

# INDEPENDENT EVALUATION

ILO's Public-Private Partnerships,  
2008-2018



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Labour  
Organization

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STRATEGY AND  
POLICY

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EVALUATION  
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Independent Evaluation of  
ILO's Public-Private Partnerships  
2008–18

Final Report

September, 2019

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**EVALUATION OFFICE**

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## ABBREVIATIONS

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ACCEL	Accelerating action for the elimination of child labour in supply chains in Africa
ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
BETTERWORK	Better Work ILO flagship project
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
CAOBISCO	Association of Chocolate, Biscuits and Confectionery
CEBAI	Centre of Excellence for the Bangladesh Apparel Industry
CiS	Commonwealth of Independent States
CSR	Corporate social responsibility
DDG/P	Deputy Directorate General, Policy
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EMPLOYMENT	Employment Policy Department
EVAL	Independent Evaluation Office of the ILO
GAN	Global Action Network
GB	Governing Body of ILO
GSC	Global supply chain
H&M	Hennes & Mauritz AG
HLE	High-level evaluation
ILC	International Labour Conference
ILO	International Labour Organization
INGO	International non-governmental organization
MCF	MasterCard Foundation
MOU	Memorandum of understanding
NGO	Non-governmental organization
PARDEV	Partnerships and Field Support Department
PPP	Public-private partnership



RMG	Ready-made garment
SDG	Sustainable Development Goal
STEM	Science, technology, engineering and mathematics
SWTS	School to Work Transition Survey
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNGC	United Nations Global Compact
UNICEF	United Nation Children's Fund
W4Y	Work for Youth
PPPAC	Public Private Partnership Appraisal Committee (proposed)
UCD	University of California, Davis
WFCL	Worst Forms of Child Labour

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Any errors or omissions are the responsibility of the ILO Evaluation Office.



## EXECUTIVE SUMMARY<sup>1</sup>

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### PURPOSE AND SCOPE

In March 2016, the Governing Body requested an independent evaluation of public–private partnerships (PPPs), citing their “value added” and unique “intervention models”.<sup>2</sup> The purpose of the evaluation is to inform the Governing Body about the strengths and weaknesses of the modality, to feed into relevant policy and programme documents, including the ILO’s Programme and Budget, and its Development Cooperation Strategy for 2020–25.

The scope of the evaluation included the approaches, strategies, outcomes and achievements of PPPs worldwide, covering the period 2008–18. It also examined PPPs as a funding and delivery modality, and focused on the value added they provide. Typologies of PPPs were identified as case studies, using individual PPPs as examples of work within these typologies.<sup>3</sup>

### SUMMARY OF FINDINGS

#### A. Relevance

**Key finding 1:** *The total number of PPPs has grown substantially during the period 2008–18 but, in terms of financial volume, they still account for only a small proportion of the ILO’s total resources, and their potential is largely underexploited.*

**Key finding 2:** *While individual units have often devised tailored approaches with respect to the role of PPPs, the ILO lacks an Office-wide strategy for their use in support of its policy outcomes and the SDGs.*

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<sup>1</sup> Executive summaries are also available in French and Spanish on ILO EVAL’s website at: <https://www.ilo.org/eval/Evaluation-reports/lang--en/index.htm>

<sup>2</sup> ILO: *Public–private partnerships: Report on progress*, Governing Body, 326th Session, Geneva, Feb. 2016, GB.326/POL/7, para. 36.

<sup>3</sup> The nine PPP typologies identified were: 1) core in support of a global programme; 2) for networking and advocacy; 3) with expanding scope over time; 4) focused on policy leverage; 5) supporting development cooperation activities with research; 6) supporting development cooperation activities only; 7) that are sector specific; 8) supporting development cooperation with partner involvement emphasizing partner funding; and 9) focused on research and information sharing. In-depth reviews in five countries (Bangladesh, Cote d’Ivoire, Ethiopia, Myanmar and Turkey) were conducted with countries selected based on their experience with PPPs and the existence of multiple cases representing more than one type of PPP. The evaluation team interviewed more than 150 stakeholders. Surveys were administered to a global database of constituents (18 per cent response rate), partners (13 per cent) and staff (9 per cent).

**Key finding 3:** *The current use of the term “public-private partnership” or “PPP” as a single catchall category for ILO partnerships with all non-State actors is not strategic and is of limited operational value. Different types of partners present varying issues and need to be managed according to the specific characteristics of each partnership.*

**Key finding 4:** *PPPs that are targeted to skills development, the introduction of ILO labour standards throughout global supply chains and innovative financing, can add value by complementing and enhancing the ILO's expertise and capabilities.*

Many PPPs do not involve significant financial contributions from the partner; statistics do not support the common assertion that PPPs are merely an alternative source of funding. The total financial volume of PPPs from 2008 to July 2019 is US\$ 123 million, averaging approximately US\$ 11.2 million per year. This constitutes less than 3 per cent of the total annual ILO budget of US\$ 400 million<sup>4</sup> or 6 per cent of extra budgetary voluntary sources.<sup>5</sup>

A range of stakeholder interviews revealed a perception that different units in the Office may have their own clear plans for the strategic use of PPPs in the absence of a corporate strategy for the proactive identification and use of PPPs. This contributes to a widely held view of missed opportunities. PPPs are therefore currently underutilized in terms of supporting ILO's policy outcomes.<sup>6</sup>

Presently, “public-private partnership” is a far-reaching term that is used to describe the ILO's collaboration with any non-state actor.<sup>7</sup> Little or no distinction is made between an ILO partnership with a research institution, an established non-governmental organization, a private corporate social responsibility foundation, a foundation supported by an individual or family, or a company, whether private or publicly listed: all are subject to similar due diligence and screening mechanisms, and are managed through similar modalities and instruments. Yet the risks and issues that each present are different, as is the nature of the partnership.

PPPs have been used to various degrees of effectiveness to address certain thematic areas, such as child labour and youth employment. Skills development and the introduction of ILO labour standards throughout global supply chains are areas of intervention where it would be of particular strategic value for the ILO to apply the PPP modality. These targeted PPPs are increasingly used by the ILO and could become a staple of its programming worldwide. These areas of work significantly benefit from harnessing both the capacity of governments and the private sector. PPPs that are applied to facilitate the use of innovative financing for social protection, insurance and finance, while in their infancy, also have great potential, particularly if they can mobilize additional leverage to implement policies.

## B. Coherence

**Key finding 5:** *The due diligence process to clear PPPs at the outset of an engagement is important, but is currently regarded by many stakeholders as unpredictable and lacking clarity. This has sometimes created uncertainty, avoidable delays or the loss of potential partnerships and has threatened to tarnish the ILO's reputation as a reliable and responsive partner.*

<sup>4</sup> ILO: *Programme and Budget for the biennium 2018–19*, Governing Body, 329th Session, Geneva, Mar. 2016.

<sup>5</sup> Some strategic initiatives and documents such as the Enterprise Initiative includes PPPs but are not explicitly focused on them.

<sup>6</sup> Interviews with staff in the ILO Regional Office for Asia and the Pacific, the ILO Regional Office for Africa, the ILO Regional Office for the Arab States, the ILO Regional Office for Latin America and the Caribbean, the ILO Country Office for Brazil (CO–Brasilia), the ILO Country Office for Ethiopia and Somalia (CO–Addis Ababa), the ILO Country Office for Côte d'Ivoire (CO–Abidjan), the ILO Office for Turkey (ILO–Ankara), and the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia (DWT/CO–Moscow), and in various interviews with ILO staff in Geneva.

<sup>7</sup> Director-General's Announcement, *Public-private partnerships*, IGDS No. 81 (Version 1), 14 Jul. 2009.

**Key finding 6:** *Many PPPs tend to begin relatively small but may evolve and grow. The instruments that are currently available do not appear to provide sufficient leeway in terms of the management of a growing relationship to allow for adjustments and growth and are not sufficiently understood throughout the ILO to be effectively used in practice.*

Although the procedures to clear PPPs have been characterized by some as inefficient, it appears that they have only resulted in the rejection of four proposed PPPs. At present, there are no systematic statistics on the time taken to clear proposed first-time PPPs.<sup>8</sup> Delays or indecisions that may have occurred are claimed to have led to a loss of interest on a number of occasions. In extreme examples, the Director-General has been required to step in and approve PPPs considered to be of strategic importance.

The current system has a static approach to partnership, in which the ILO at headquarters appears to drive how PPPs develop. This limits the role and capacity of the regions to be flexible and develop new PPPs, or to modify existing ones according to arising needs and opportunities.

### C. Effectiveness

**Key finding 7:** *PPPs have demonstrated their value added in helping the ILO achieve multiple programme policy outcomes. The supply chain approach has proven particularly effective, and is well suited to partnerships. The effectiveness of supply chain PPPs and the sustainability of their results vary according to important differences in the design of PPPs among countries.*

**Key finding 8:** *The effectiveness of PPPs geared to research varies according to the arrangements made to use the results and ensure the sustainability of activities, either with external funding or through the development of capacity.*

Subject to sufficient proactive planning and design work, PPPs have proven to be an effective modality to address decent work deficits across global supply chains in a sector or an industry. A recent synthesis review of the ILO's work in global supply chains found that "any or all of the strategic objectives at the heart of the Decent Work Agenda could conceivably be pursued within the context of GSCs".<sup>9</sup> The effectiveness of PPPs in addressing decent work deficits is very much dependent on proactive and judicious design, and a clear recognition and exploitation of the value added of each stakeholder in a PPP.

PPPs generally deliver their intended outputs to a high standard. In the case of private companies, PPP partners have tended to be hands-off in terms of implementation, leaving the technical and management aspects to the ILO. They do, however, take a keen and detailed interest in the monitoring of progress in terms of implementation progress, and some are reported to demand results data frequently.

Design is generally negotiated with the partner – especially with private companies and foundations. Results and the potential impact of PPPs vary considerably – even between engagements with the same partner in different countries. Differences in design and market conditions are among the determinant factors in respect of potential outcomes, impact and sustainability, including in terms of capacity created. Most strengths as well as shortcomings are therefore in line with those of other development cooperation projects. Design choices assessed by final evaluations and by the high-level evaluation showed a common lack of a clear strategy to ensure continuity and sustainability.

There is a tendency for the ILO and its partners to consider effectiveness simply in terms of the quality of research products and the satisfaction of their immediate users. However, country-level capacity or

<sup>8</sup> Submissions for a new agreement with an existing or cleared partner are currently fast-tracked and subject to a three-working-day turnaround for clearance on a "no objection" basis.

