will supplement the proposed self-evaluation approach.

Section 4 points out that useful evaluations depend on the collection of baseline data and sound records of progress derived from effective monitoring systems. Both baseline data and sound monitoring data is provided for in the proposed results-based monitoring framework for APs. This approach appreciates the proportionality of AP self-evaluations and ensures their cost-effectiveness.

The self-evaluation of the APs objectives as presented in the design documents will be straightforward and swift thanks to the structured and readily available data contained in the results-based monitoring framework for APs. The role of self-evaluation would be confined to the verification of data.

For more in-depth self-evaluations going beyond the planned achievement of objectives but also targeting design and implementation issues, a standard set of evaluation questions is proposed. It is good practice for APs to formulate key evaluation questions based on the United Nations Evaluation Group's Norms for evaluation in the UN system as shown in box 4. These questions are crosscutting and applicable for all current and future APs.

Box 4: Three key self-evaluation questions¹⁴

1) Are we doing the right thing?

Evaluation examines the **rationale** for the intervention, looks at the **relevance** of the intervention and assesses the **satisfaction** of intended beneficiaries.

2) Are we doing things in the right way?

Evaluation also assesses the **effectiveness** of achieving expected results. It examines **efficiency** in the use of inputs to yield results.

3) Are there better ways of achieving the results?

Finally, evaluation looks at alternative ways of achieving the same results. This relates to what has been learned and identifies **good practice** for future application.

Based on the above evaluation questions, more AP-specific evaluation questions have been formulated for a questionnaire survey, using the OECD/DAC evaluation criteria as a benchmark and adapted to the APs as presented in Annex 4. Considering gender aspects in the survey might add value to the self-evaluation exercise.

Proposed self-evaluation criteria cover efficiency, effectiveness, relevance, impact, sustainability/adoption, quality and value added. The latter refers to the purpose of APs specified in documentation when the Governing Body reviewed APs.¹⁵ Quality seems to be

¹⁴ In line with UNEG: Norms for Evaluation in the UN System, April 2005, pp. 4-5, <http://www.uneval.org/index.cfm?module=Library&page=Document&DocumentID=5550>.

¹⁵ GB.292/STM/1, 292nd Session, March 2005.

a crucial issue, reflected in the key lesson learned in the evaluation of first generation APs, i.e. AP design documents and evaluations were the main source for selecting the proposed criteria. For a better understanding of the use of these criteria, sample questions have been formulated, often based on questions applied in previous AP evaluations. The evaluation questions presented in Annex 4 are targeted at internal and external audiences, according to the ILO Evaluation Unit's classification of evaluation clients.¹⁶

¹⁶ ILO Evaluation Guidance: Concept and Policies of Project Evaluations, ILO Evaluation Unit, April 2006.

Annex 1: ILO documents reviewed

ILO Action Programme on Skills and employability in telecommunications services in sub-Saharan Africa, undated.

ILO Action Programme on Skills and employability in telecommunications services in sub-Saharan Africa: Cameroon

<http://www.ilo.org/public/english/dialogue/sector/sectors/postal/iloact.htm> .

ILO Action Programme on Skills and employability in telecommunications services in sub-Saharan Africa: ILO training in Cameroun on "employability and skills in the telecom industry", <http://www.ilo.org/public/english/dialogue/sector/sectors/postal.htm> .

ILO Action Programme on Skills and employability in telecommunications services in sub-Saharan Africa: Tanzania

<http://www.ilo.org/public/english/dialogue/sector/sectors/postal.htm> and

<http://www.uniglobalunion.org/uniafrican.nsf/c790aa8dfc4a5c68c1256894002182d6/279d81128388e92fc125724c003b95df?OpenDocument>

ILO Action Programme on Skills and employability in telecommunications services in sub-Saharan Africa: Zambia

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Annex 2: Structural analysis of common AP process components, named change pathway

For the table used in this annex a color code is applied. The darker the color, the further change was planned for in the AP design.

Change pathway	Agriculture	Construction	Education	Textiles (Morocco)	Tourism	Health Services	Public services	Telecommunications Services
Social dialogue strengthened	Social dialogue	Create a tripartite social dialogue	Social dialogue strengthened	Social dialogue	Functioning process of social sector dialogue	Action Plan	Social dialogue	Social dialogue
Assessment/report as baseline	Agreed National Action Plans	Create a tripartite National Steering Committee	National assessment report (baseline)	Plan of action	Preparation of plan of action	Social dialogue	Human resource strategies	Sectoral Action Plan
Plan of action established	Adopt new or modified measures (legislation, guidelines, sectoral policy) within 24 months	NSC adopting plan of action	Transform policy options into reforms (legislation prepared/ adopted/implemented)	Impact of the plan of action on future dialogue	Implementation of activities	Data improvement		Skills and employability improved
New measures developed or adopted		Explore additional funding options	Uptake and replication: Participating countries engage in sub-regional policy dialogue	Role of the programme in integrating social dimension into sectoral development strategy	Results of activities and relevance to social & economic development of sector			
Follow-up, replication, dissemination		Ensure sustainability of AP	Dissemination: ILO global reporting	Perceptions of concept at sectoral level	Impact: social and labour benefits	Strategy development		
			Dissemination	Upscaling: additional funding ensured		Dissemination of strategies and best practices		

Annex 3: Sector-specific indicators applicable to action programmes 2006-07

The following specific indicators are contained in the “Evaluation framework and indicators for Sectoral Action Programmes”, GB.294/STM/2. In addition the relevant generic indicators specified in the Programme and Budget 2006-07 apply.