<sup>9</sup> ILO: *Decent Work interventions in global supply chains: A synthesis review on lessons learned; what works and why 2010–2019* / International Labour Office, Evaluation Office – Geneva: ILO, p.4.



willingness to use the improved data as an input into national policy is not always present. These challenges particularly affect global data sets. In these types of PPPs, it is evident that more attention and innovation are needed to allow for the constructive use of research data as an input in addressing country and regional level issues.

#### D. Efficiency

**Key finding 9:** *Overall, stakeholders reported satisfaction with the efficiency of partnerships. Where PPPs entailed close working relationships, particularly with private companies or foundations, private sector work practices were often reported to have contributed towards a rise in efficiency in terms of implementation.*

It was notable that, in supply chain PPPs, as well as in skills development and youth employment PPPs, scheduled activities and outputs were often delivered in full and substantially ahead of time. Many types of PPPs projects displayed a high degree of efficiency comparable to or exceeding that of “standard” ILO projects, although many also exhibited delays in start-up as the partner familiarized itself with ILO rules and regulations.

Negative aspects of efficiency affecting PPPs commonly raised by stakeholders related to the process prior to commencement and on delays caused by differing operational cultures. Most stakeholders were content with the way the PPP had worked out and did not describe their experience as excessively bureaucratic. Governments pointed out that in many cases PPPs had moved faster than collaboration with conventional donors, who often had relatively inflexible procedures, particularly with regard to changes in the PPP or the project direction or details.

In terms of operational efficiency, partners generally reported satisfaction with the ILO's performance. This was particularly the case where the management of country level activities had a dedicated team at the regional or country office level. Global or regional partnerships, often covering research topics, managed from headquarters were reported to be less efficient.

#### E. Sustainability

**Key finding 10:** *Sustainability constitutes a major area of weakness in the design and implementation of most PPPs, including those with private companies.*

Sustainability is an area of weakness. Many final evaluations highlight the lack of consideration for sustainability. One underlying cause is the absence of – or weak – logical frameworks or ToCs. Some stakeholders reported that there is an expectation of early results and that long-term sustainability does not appear as a top priority for the ILO or its partners in PPPs.

#### F. Impact

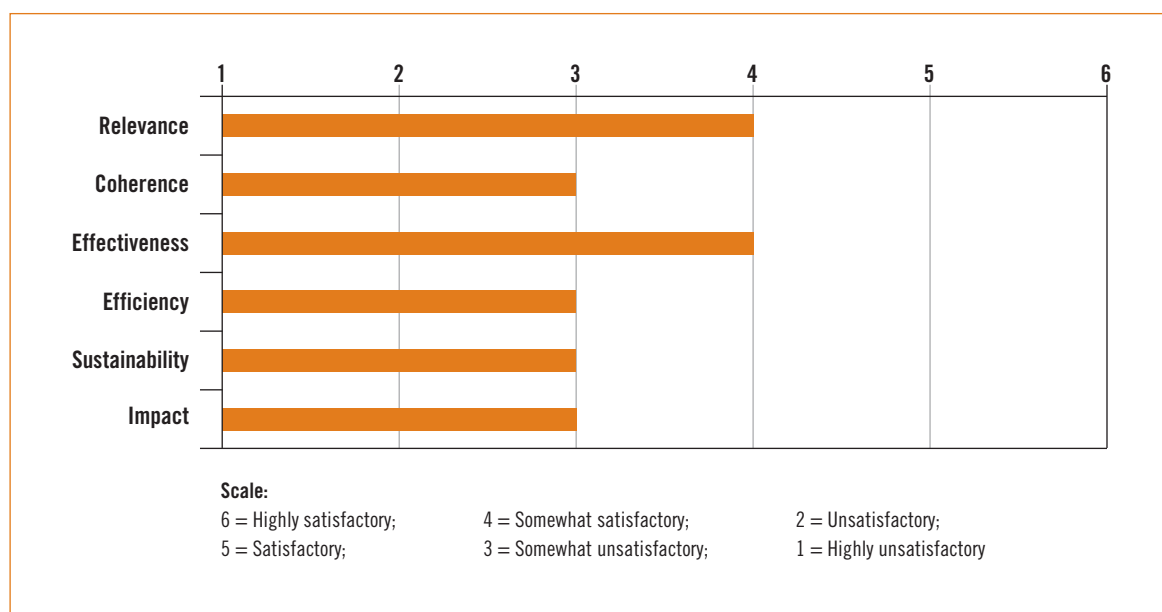
**Key finding 11:** *The potential for impact is high but is negatively affected by the duration and design of PPPs. It is also difficult to establish impact, as monitoring data at this level are not collected.*

Impact has proven difficult for the high-level evaluation to establish. PPPs tend not to define their desired impact with clarity, and none of those examined included a ToC in their design. The monitoring of progress or of actual impact has therefore generally not taken place and the lack of data or reliable indicators has rendered it difficult to establish impact at the industry, sectoral or national level.

## OVERALL ASSESSMENT

The ratings for each of the evaluation criteria have been established by assessing both the performance of PPPs as a modality supporting the ILO's activities on the one hand and the individual merits of PPPs in contributing to ILO policy outcomes on the other (see figure 1). By and large, the “modality score” lowered the overall ratings for most criteria.

Figure 1. Overall evaluation ratings by criterion: Public–Private Partnerships



## CONCLUSIONS

Some PPPs, when strategically positioned and judiciously designed, have been able to raise the effectiveness of the ILO's programme activities in support of its global policy outcomes and the SDGs. For this to occur more consistently, the ILO should be more proactive in the positioning and selection of its PPP partners, and learn from its growing experience in the design of PPPs to maximize their effectiveness, sustainability and impact. Currently, there is no coherent overall approach to the assembly and analysis of data on PPP performance and their value added.

PPP partners should be targeted more strategically based on their potential value added, potential substantive contribution to ILO outcomes and, eventually, potential impact. The screening and oversight of PPPs needs to be made more systematic, accountable and transparent. The ILO should differentiate between major categories of PPPs in order to undertake more systematic due diligence, based on the specific type of partner and partnership, and to manage their implementation more effectively. It is important to develop protocols and tailored instruments to support this effort.

Memoranda of understanding or long-term agreements need to reflect the nature of new relationships between the ILO and private entities; they tend to start small, as the partners familiarize themselves with each other's methods of work, and then grow if both parties find the relationship to be effective and mutually beneficial. Signed instruments should be viewed as relationship management tools that are sufficiently flexible within an overall framework that can accommodate such growth and changes, without slowing implementation too much through the need to seek headquarters approval for each operational change.

## RECOMMENDATIONS

### Recommendation 1

*The ILO should take steps to make PPPs a more regular and accepted modality for implementing the Decent Work Agenda and the SDGs. The tripartite nature of the ILO constitutes an excellent basis for the extensive and effective use of PPPs in support of strategic objectives of ILO, but they currently constitute an underutilized modality.*

Consideration needs to be given, among other things, to: improve the understanding and documentation of each partner's expectations of PPPs; increasing the strategic identification of potential partners for continuing relationships; reviewing the appropriate due diligence process based on the nature of the PPPs, including for multi-partner relationships; ensuring the ongoing review and sharing of experiences with PPPs as part of a strategic approach; and enhancing the nature and content of agreements to facilitate long-term partnerships.

Responsible unit(s)	Priority	Time implication	Resource implication
Partnerships and Field Support (PARDEV), with all relevant entities required to institutionalize the recommendation	High	Linked to new Development Cooperation Strategy	Within existing resources but with policy implications

### Recommendation 2

*For each of the policy outcomes contained in the programme and budget document, the ILO should consider which potential partnerships should be cultivated strategically and proactively, to contribute towards achieving the intended outcomes and the related SDGs.*

Such PPPs should be structured to maximize the value added by each specific partner. A systematic analysis of the capacities, strengths and reach of each potential partner and a clear assessment of what they “bring to the table” are needed to lay the conceptual foundation for collaboration with specific entities, including specification of the value added.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/P with DDG/FOP, regions and PARDEV to ensure required coverage	High	Linked to new Development Cooperation Strategy	Limited for initial analysis with implementation and use within existing resources but with policy implications

### Recommendation 3

*PPPs that are aimed at extending the reach of labour standards, enhancing skills development through global supply chains and increasing innovative financing for social protection and social finance should be promoted, as there is great potential for the ILO to capitalize on the expertise and experience of private partners.*

The ILO can use the expertise and experience of private partners to help define solutions with governments, employers and private finance institutions to address decent work deficits, particularly in the context of the widespread promotion of labour standards and collective bargaining practices in factories, skills development and social finance. This will require the development of ILO internal technical capacity to ensure credible engagement with future partners.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with Departments required to institutionalize the recommendation	High	Linked to new Development Cooperation Strategy	Within existing resources but with policy implications

### Recommendation 4

*The ILO should recognize different categories of PPPs for different types of partners, with different identification, formulation, appraisal and clearance, implementation, management and oversight procedures to be applied to each category.*

The ILO could differentiate between at least two types of partners for PPPs (private sector entities and non-governmental actors), with the more stringent review procedures reserved for those PPPs that present higher risks or particularly complex issues in the design and implementation of PPPs. These would include clear due diligence procedures and standards, including the requirement for specific provisions in PPPs and in the design of PPP projects to address complex implementation issues and mitigate risks.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize the recommendation (ACTRAV, ACT/EMP, DDG/P, Director-General's Office (CABINET))	High	Mid-term	Within existing resources but with policy implications

### Recommendation 5

*The appraisal, clearance and oversight of PPPs should be clearly institutionalized, making them more transparent and accountable.*

Among other things, an appraisal mechanism should be developed for dialogue and consultation related to the review and approval of new PPPs, the consideration of controversial extensions or changes to the scope of existing PPPs, and the overall monitoring of compliance, with full documentation of the process to provide a basis for decision.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize the recommendation	High	Mid-term	Within existing resources but with policy implications

### Recommendation 6

*PPPs should be formulated taking into account key design principles intended to maximize effectiveness, with sustainability and potential for impact being accorded priority in their design, implementation and management.*

Key design principles and content should be used in PPP negotiations and in their design; for example there should be a clear ToC that takes into account potential contributions towards impact and institutional sustainability, and the potential sustainability of results identified, including the appropriate duration of PPPs in order to achieve desired results.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize and implement the recommendation	High	Linked to new Development Cooperation Strategy	Limited, related to some development of tools and capacity; implementation within existing resources but with policy implications

## Recommendation 7

*Memoranda of understanding and long-term agreements with private partners should be designed to serve as frameworks for long-term relationship management.*

The agreements should contain the guiding principles, scope and desired outcomes of the PPP, but should also provide sufficient flexibility to allow the relationship with the partner to grow, transforming beyond the original dimensions if necessary to allow for scaling and greater effectiveness and impact.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize the recommendation	High	Linked to new Development Cooperation Strategy	Within existing resources but with policy implications

## Recommendation 8

*Each PPP should include the meaningful monitoring and evaluation of outcomes and the measurement of the impact of the PPP and other stakeholder programmes that area aimed at achieving similar results.*

The monitoring and evaluation of outcomes and the measurement of impact should be an explicit part of PPP design and implementation, identifying indicators that can be readily collected throughout the life of the PPP, including for the assessment of the added value of the PPP modality.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV, DDG/FOP, DDG/P, regions and countries	High	Linked to new Development Cooperation Strategy	Limited during the development of the process; integral to development cooperation and Regular Budget resources once the process is in place

# 1. INTRODUCTION

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## 1.1 PURPOSE AND SCOPE OF THE HIGH-LEVEL EVALUATION

This high-level evaluation (HLE), which covers the period 2008–2018, was requested by the Governing Body (GB) in March 2016 citing their “value added” and unique “intervention models”<sup>10</sup> and included in EVAL’s formal work plan for 2019. The evaluation is intended to inform the preparation of ILO’s programme and budget and development cooperation strategy for 2020–2025. The evaluation is also forward looking in the sense that it assesses how public-private partnerships (PPPs) can be applied in the context of the 2030 Agenda, UN reform and the Decent Work Agenda. As per its terms of reference, the HLE focuses on the relevance, coherence, effectiveness, efficiency, sustainability and impact of PPPs. The evaluation looks at approaches, strategies, outcomes and “achievements” and assesses the additionality PPPs provide as a funding and delivery modality. The HLE applies a framework consisting of evaluation of the management process and evaluation of the value added of PPPs and their strategic positioning and programmatic use.<sup>11</sup>

The findings and recommendations of the evaluation are to be used in the preparation of forthcoming ILO programme and budgets and the Development Cooperation Strategy for 2020–2025. The evaluation is also to be forward looking in assessing how PPPs can be applied in the context of the 2030 Agenda, the ongoing reform of the UN and, of course, the Decent Work Agenda. The Centenary Declaration and the Future of Work Report will serve as context for situating the forward-looking recommendations of the evaluation.

The evaluation consists of two parts (figure 2):

- i) **Evaluation of the management process:** Evaluation of the consistency with which guiding principles have been applied in the selection and design of PPPs; evaluation of the transparency and accountability inherent in the process of design, due diligence and management oversight as implemented and its effects on the application of PPPs; and an evaluation of the efficiency of the process as currently applied particularly in terms of timeliness and its inherent transaction costs – both financial and otherwise.
- ii) **Evaluation of the value added, strategic positioning and programmatic use of PPPs:** This component looks at value added by each partner in a PPP; the intended strategic use of PPPs; and their relevance in terms of their role in addressing strategic objectives, policy outcomes and SDGs under Agenda 2030. It assesses the effectiveness of PPPs based on the results achieved at output and outcome levels as well as the likelihood of achieving impact. It has sought to address sustainability in

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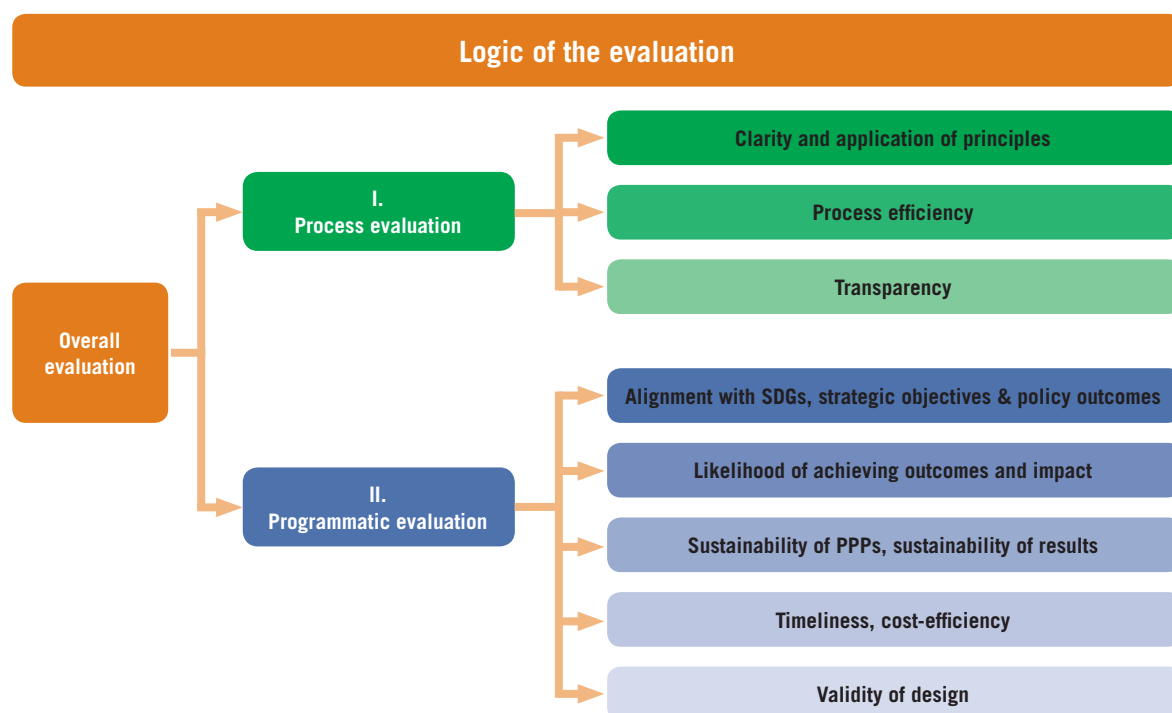
<sup>10</sup> GB.326/POL/7, para. 36.

<sup>11</sup> Annex I contains the full TORs for this evaluation.



terms of results achieved and where appropriate, in terms of the partnership itself. This component involves an evaluation of the design of PPPs and their efficiency as a modality for achieving results.

Figure 2. Two-component logic of the evaluation



## 1.2 ILO'S DEFINITION OF PUBLIC-PRIVATE PARTNERSHIPS

The term “public-private partnerships” at ILO is used as a catch-all term for collaboration with all types of non-state actors outside the Organization; a PPP is defined by ILO as “a voluntary and collaborative relationship between the ILO and one or more partners, including private and non-state actors for the purpose of carrying out cooperative activities of mutual interest”.<sup>12</sup>

It is important that in addition to encompassing all “private and non-state actors”, this definition includes collaboration that does not necessarily involve the channelling for funds through ILO. The General Director’s Announcement and Office Procedure issued in 2009<sup>13</sup> serves as *guiding principles* for the preparation and clearance of PPPs and requires that all PPPs that ILO enters into must:

- **Conform to ILO principles and values**, for example the ILO Declaration on Social Justice for a Fair Globalization (2008), the Declaration on Fundamental Principles and Rights at Work (1998), and the Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (1977, as revised), as well as relevant principles concerning human rights, the environment and anti-corruption reflected in the *Global Compact* (see Box 1 in next section);
- **Promote the Decent Work Agenda**, based on the four strategic objectives of the ILO;
- **Foster tripartism** at all levels (national, regional, sectoral, international);
- **Promote gender equality**, either directly or indirectly;

<sup>12</sup> Director General’s Announcement, IGDS No. 81, Version 1, 14 Jul. 2009.

<sup>13</sup> Office Procedure, IGDS, No. 83, Version 1, 14 Jul. 2009.

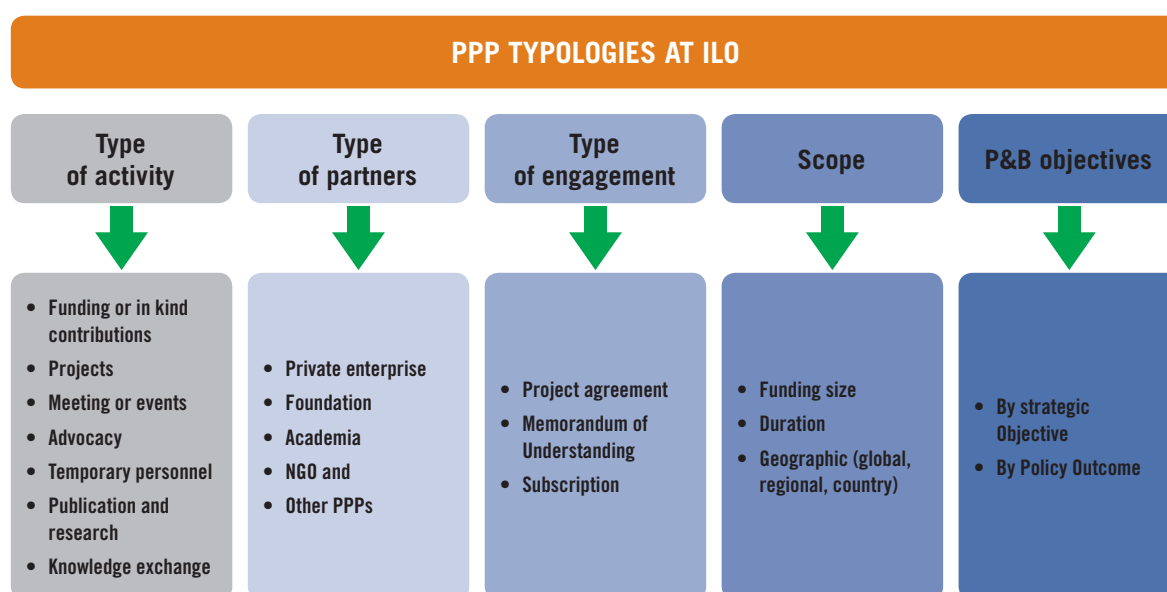
- **Assure accountability**, clearly spelling out the responsibilities of each party in a partnership agreement along with defined timelines and measurable outputs, and making information on partnership activities publicly available and reported to the ILO Governing Body;
- **Build sustainability** in economic, environmental and social fields, making optimum use of the resources of each participant in the partnership, and fostering local and national ownership and exit strategies;
- **Guarantee impartiality**, being managed with the interests of the ILO as paramount, in accordance with ILO regulations, rules and procedures and with no access or influence on the Organization's policy-making system or structures, including its standard-setting and supervisory machinery; and
- **Ensure non-preferential treatment and non-endorsement** of individual companies providing them with an advantage – implicit or explicit – over their competitors.

It is assumed that these principles constitute the basis for the screening of PPP partners at ILO whether they are based on current and past performance, or they are viewed as aspirational and to be achieved over time through partnership with ILO.