Specific indicators:

Health services

1. Ongoing social dialogue involving the social partners with the different government agencies concerned with the migration of health care workers results in adopted policy or administrative measures in at least 50 per cent of the participating countries within 24 months of the beginning of the Action Programme.
2. Capacity is built in at least 50 per cent of the participating countries over 24 months in order to improve the compilation of data on the flows of migrant health care workers both into and out of the countries.

Public services

1. Fifty per cent of participating countries have established a national social dialogue mechanism for public services and for public service reform.
2. Fifty per cent of participating countries have completed detailed information collection on the impact of HIV/AIDS on the civil service (public service employees) and have adopted HRD strategies in the light of the findings.

Telecommunications

1. A majority of participating countries have produced a sectoral plan to address skills and employability issues in telecommunications services.

Generic indicators:

A. National steering groups, which constitute sectoral social dialogue units, are established and functioning in a majority of all participating countries involved in sector-specific action programmes for at least 12 months following their establishment (or until completion of the activities they have decided to carry out).

Number of countries participating in 2006-07 programmes:

1. Health: 6 countries
2. Public services: 4 countries
3. Telecoms: 4 countries

Total: 14 countries, of which eight should have functioning national steering committees

B. One-half (50 per cent) of all National Steering Groups in each Action Programme produce national action plans, assessments or reports leading to proposals for change (for instance policy options) to be implemented by national actors (governments, employers or workers, with ILO support as requested), and which are designed to enhance progress in one or more of the four ILO strategic objectives:

1. promote and realize standards and fundamental principles and rights at work;
2. create greater opportunities for women and men to secure decent employment and income;
3. enhance the coverage and effectiveness of social protection for all;
4. strengthen tripartism and social dialogue.

C. One-quarter (25 per cent) of countries participating in each Action Programme adopt new or modified measures (legislation, guidelines, national or sectoral policy or other measures) representing improvements in one or more of the four strategic objectives of the ILO within 18-24 months of the effective start of the Action Programme.

D. Programme reports measuring progress are produced in each Action Programme within 24 months of the programme's commencement

Annex 4: Sample evaluation survey

This sample list could have additional questions and should be adapted to specific APs to allow for flexibility. The examples are meant to illustrate how the self-evaluation criteria can be addressed.

A. External partners: National constituents, stakeholders and project partners

Effectiveness of social dialogue

1. Do you perceive the social dialogue **processes** of the Action Programme in your country to be functioning effectively? Please give details and/or examples.

Relevance of Action Plan

2. Do the stakeholders consider the action plan to be well-suited to the socio-economic situation of the sector and sensitive to the constraints arising from globalization and other factors? Please provide reasons why or why not.

Quality of Action Plan

3. Was an **action plan** or similar document adopted for the sector as part of the Action Programme? If yes, how do you appraise the document? If not, what were the reasons?

4. How has the plan of action improved the quality of social dialogue or other targeted aspects within the sector?

Action plan funding

5. Has the issue of funding for the **action plan** been discussed with representatives of workers, employers and government? Please give details.

Implementation of action plan

6. Has (have) any activity (or activities) of the plan of action been implemented? When? Please give details.

Results of Action Plan activities

7. What have been the **results** of such activities? What is their relevance to the social and economic development of the sector in your country? Please give details or/and examples.

Sustainability

8. Do you think the Action Programme will lead to social and labour benefits in your country in the **future**? Please explain.

B. Internal clients: Project management team, responsible ILO field office, field technical specialist(s) and the ILO technical unit at headquarters

Quality

9. How was the AP designed in terms of a demand-driven country selection, appropriate budgeting, availability of human resources, cooperation with sub-regional ILO offices and/or other ILO departments or third-party linkages?

10. How have priorities for ILO action agreed at the country or regional level been considered when designing the AP?

Value added

11. What is the specific value added to existing, broader ILO or partner programmes by taking a sectoral approach?

Efficiency

12. Could a similar level of social dialogue or other planned outcome have been achieved with a different approach than an ILO AP? If yes, how?

Effectiveness

13. Could a similar level of social dialogue or other planned outcome and subsequent results like Plans of Action/ development of guidelines, codes of practice or statistics/ identification of best practices/ drafting of legislation have been achieved at a similar or lower cost? If yes, how?

Potential for replication

14. Do you consider that the governments and social partners of other countries can benefit from your experience of developing this Programme of Action?
If yes, please specify where and how.