### 1.3 TYPOLOGIES OF PPPS

Interviews during the scoping phase with ILO staff suggest that there is neither a clear nor a shared typology of PPPs (see TORs for the evaluation, paragraph 17)<sup>14</sup> at ILO. Different typologies are loosely applied to categorize PPPs (figure 3).

Figure 3. Typologies of PPPs at ILO



Source: Evaluation Team, based on interviews, documents and observations.

The ILO *Guidelines for developing successful Public Private Partnership* (2016) state seven different “forms of partnerships” that categorize PPPs by *type of activity*:

- Funding or in-kind contributions between actors in the partnership;
- Development and implementation of projects;

<sup>14</sup> See Annex I.

- Organization of meetings or other events;
- Advocacy campaigns;
- Temporary placement of personnel;
- Publication and research projects;
- Exchange or pooling of knowledge and information.

As the coordinating body for PPPs, PARDEV maintains a master database of PPPs which does not classify PPPs by type of activity, but includes a classification by *type of partner*, namely:

- private enterprise;
- foundation (presumably including all types of foundations);
- academia;
- NGO; and
- other PPPs.

PARDEV's master database<sup>15</sup> also classifies PPPs by *type (modality) of engagement*, namely:

- Project agreements (cooperation agreements) consisting of standalone PPP projects with defined project-level objectives, outcomes, outputs and activities between ILO and one or more partners, and as a general rule involving the commitment of financial or non-financial resources by the partner(s), ILO or both;
- Subscriptions to business networks suggests participation in advocacy and/or knowledge sharing activities involving the payment of fees for participation; and
- Memoranda of Understanding (MOUs) that usually outline roles and responsibilities in managing and implementing coordinated activities in parallel with joint objectives in general terms that can lead to activities that are specified in more detail at a later stage. It is understood that no financial or non-financial commitments are transferred. Such MOUs can presumably lead to project agreements or subscriptions based on the type of activities that are developed.

It would also appear that PPPs could be distinguished by their *scope*. While some are very broad with different types of activities implemented in different countries lasting for many years involving significant financial resources (e.g. PPP with Hennes & Mauritz AG – H&M), other PPPs are much more limited with financial contributions of only a few thousand US dollars (e.g. Orange SA's participation in the Child Labour Platform). PPPs are also distinguishable by their geographical coverage. Some are global, others are regional or subregional, while others are restricted to activities in a single programme country. For instance, some: (i) promote advocacy (e.g. The ILO Global Business and Disability Network), or conduct research (e.g. Jacobs Foundation "Building the Evidence Base of What Works in Youth Employment") on a global basis; (ii) fund country-specific development cooperation projects within a region (e.g. Lukoil "Youth Employment in the Commonwealth of Independent States"); and (iii) others are designed to influence policies at the country level (e.g. H&M "Improving industrial relations for decent work and sustainable development of textile and garment industry in Ethiopia").

PPPs are also distinguishable by *P&B strategic objective or policy outcome*. This classification has the added benefit of identifying and enabling the evaluation of PPPs according to their intended contribution to the Organization's results and their strategic positioning as a modality that provides programmatic value added.

<sup>15</sup> Internal database maintained by PARDEV and under continuous development.

## 1.4 PUBLIC-PRIVATE PARTNERSHIPS IN THE UNITED NATIONS SYSTEM – A SELECT COMPARATIVE PERSPECTIVE

None of the other United Nations (UN) agencies include all non-state actors in their definition of PPPs. Definitions of private partners vary slightly, but all cover privately-held or publicly-owned companies. Many have long worked with academic and research institutions, think tanks, civil society organizations (CSOs), national organizations, non-governmental organizations (NGOs) and international non-governmental organizations (INGOs), and even private foundations with a wide array of contributors (e.g. the Ford Foundation and the Rockefeller foundation) and treat them differently from their collaboration with private companies.

**The UN Global Compact:** The Secretary-General of the United Nations (UN) has initiated and supported the creation of a Global Compact between the UN and the private sector as an institution intended to create a framework to create norms for and promote collaboration between the entities of the UN and private companies. The Global Compact is now governed by 10 principles that are derived from the Universal Declaration of Human Rights, the International Labour Organization's Declaration of Fundamental Principles and Rights at Work, the Rio Declaration on Fundamental Principles and Rights at Work, The Rio Declaration on Environment and Development, and the United Nations Convention Against Corruption. As indicated in the text above, they are specifically referenced in ILO's own guiding principles as a supplement to its own. The principles that pertain most directly to ILO's work were developed in consultation with the Global Compact.

### BOX 1

#### Principles contained in the Global Compact

The following 10 principles of the United Nations Global Compact, as indicated in the text above, are specifically referenced in ILO's own guiding principles and are derived from the Universal Declaration of Human Rights, the ILO's Declaration of Fundamental Principles and Rights at Work, the Rio Declaration on Fundamental Principles and Rights at Work, The Rio Declaration on Environment and Development, and the United Nations Convention Against Corruption.

- **Principle 1:** Businesses should support and respect the protection of internationally proclaimed human rights.
- **Principle 2:** Make sure that they are not complicit in human rights abuses.
- **Principle 3:** Businesses should uphold the freedom of association and the effective recognition of the right to collective bargaining
- **Principle 4:** The elimination of all forms of forced and compulsory labour.
- **Principle 5:** The effective abolition of child labour.
- **Principle 6:** The elimination of discrimination in respect of employment and occupation.
- **Principle 7:** Businesses should support a precautionary approach to environmental challenges.
- **Principle 8:** Undertake initiatives to promote greater environmental responsibility.
- **Principle 9:** Encourage the development and diffusion of environmentally friendly technologies.
- **Principle 10:** Businesses should work against corruption in all its forms including extortion and bribery.

ILO now has seconded a full-time staff member in offices of the Global Compact to preserve these principles and protect its interests in a time of change.

Based on interviews with Global Compact, there are currently 7,000 companies that are members of the Global Compact. All are understood to comply with all 10 principles and are required to report on compliance annually. An outside company has been recruited to conduct external due diligence on companies applying for membership. It is unclear whether the Global Compact is sufficiently staffed to verify compliance on a continuing basis.

Generally, the use of PPPs is more widespread in the funds and programmes of the UN system than it is in the specialized agencies:

**UNICEF:** Private sector<sup>16</sup> contributed 26 per cent or US\$1.7 billion of UNICEF's total resources in 2017. These cash contributions cover PPPs delivery of public services (water, electricity, etc.)<sup>17</sup> and, in some countries, has also involved the delivery of educational services. Generally, PPP engagements have been in the form of sub-contracts with private companies delivering the services. UNICEF employs a third-party company to conduct in-depth due diligence of potential private sector partners. Although UNICEF's initial objective was to secure funding from partnerships, more recent cases have emphasized substantive collaboration.

**UNDP:** In December 1992, the General Assembly resolved that “national execution should be the norm for programmes and projects supported by the United Nations system, taking into account the needs and capacities of recipient countries”,<sup>18</sup> and in 1993, UNDP's Governing Council welcomed “the increased use of national execution in UNDP-assisted programmes and projects”.<sup>19</sup> National execution was used by UNDP as a way of empowering a wide array of national institutions and organizations at country level to implement UNDP programmes including government agencies, NGOs, CSOs, universities, research institutions and other non-state actors. At UNDP, only partnerships with private companies, foundations and NGOs are included under the rubric of “PPP and using this definition the budget mobilized is in the range of \$100 million per biennium.

**UN Women:** UN Women has launched a partnership with private companies and the UN Global Compact called Women's Empowerment Principles (WEPs) that provides an established roadmap for business to empower women in the workplace, marketplace and community. It also encourages private companies to join in the advocacy for gender equality including its global campaigns, which reach mass audiences and are designed to inspire them to action on a range of concerns vital to women and the Sustainable Development Goals (SDGs). One such initiative is the Equal Pay International Coalition (EPIC) that was established in 2017 to promote policies for equal pay. Both ILO and the OECD Directors-General are principals on EPIC's secretariat along with the Executive Director of UN Women.

UN Women has also worked to establish pooled funds from private companies and governments to promote its priorities. One example is the UN Trust Fund to raise awareness and combat violence against women and girls, and to provide sustainable and ethical economic opportunities for women to promote economic empowerment and end the cycle of violence. Under the trust fund, UN Women managed some \$57 million and 111 active grants as of 2015.<sup>20</sup>

**UNFPA:** Collaborates with private companies in population programme activities where there are important linkages. Private-sector programmes have usually focused on one or more of six areas:

- Reducing the price of commercially available contraceptives;
- Ensuring that contraceptives are available at private-sector outlets;

<sup>16</sup> At UNICEF the “private sector” includes not only donations from companies, but also from foundations and individuals (through National Committees).

<sup>17</sup> UNICEF: *Study into relative effectiveness of Public Private Partnership arrangements for rural water supply: Report of findings and conclusions*, prepared by Nancy Balfour, Nov. 2015.

<sup>18</sup> GA/47/199 (22 December 1992).

<sup>19</sup> GA/93/25 (17 June 1993).

<sup>20</sup> UN Women: *UN Trust Fund to end violence against women, annual report 2015* (New York, NY, 2016).

- Improving the quality of products and services;
- Increasing demand through private-sector communication;
- Improving consumer research to ensure access;
- Promoting commercial-sector financing of products and services through employers and employer-provided insurance.

**UN reform and its implications:** Reform initiatives related to the role and coordination of the UN System is likely to have implications for PPPs in ILO. The role of the resident coordinator as representative of the UN System and the strengthening of country-level development activities coordination might affect how the PPP modality can be applied. The new coordination mechanism is to be funded by the system as a whole and is likely to affect PPPs in that a certain percentage of all contributions received from PPPs are to be utilized in coordinating development operations.





## 2. ANALYTICAL AND METHODOLOGICAL FRAMEWORK

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### 2.1 THE EVALUATION PROCESS

This HLE was conducted in three phases:

- **Phase 1: Inception.** This phase involved the collection and initial analysis of documents and data with a view to refining the methodology.
- **Phase 2: Data collection.** This phase involved an in-depth evaluation of the modality and case studies including document review, analysis of primary data, interviews and field visits.
- **Phase 3: Report writing.** This phase involved preparation of the main and subsidiary reports, further collection and verification of data and preparation of a summary for the Governing Body.

The reports were then submitted for a response from the management of ILO. The responses were summarized by EVAL and incorporated in the summary submitted to the Governing Body.

The HLE has been conducted applying the following techniques:

- **Desk reviews:** Were undertaken of programme documentation, evaluations, concept notes, etc.
- **Semi-structured interviews:** These were held with ILO staff at headquarters, in regional, subregional and country offices, project personnel, social partners/constituents, stakeholders and external observers knowledgeable about the sector. These were either conducted in person or via Skype calls;<sup>21</sup>
- **Surveys of opinion:** Three separate survey instruments were developed for ILO staff, constituents, and PPP partners and administered electronically. The HLE Team undertook analysis of the survey returns.<sup>22</sup>
- **A synthesis review of evaluations:** A review of some 40 existing evaluations of PPPs was conducted by a separate team (under separate contract), which assessed the quality of evaluations and summarized the findings of the reports;
- **Sampling:** Selection and in-depth desk and interview-based reviews of a sample of 10 PPPs as examples of typologies of PPPs, which were supplemented by country visits to five countries with multiple case study PPPs.

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<sup>21</sup> See Annex II for a list of type of stakeholders consulted and their locations. In total 164 individuals were consulted, either through Skype or telephone calls, email follow-up or in person, either through individual interviews, group interviews or facilitated sessions.

<sup>22</sup> Surveys were administered to a global database of constituents (18 per cent response rate), partners (13 per cent) and staff (9 per cent).

## 2.2 SETTING A FRAMEWORK FOR THE EVALUATION – SAMPLING AND CASE-STUDIES

The universe of 359 PPPs<sup>23</sup> was too large to cover in detail with the resources allocated to this evaluation. Nine different categories or typologies of PPPs were identified as the analytical starting point based on areas of perceived focus or areas of contribution and importance for the ILO:

- PPP is core to global programme;
- PPP focuses mainly on networking and advocacy purposes;
- PPP with expanding scope;
- PPPs with focus on policy leverage;
- PPP funding DC with research support;
- PPP funding DC only;
- PPP with a sector specific dimension;
- PPP funding DC but with partner involvement;
- PPP with a research focus.

PPPs were then mapped within these against policy outcomes (see below section 3.1.3 Focus), type of activities, and type of partners, geographical scope and administrative unit to identify specific PPPs as examples of the type of focus in the ILO. Ten case studies representing different categories of PPPs were identified as a result of the mapping and considered for in-depth study. The detailed mapping and the criteria for the selection of each type of case study are provided in table 4 in Annex III.

Within the 10 case studies of specific PPPs identified as examples, five country missions were undertaken to a selection of countries where primary data could be collected on a range of case studies, while other cases were explored through document review and Skype interviews. Table 5 in Annex III presents the sources of information used in the evaluation of each case study.

Based on the collected data and in the presentation and analysis of the findings, the PPPs were primarily considered under the typologies of research, networking and policy influencing, supply chain and thematic (e.g. youth employment, skills development, etc.). Dimensions of the other typologies were considered as relevant under these and within the evaluation as addressed under each evaluation criteria. Where supply chain PPPs overlapped with thematic areas, they were generally categorized as supply chains because of the emphasis on the modality of implementation.

## 2.3 KEY EVALUATION QUESTIONS

The evaluation team sought to answer through the use of typologies and case studies, the key questions listed in table 1.

Table 1. Key evaluation questions posed by the high-level evaluation team and sources of information

EVALUATION CRITERIA	KEY EVALUATION QUESTIONS	DATA AND INFORMATION SOURCE
Relevance	<ul style="list-style-type: none"> <li>• How well are PPPs situated to contribute to the achievement of Policy Outcomes of the ILO, the Sustainable Development Goals that ILO addresses and UNDAFs?</li> <li>• How have PPPs been positioned to support the achievement of technical strategies/flagships of the ILO?</li> <li>• How relevant are ILO's PPPs to the achievement of the priorities of ILO's partners?</li> </ul>	<p>Interviews with ILO staff, government and social partners. Interviews with PPP partners and beneficiaries.</p> <p>Review of strategy documents, national plans, project documents, PPP agreements.</p> <p>Review of evaluations, progress reports and PPP products.</p>

<sup>23</sup> Based on the best information available during the Inception Phase of this evaluation.

EVALUATION CRITERIA	KEY EVALUATION QUESTIONS	DATA AND INFORMATION SOURCE
Coherence of Design	<ul style="list-style-type: none"> <li>Are the guidelines for due diligence on partners and the design of PPPs sound and appropriate?</li> <li>Is there a clear strategy for the use of PPPs for the achievement of relevant policy outcomes?</li> <li>Does the ILO have a coherent approach to PPPs.</li> </ul>	<p>Review of guidelines, strategy documents, programme and budget, PPP agreements, project documents. DWCPs.</p> <p>Review of institutional strategy and policy papers.</p> <p>Interviews with ILO management, technical and project staff and social partners.</p>
Efficiency	<ul style="list-style-type: none"> <li>Is the identification, design, review, clearance, approval and implementation of PPPs satisfactorily rapid and timely?</li> <li>Is the review, clearance and approval of PPPs satisfactorily systematic and transparent?</li> <li>Are there any differences in efficiency noticeable depending on specific levels and nature (typologies) of PPPs in a given country?</li> <li>Do PPP agreements as presently designed provide sufficient flexibility to accommodate the efficient management of a growing and changing relationship with non-state partners?</li> <li>Have sufficient capacities and resources been allocated for the efficient management of PPPs?</li> </ul>	<p>Interviews with ILO technical and management staff, PPP partners, constituents.</p> <p>Review of records of clearance and approval processes.</p> <p>Comparative study of different types of PPPs.</p> <p>Review of the application of procedures for due diligence, design and clearance.</p> <p>Staffing tables and budget of key units.</p>
Effectiveness	<ul style="list-style-type: none"> <li>What are the main results achieved through PPPs at the level of Policy Outcomes?</li> <li>What are the strengths and weaknesses of PPPs as currently designed as an instrument for relationship management?</li> <li>How effective have PPPs been in addressing ILO's cross-cutting programme themes including gender equality, rights and labour standards?</li> <li>Does the typology of PPP applied determine effectiveness?</li> <li>Have PPPs been effective in:</li> <li>Mobilising additional financial resources for technical cooperation?</li> <li>Mobilising additional non-financial resources for technical cooperation?</li> <li>Leveraging other institutions for change?</li> <li>Serving as a catalyst for change?</li> <li>Promulgating and implementing standards?</li> </ul>	<p>Review of results in progress reports, monitoring data, evaluation reports.</p> <p>Interviews with ILO technical and management staff, PPP partners and constituents.</p> <p>Comparative review of results achieved by different types of PPPs.</p> <p>Financial and budgetary data. Project staffing tables and equipment.</p> <p>Indicators of change as identified and monitored under DWCPs.</p> <p>Progress reports on the application of norms and standards either at the project or national level in case studies.</p>
Likelihood of achieving Impact	<ul style="list-style-type: none"> <li>Is there evidence of PPPs serving as a driver of change in the achievement of impact against policy outcomes and decent work objectives?</li> <li>Can any observed changes and results be causally linked to the role of the PPPs?</li> <li>What contextual factors, actions, and/or pre-conditions are required for PPPs to achieve results at the outcome and impact levels?</li> </ul>	<p>Indicators of change monitored at the country level by the government, the constituents, or ILO Office.</p> <p>Project progress reports and evaluation reports.</p> <p>Interviews with ILO technical staff, PPP partners, government and constituents.</p>
Sustainability	<ul style="list-style-type: none"> <li>Are PPPs an effective relationship management tool over the medium to long term.</li> <li>What factors appear to render capacities created through PPPs sustainable?</li> </ul>	<p>Number of renewals or extensions. Nature of renewals and extensions.</p> <p>Project and DWCP monitoring data.</p> <p>Interviews with ILO technical staff and PPP partners.</p>

## 2.4 LIMITATIONS OF THE METHODOLOGY

There were several limitations to the methodology:

- **Limitations of time:** Phases I and II of the evaluation were conducted during June and July 2019. Relatively little time was available to conduct a complex, global, thematic evaluation. In this respect, “field” visits were relatively limited in number, and each country visit was conducted over just 3–4 days.
- **Survey returns:** Although distributed widely, actual survey returns were very limited and far from scientific, and were, therefore, only usable to identify issues and concerns flagged by a limited number of respondents. This is likely to reflect the limited direct exposure and familiarity with either individual

PPPs or PPPs as a modality of many constituents and staff. For partners, unfamiliarity with participation in such surveys and other means of conveying concerns were probably factors in the limited response.

- **Inadequate synthesis review:** The synthesis review read in part like a quality appraisal or evaluability study, commenting on the poor quality of the evaluations rather than focusing on substantive findings related to PPP. It also presented synthesized findings as though the evaluations were of regular ILO development cooperation projects, failing to highlight the implications of the application of the PPP modality, although this may have been partly a reflection of the fact that the evaluations themselves were not required to evaluate issues specific to PPPs as a modality. This relates to PPPs not being considered a variable or areas of work to be tagged in the various databases used for the identification of the PPP-related evaluations.
- **Lack of quantitative process data:** Systematic records have not been kept of PPP submissions enabling a quantitative analysis of identification, due diligence, appraisal and oversight processes. The HLE was therefore limited to qualitative and often anecdotal information in this regard.
- **Lack of monitoring data:** Monitoring data pertaining to activities and outputs was ample and complete. Data pertaining to outcomes and impact was less so. In fact, many PPPs, like other ILO development cooperation projects, stopped short of collecting identifying indicators and data pertaining to programme outcomes and longer term impact. Similarly, follow-up monitoring was relatively scant and rendered the accurate assessment of sustainability, particularly of completed projects, difficult.

## 3. FINDINGS

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### 3.1 STRATEGIC USE AND MANAGEMENT OF PPPS

#### 3.1.1 Summary on strategic use and management of PPPs

While individual units may have devised tailored approaches to the use of PPPs, ILO lacks an Office-wide strategy for the use of PPPs in support of its policy outcomes and the SDGs. As a consequence, the identification of PPPs is opportunistic rather than strategic and PPPs are underutilized in support of ILOs policy outcomes. With regard to “donor”-style PPPs, in which the partner is primarily a source of finance, individual ILO units have at times cultivated a relationship over time, often through limited and specific activities and may be triggered into a partnership by a particular opportunity. Steps need to be taken to make PPPs a more regular and accepted modality for implementing Agenda 2030, the SDGs and ILO’s Decent Work Agenda, and the policy outcomes contained in ILO’s programme and budget.

At ILO “PPP” is a catchall term for collaboration with *any non-state actor*.<sup>24</sup> Little or no distinction is made between partnership with a research institution, an established NGO, a private CSR foundation, a foundation backed by an individual or family of high-net worth, or a publicly-listed company. All are subject to similar due diligence and screening and managed through similar modalities and instruments. Yet the risks and issues that each present are different as is the nature of the partnership. In the interest of a more strategic use of PPPs, it is important to address the fact that the current use of the term PPP as a single catchall category for ILO’s partnerships with all non-state actors is of limited substantive and operational value. The ILO should consider recognizing at least two sub-categories of PPPs, differentiating the identification, formulation, appraisal and clearance, implementation, management and oversight procedures to be applied to each. More stringent review procedures should be applied to PPPs that present high-risk or particularly complex issues. These would include clear due diligence procedures and standards, and project design provisions to mitigate risks. Less stringent review procedures would be triggered for PPPs falling within the lower risk category, thereby facilitating and speeding up clearance, formulation and implementation. The higher risk category would consist of: privately owned or publicly held for-profit companies; private foundations funded by high-net-worth individuals; industry-funded think tanks or research institutions; and CSR foundations established by individual private companies. The lower risk category would include: private companies joining subscription-based, thematic platforms; national or NGOs; faith-based NGOs; private foundations funded from a wide array of sources; academic teaching or research institutions; and professional associations.

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<sup>24</sup> Director General’s Announcement, IGDS, No. 81, Version 1, 14 Jul. 2009.



PPPs for the innovative financing of social protection and social finance, and for the diffusion of ILO labour standards through global supply chains hold great potential in that they bring to bear clear value added on the part of the private company partner that complements and enhances ILO's own capabilities leading to enhanced results. Both types of PPPs could be used more systematically and strategically. This will require ILO to recruit or allocate staff with sufficient financial experience and expertise to work on innovative and sometimes complex financial instruments.

PPPs geared to the skills development and the introduction of ILO labour standards throughout global supply chains is a second strategic area for the application of the PPP modality because of the clear value added brought to bear by both the private partner and ILO. It has been a growth area for PPPs at ILO and shows ample room for additional growth.

The due diligence process to clear PPPs at the outset of an engagement is of importance but is currently unpredictable and opaque, which has sometimes created uncertainty and avoidable delays or, on occasion, the loss of potential partnerships. Statistics on the time taken to clear PPP proposals for the first time,<sup>25</sup> do not exist, but respondents cited specific cases, which had resulted in excessive delays and/or decisions that appear to be taken without sufficient explanation. This has led to the loss of interest or even in the withdrawal of potential partners and in reduced momentum in other instances. In some others it has required the Director-General to use his authority to override the process to approve PPPs of strategic importance. The appraisal, clearance and oversight of PPPs should be formally institutionalized, making it more transparent and accountable. A "PPP Appraisal Committee" should be established at headquarters as an advisory body to the Director-General and should consist of PARDEV (Chair), ACTRAV, ACTEMP, DDG/Pol and CABINET. Representatives of technical departments should be invited to participate on a case-by-case basis along with staff from the field and constituents from the field as appropriate – and at the invitation of ACTRAV and ACTEMP (via teleconference). The PPP Appraisal Committee (PPPAC) should meet periodically but regularly, to review and approve new PPPs based on documentation received in advance from the initiating department. The PPPAC should also table controversial extensions or changes to the scope of existing PPPs. They should also monitor compliance with special riders set forth in MOA/LTAs and advise the Director-General on a course of action in cases of non-compliance. All minutes of PPPAC meetings should be recorded, cleared by PPPAC participants and made available for review on the PARDEV website. Objections need to be formally presented, substantiated and placed in the minutes. Any objection that cannot be substantiated should not be formally considered.

Current instruments available do not provide sufficient leeway to allow for adjustments and growth to the relationship in a PPP without reverting to the clearance process. As such, they do not lend themselves easily to the management of a growing relationship. The current system has a static and "top-down" approach to partnership, in which ILO headquarters and its systems have the ultimate say in how PPPs develop. This is reported to limit the role and capacity of country offices to be flexible and develop new PPPs or to modify existing ones according to arising needs and opportunities. MoUs and long-term agreements with private partners should be redesigned to serve as frameworks for long-term relationship management. The agreements should contain the guiding principles, scope and desired outcomes of the PPP, but should provide sufficient flexibility to allow the relationship to grow, and transform if necessary to allow for scaling, greater effectiveness and impact.

### 3.1.2 Magnitude of PPPs

In terms of budget, PPPs remain a small proportion of total programme resources. Many PPPs do not involve significant financial contributions from the private partner; contrary to the perception of some of the stakeholders interviewed, statistics belie the assertion that PPPs are merely an alternative source

<sup>25</sup> Submissions for the extension or revision of existing agreements are currently fast-tracked and subject to a three-working-day turnaround for clearance on a no objection basis.

of funding. In fact, according to PARDEV's PPP database, the total financial volume of PPPs between 2008 and July 2019 (11 years) is \$123 million or an average of \$11.2 million per year. This constitutes less than three per cent of the annual ILO budget of approximately \$400 million<sup>26</sup> or six per cent of extra-budgetary voluntary resources.

In practice, many PPPs were in large part funded by bilateral donors – either through ILO, or in parallel. For example, in the case of the H&M PPP in Ethiopia, 95 per cent of funding is from SIDA and only five per cent from H&M (2015–2018). Yet, it should be noted that PARDEV only records PPPs where resources (funds) are channelled through ILO. At present, while many staff in technical departments and in the field are aware of activities mounted in parallel by PPP partners (for instance, major academic studies by research institutions that serve as the basis for ILO's policy work and is structured based on consultations with ILO staff, are neither reported to nor recorded in PARDEV. Similarly, in the case of the project with the cocoa sector companies<sup>27</sup> in Côte d'Ivoire (\$2 million) and the project with Mars (\$1 million) were implemented in parallel to a larger project funded by the US Department of Labor (\$10 million) (2011–2015), which did not fall into the category of a PPP.

Based on interviews with stakeholders, the tripartite nature of the ILO is seen by many as an advantage that should result in more PPPs with companies and should, in fact, be a significant advantage for the ILO in harnessing PPPs than for most other UN agencies. However, when compared with other UN entities, ILO is viewed as a latecomer and the view was frequently expressed that while the potential remains great, PPPs are underutilised in support of ILOs policy outcomes.<sup>28</sup>

### 3.1.3 Focus of PPPs

Although it is clear from documents reviewed and interviews with headquarters and field staff that there is no overarching strategy at ILO for the application of PPPs as a modality, and that the identification of PPPs is opportunistic in nature, in practice, the majority, 287 out of 359 PPPs (80 per cent) deployed to date have been primarily<sup>29</sup> in support of four policy outcomes: outcomes 1, 4, 7 and 8 (table 2).

For this reason, the cross section of PPPs for case studies was drawn from those that address outcomes 1, 4, 7 and 8. A sample of 10 case studies was selected for detailed study based on a cross section of types of PPPs<sup>30</sup> and weighted to be representative of the relative frequency of the types of PPPs (85 per cent being

Table 2. Number of PPP entries by policy outcomes

Policy outcome (short form)	Total
<b>Outcome 1:</b> More and better jobs for inclusive growth and improved youth employment prospects	87
<b>Outcome 4:</b> Promoting sustainable enterprises	38
<b>Outcome 7:</b> Promoting workplace compliance through labour inspection	75
<b>Outcome 8:</b> Protecting workers from unacceptable forms of work	87
<b>Total</b>	<b>287</b>

<sup>26</sup> ILO: Programme and Budget for the Biennium 2018–19 (Geneva, International Labour Office, 2017).

<sup>27</sup> Global Issues Group.

<sup>28</sup> Interviews with staff in the Regional Office Asia and the Pacific, Regional Office for Africa, Regional Office Latin America and the Caribbean, ILO Office Brasilia, ILO Office Addis Ababa, ILO Office Abidjan and various interviews with ILO staff in Geneva.

<sup>29</sup> PPPs have often been found to also have subsidiary outcomes, so that the total coverage of outcomes is greater than suggested by focusing solely on the primary outcome.

<sup>30</sup> The types of PPPs identified were: In support of a global programme; networking and advocacy; expanding scope over time; focusing on policy leverage; supporting development cooperation activities with research; sector-specific; emphasizing partner funding; and focusing on research and information sharing.

with private companies or private foundations). Some of these case studies were supplemented with a more in-depth review in country missions to five countries selected, which were based on their experience with PPPs, and the existence of multiple case studies representing more than one type of PPPs.

PPPs under these four outcomes cover a cross section of categories/types of partners (private enterprises, foundations, academic institutions, NGOs and already existing PPPs). For this reason, case studies were drawn from PPPs in support of the four outcomes, ensuring a cross section of the types of partners and weighted according to the frequency with which they have been used (53 per cent of total private enterprises, 21 per cent of total foundations, and 11 per cent of the total academic institutions and NGOs, respectively).

### 3.1.4 Process for developing and approving PPPs

PPP proposals are developed either by technical departments or operational departments (the latter being mostly either at the level of regional offices or country offices). They are then submitted for further due diligence and clearance at headquarters. Proposals are submitted to PARDEV, which ensures that all of the appropriate paperwork, including due diligence checklists, are in order, and submits the documents to ACTRAV and ACTEMP for clearance. This process then leads to advice to the Director-General as to whether to sign the PPP agreement. There appears to be no processes or deadlines for due diligence or clearance by workers' or employers' organizations. Furthermore, based on the interviews, records of meetings between PARDEV, ACTRAV and ACTEMP were not available for the HLE Team to review.

Although the procedures to clear PPPs have been characterized as inefficient and slow, it appears that they have only resulted in four proposed PPPs being rejected. At present, there are no systematic statistics on the time taken to clear proposed first time PPPs.<sup>31</sup> Delays and/or indecisions that may have occurred are claimed to have led to the loss of interest on the part of a prospective partner on a number of occasions and a consequent loss of an opportunity. It would appear that the procedure – particularly for clearance – varies on a case-by-case basis and is insufficiently transparent. Although there are no records on the reasons for rejecting proposals, there is evidence that some have been rejected based on either International Organization of Employers (IOE) or International Trade Union Confederation (ITUC) concerns. Reasons for a failure to clear a proposal or delays in clearance are not clearly explained and there is generally no option to rectify problems or address concerns. In a few instances, it has required the Director-General to step in and sign PPPs considered to be of strategic importance without a positive recommendation as long as they conform with ILO guidelines.

PARDEV emphasized the point to the HLE Team that it does not view PPPs as a source of funding, but rather as a substantive collaboration to which both ILO and the partner bring special expertise. Yet, based on interviews with regional offices, there appears to be some question as to whether PPP proposals that do not involve funding from the partner or a third party are in fact required to be submitted to headquarters for review and clearance. The implication is that the list of PPPs maintained by PARDEV at headquarters may not be exhaustive and may exclude PPPs that do not entail financial commitments that are channelled through ILO.

## 3.2 RELEVANCE

### 3.2.1 Summary of findings on Relevance

PPPs have demonstrated their value added in helping ILO achieve programme policy outcomes. They have made major contributions in such areas as skills development, prevention of unacceptable forms of labour,

<sup>31</sup> Submissions for the extension or revision of existing agreements are currently fast-tracked and subject to a three-working-day turnaround for clearance on a no objection basis.

improved working conditions and labour standards. The supply-chain approach, targeting all elements of an industry, has proved particularly effective and is well-suited to partnerships that can be expanded and developed over time to address a broadening range of labour market issues, whether globally or focusing on one region or country. This HLE has found that the actual effectiveness of PPPs in addressing decent work deficits is very much dependent on proactive and judicious design, and are most effective where the value added of each partner is clearly defined and fully exploited. For each of the 10 policy outcomes contained in the Programme and Budget document and corresponding SDGs, ILO should consider which potential partners should be cultivated strategically and proactively with the aim of achieving the intended outcomes and related SDGs. Such partnerships should be structured to maximize the value added resulting from the participation of each specific partner. Any such work should involve a systematic analysis of the capacities, strengths and reach of each potential partner and what they “bring to the table”.<sup>32</sup>

### 3.2.2 Strategies for use of PPPs

There is no overarching strategy for the use of PPPs at ILO. Rather, the identification of potential PPPs is opportunistic and arises on a case-by-case basis, sometimes generated by the PPP partner and other times initiated by ILO staff through occasional and sometimes informal contacts with staff of private companies or their CSR arms. While there is no overarching strategy for the use of PPPs at ILO, some branches in ILO have a strategic approach to collaboration with companies, notably the Better Work Programme.<sup>33</sup> The Enterprises Department (ENTERPRISES) has a number of think pieces that address issues of relevance as they pertain to private companies, but not to PPPs as a whole. Most notably, they have been responsible for coordinating the “Tripartite Declaration of Principles Concerning MNEs and Social Policy”. The MNE Declaration is the only ILO instrument that provides direct guidance to enterprises on social policy and inclusive, responsible and sustainable workplace practices. Its principles are addressed to MNEs, governments, and employers’ and workers’ organizations and cover areas such as employment, training, conditions of work and life, and industrial relations as well as general policies. All principles build on international labour standards (ILO conventions and recommendations). They have also produced think pieces on MNE’s and employment, gender and employment, social finance, and value chain development. Despite this, the Organization is at a stage where it requires a comprehensive strategy for the application of PPPs in support of policy outcomes, Agenda 2030 and national development priorities and plans. The Enterprise Initiative, which constitutes ILO’s strategy for its engagement with the private sector does not provide sufficient strategic orientation for the use of all PPPs. Rather, the Enterprise Initiative provides an overall framework (but not a strategy), which captures the various engagements with the private sector through which the Office reports on its activities with the private sector. This view is supported by the latest progress report (2019) on the implementation of the Enterprises Initiative, which states: “The Enterprises Initiative is a process, not an outcome, and the ILO is still in the relatively early days of this process”.<sup>34</sup>

### 3.2.3 Examples from case studies

The following section contains selected examples from case studies to illustrate the findings as summarized under section 3.2.1. Some of the case studies are used as examples of one particular finding while others are used to illustrate several findings with the example given under the main key finding.

<sup>32</sup> The survey of partners indicated that they particularly valued ILO’s technical and sectoral knowledge and convening capacity. About half of the respondents found that the PPPs they engaged in were well explained and based on ILO’s good understanding of their organization.

<sup>33</sup> Currently, the programme is active in 1,600 factories employing more than 2.2 million workers in seven countries.

<sup>34</sup> GB.335/INS/6 (Rev).

### 3.2.3.1 PPPs for research and knowledge building

With regard to PPPs for research, there are two current PPP research projects in the Arab States region, as follows: Ford Foundation – Research Project “Towards Improved Knowledge on Labour Market; and “FAFO Institute for Welfare and Labour Research (Norway) Employment Conditions of Syrian Refugees and Host Communities in Jordan and Lebanon”<sup>35</sup> and “Refugees for Development: On the Nexus of Humanitarian Assistance and Development”. Both address Policy Outcome 1 and their purpose is to: (i) assess the impact of work permits on decent work for Syrian workers in Jordan; and (ii) assess the labour market impact of the Syrian refugee crisis in Lebanon through an informal economy and vulnerability survey. The research work is aligned with ILO’s agenda to promote evidence-based solutions in response to the Syrian refugee crisis. This research supports an evidence-based dialogue with the government and social partners in the refugee host countries on the issue of refugees’ access to the labour market, and their rights at work. It also informs the development of future responses to this issue by the ILO, and other UN agencies and development partners. In brief, it supports ILO’s agenda to promote a response to refugee crises that is embedded in the principles of decent work. It therefore falls under Outcome 1.

Generally, the funding of data collection and research is not seen as attractive for bilateral funding or cost sharing as gender or child labour programmes. Private partners such as MasterCard and JP Morgan Chase, on the other hand, are interested in funding research for their own CSR programme work. Research specialists in the ILO Employment Department consider, therefore, that PPPs should be more important, especially for statistical data collection. The Work4Youth (W4Y) PPP, involving a contribution of \$14.5 million from the MasterCard Foundation (MCF), the CSR arm of MasterCard Incorporated was intended to improve decent work opportunities for youth by disseminating evidence produced by a School to Work Transition Survey (SWTS) to inform policy on ensuring a successful transition. As such, the PPP supports the achievement of ILO’s Policy Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects. According to the project document, the goal of the project was to “contribute to the promotion of decent work for young men and women and to eradicate poverty and extreme hunger” corresponding to MDG-1 and SDG-8.

The project strategy for enhancing knowledge about youth employment under the W4Y PPP was the refinement and dissemination of the SWTS methodology. Project technical and financial support was mobilized to support the implementation of the SWTS in 34 countries. In principal, W4Y was relevant in addressing the challenge of youth employment at global and country levels. The SWTS methodology was recognized by a consensus of stakeholders as potentially more relevant for policy dialogue and policy development than information currently available from labour force surveys, and responds to the need for youth-specific information on employment trends, wages, policies and practices.

### 3.2.3.2 PPPs for networking and policy influencing

In a PPP with University of California Davis (UCD), ILO established a Secretariat for a Global Action Network (GAN), intended to “help accelerate the availability and adoption of agriculture (index) insurance as part of a broader risk management strategy”. The GAN built on earlier collaboration of UCD with several agencies, including USAID/DFID/GIZ and other funding agencies since 1967. It could be said that because it creates conditions for stable agricultural production and income, this PPP is relevant to Policy Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects, and Policy Outcome 4: Promoting sustainable enterprises. In terms of SDGs, it addresses inclusive and sustainable economic growth.

Project strategy and objectives are primarily relevant for GAN members, who had the opportunity to gain state of the art knowledge on agricultural insurance and improved possibilities for collaboration among

<sup>35</sup> The objective of this project is to support evidence-based policy advocacy to promote a decent work approach in response to the Syria refugee crisis (started in late 2018).



experts. Although knowledge sharing and collaboration within the impact insurance community have a general relevance, the pathway through which this enhanced knowledge would lead to benefits at national level, even in the two “focus countries” is not well-specified. In terms of potential or actual field-level results, relevance appears quite weak.

### 3.2.3.3 PPPs addressing issues in global supply chains

Subject to sufficient proactive planning and design work, PPPs have proven themselves to be a strategically useful modality to address decent work deficits across global supply chains in a sector or an industry. A recent review of ILO’s work in global supply chains found that “any or all of the strategic objectives at the heart of decent work agenda could conceivably be pursued within the context of GSCs”.<sup>36</sup> In the same report, a “review of evaluation reports found that the ILO’s work within the context of GSCs was far-reaching and embraced a multitude of technical inputs from across the organization. This work often aimed at reducing decent work deficits in GSCs, but also included many projects that aimed to harness the power of GSCs to generate jobs, enhance livelihoods and lift people out of poverty”.<sup>37</sup> Whilst supporting these broadly positive findings, this HLE has found that the actual effectiveness of PPPs in addressing decent work deficits is very much dependent on the proactive and judicious design of the projects themselves (see section 3.3 Validity of Design below).

ILO has two PPP initiatives with JP Morgan Chase; one is managed at ILO headquarters and the other in the Regional Office in Bangkok. The headquarters-managed project aims to use ILO’s technical capacity, expertise and network to leverage the G20 Initiative to Promote Quality Apprenticeships by facilitating knowledge exchange on apprenticeships through peer learning, practical tools, and guidelines and methodological guidance. The field of intervention of Skills that Work is capacity building and knowledge generation and dissemination. The Asia project, on the other hand, was initiated in the wake of the super typhoon in the Philippines, when 700,000 people lost their livelihoods and focuses on activity-based training. The initial proposal, which was generated by the JP Morgan Chase CSR unit who approached ILO Bangkok, did not proceed because extensive delays in clearance at ILO headquarters resulted in JP Morgan Chase finding alternative arrangements. JP Morgan Chase subsequently approached ILO Bangkok with a new proposal, one that provided activity-based training for girls and women receiving education in science, technology, engineering and mathematics (STEM) subjects, essentially providing them with training to facilitate their transition from academia to the workplace. Success in this project resulted in it being expanded to cover industry-specific apprenticeships in the Philippines (call centres), Indonesia (automotive) and Thailand (electronics).

Under Policy Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects, apprenticeship programmes are listed under the success criteria for indicator 1.2. *ILO and Sustainable Development Goals (SDGs)*: Both projects are aligned with ILO’s Programme and Budget 2018–2019 (Outcome 1, Indicator 1.2) and the projects contribute to the SDG’s 8.5, 8.6, 4.4 and 10.2. The importance of apprenticeships is also reflected in the decision of the ILO Governing Body to put apprenticeships as a standard-setting agenda at the International Labour Conference (ILC) 2021.

Both projects fit well into the broader philanthropic work of JP Morgan and its mainly project-focused portfolio in communities and firms. In that respect, the project adds the value of an international organization with a transnational view and engagement at the level of policy development. Countries with a JP Morgan Chase representation, as well as the interest of the ILO country offices, guided the selection of countries for the dissemination workshops. In the case of the project in Asia, the proposal was developed between the ILO Regional Office in Bangkok and JP Morgan Chase CSR unit although the initial

<sup>36</sup> ILO: *Decent Work interventions in global supply chains: A synthesis review on lessons learned; what works and why 2010–2019* / International Labour Office, Evaluation Office – Geneva: ILO, p.4.

<sup>37</sup> Ibid, p.7.

approach was by JP Morgan Chase. In this respect, the project was the result of the Regional Office seizing an opportunity that presented itself, rather than a broader strategy.

A large proportion of global supply chain PPPs, to some extent, driven by the galvanizing effect of the Rana Plaza and other fire-related disasters that took place in quick succession, have resulted in some of the most significant and successful global supply chain PPPs of ILO being situated in the ready-made garment (RMG) sector.

### **The value added of the PPP partner in applying the decent work agenda in supply chains**

The networks and expertise of private sector partners make an active contribution to project design, implementation and monitoring, if not management. Whilst ILO has the knowledge, experience, contacts with governments and evidence base, it lacks the access and financial influence to bring suppliers to the table. Topics commonly addressed through such partnerships are skills development (to improve competitiveness and employment conditions), conditions of work, health and safety, gender and the participation of women, employment of physically challenged workers, child labour, and the structuring of social dialogue and labour relations. In these cases, the PPP approach and the specific choice of partners are highly relevant.

H&M is a major and high profile PPP partner of ILO, with operations in several countries. This HLE's evidence concerning the H&M partnership in several countries confirms that the RMG sector is highly relevant for many of ILO's priorities. The RMG sector is highly competitive and price driven where margins are small and suppliers are dependent on volume and regularity of orders from large, mostly Western buyers. Under normal circumstances, this is not an industry that incentivizes the allocation of valuable production time to training and skills development. Furthermore, investing fixed capital in an improved work environment or in environmentally sustainable buildings or production systems is often seen as an unnecessary drain on scarce resources. In this situation, the global standards promoted by ILO and the benefits available from development cooperation projects proved over time to have limited success in convincing industrialists to improve factory conditions.

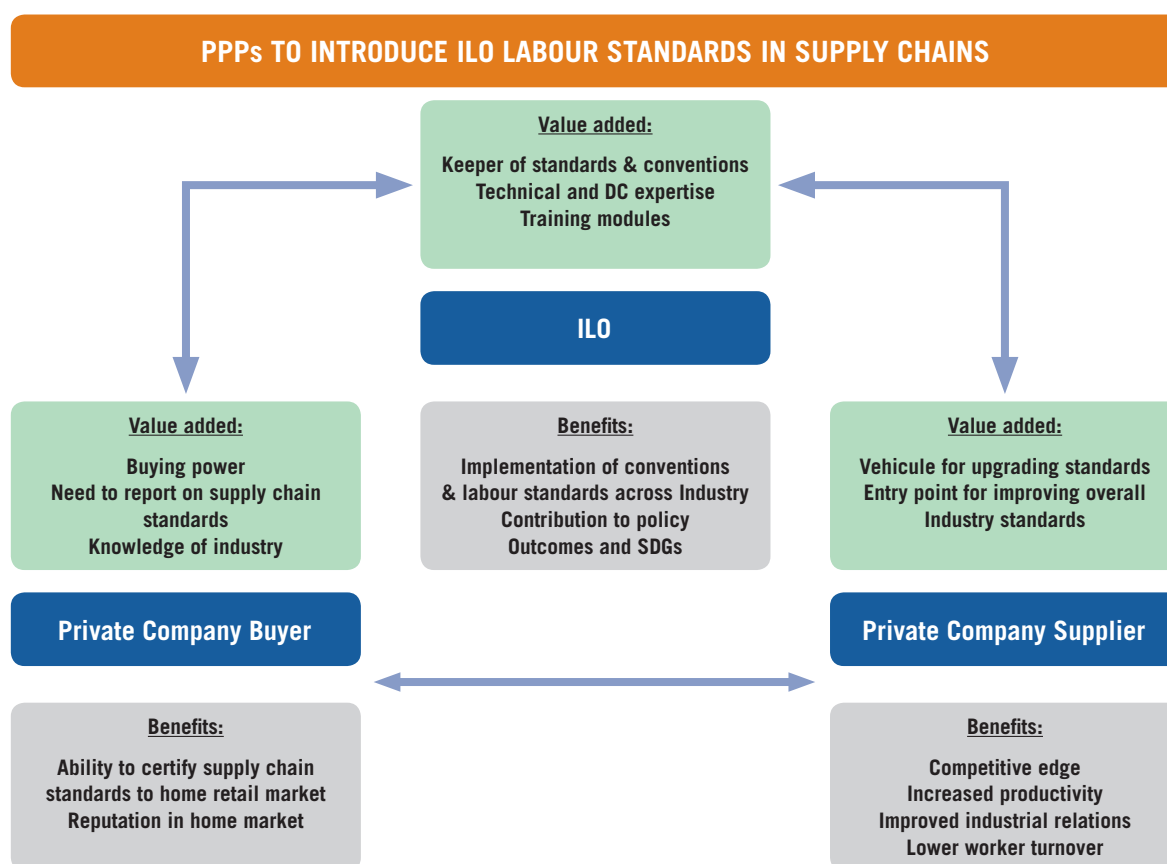
In this context, the more direct, financial business incentives represented by H&M, as one of the larger buyers and stakeholders in the RMG sector proved a critical factor in ensuring the cooperation of factories within its supply chain and the success of the programme. The value added of H&M as a PPP partner in Bangladesh did not lie in its direct financial contribution to the project, which was relatively small. Indeed, H&M's PPP cooperation is often characterized by a mix of bilateral, government and ILO contributions, with H&M's own financial contribution being a relatively small part of total project funding. Instead, the company's own contribution centres on its influence in improving production systems through the application of standards for companies wishing to participate in its supply chain. This is shown in figure 4 below, based on the workings of its PPPs in three countries explored by the HLE in some detail.

H&M's work on the application of supply chain standards in the RMG industry has inspired other companies in the sector to adopt similar practices.<sup>38</sup> Crucially, some of these other relatively large buyers were

<sup>38</sup> In 2016, nine international labour rights groups and global unions launched a campaign calling for a basic level of transparency in the garment industry. The coalition developed a "Transparency Pledge," a uniform minimum standard for transparency, drawn from industry good practices. Seventeen leading global apparel and footwear companies committed to publishing all of the information sought in the pledge. Each company committed to regularly publish on its website a list of all factories that manufacture its products. The list would specify the full name of all authorized production units and processing facilities, site addresses, parent company information for the production units, type of products made, and a rough indication of the number of workers at each site. H&M is among a short list of companies that were already committed to disclosing supplier factory information. See: B. Stauffer: Follow the thread: *The need for supply chain transparency in the garment and footwear industry* (Human Rights Watch, New York, NY, 2017).



Figure 4. Value added of each stakeholder in the H&amp;M PPP and benefits achieved



*Based on evaluative evidence from the garment sector in Bangladesh, Ethiopia and Myanmar*

already committed to this level of transparency.<sup>39</sup> Another 17 companies, though not fully subscribing to the pledge standards committed for the first time to publishing their supplier factory information. As a consequence, the RMG market experienced considerable impetus for its suppliers to raise wages, apply ILO labour standards and improve the quality of the work environment. From ILO's standpoint, the H&M PPP enabled it to have a demonstrable impact first on specific factories in the supply chain and then secondly on the industry as a whole, through the broader implementation of standards and conventions. In Bangladesh, it also improved the employability of workers through skills development and improved the wages of workers already employed. In Ethiopia, the financial contribution of H&M was limited (less than five per cent of the total project budget). However, having H&M as a partner beyond project activities in the project document) was highly relevant for the ILO country office in particular for the policy dialogue and advocacy around the issues of minimum wages, unionization and occupational safety and health (OSH). In Ethiopia H&M therefore is both a donor and a partner for ILO.

### **ILO's value added in global supply chains**

According to the stakeholders interviewed, ILO is widely recognized as the custodian of global labour standards and conventions, and its engagement through a PPP provides an element of verification of the

<sup>39</sup> Among the other companies that had previously disclosed supplier factory information and committed to the pledge are Adidas, C&A, Cotton One Group, Esprit, G-Star RAW, H&M Group, Hanesbrands, Levi's, Lindex, Nike, and Patagonia. Companies that were going transparent for the first time and committed to the pledge are: ASICS, ASOS, Clarks, New Look, Next and Pentland Brands.

ethical standards being applied by H&M (and other partner bodies) in the global marketplace, which is positively viewed by their shareholders and retail customers. In the case of Bangladesh, it also provided the technical experience and the intellectual property required for training, and enabled the adaptation of existing ILO training modules to the specific needs of Bangladesh. According to staff of the ILO Centre of Excellence, ILO training modules are used throughout and adapted to the specific requirements in Bangladesh. ILO's presence also promoted the participation of workers' and employers' organizations, particularly from the garment sector. From the ILO Country Office's perspective, the PPP provided it with a broader platform to influence the RMG industry as a whole and to use evidence gained through its implementation as a basis for policy development advice to the Bangladesh Ministry of Labour. In Ethiopia, as in Bangladesh and Myanmar, an H&M PPP, contributed to national development by supporting the development of socially sustainable textile and garment industry through improved labour relations, productivity, wages and working conditions. At national level, the project focused on facilitating social dialogue among multiple stakeholders, under the leadership of the tripartite partners.

A range of respondents asserted that ILO could play a strong and neutral convening and facilitation role, and bring together the social partners to address such sensitive issues as social dialogue, unionization or minimum wages; a role a buyer may have difficulties playing. In general, ILO staff indicated that, in their experience, ILO could play a valuable role in promoting and facilitating the introduction of policies at the national level although it was acknowledged that some private companies, as major employers in the country, also had access and influence at the policy levels of government, including through the use of lobbyists.

### **Value added by suppliers**

According to interviews with factory managers and workers, suppliers under the H&M project benefited from a rise in productivity, gaining a competitive edge by introducing financial and non-financial incentives, thereby reducing worker turnover in an industry where skilled or semi-skilled workers are normally in short supply. This served, through demonstration, to change attitudes and perceptions in the industry. The principal value added of suppliers, therefore, is that they provide evidence through application that can then be used to galvanize and generate policy change.

#### **3.2.3.4 PPPs with a sector-specific dimension**

The PPP with the cocoa sector companies (the Global Issues Group) in Côte d'Ivoire did not add much value beyond funding the project. It was a project like any other development cooperation project. Having MARS as a partner, however, added value beyond the project. Besides its own substantial financial contribution of \$1 million, MARS became a member of the global Child Labour Platform. The experience gained through the PPP in Côte d'Ivoire was useful in terms of lessons learned that could be shared on the Child Labour Platform.

The current ILO portfolio in Côte d'Ivoire has no PPPs and their role is, therefore, marginal. However, in both the Regional Office and Country Office, ILO staff are positive about their potential, which is seen as follows:

- ILO's messages (advocacy) could carry more weight if supported from a business perspective; the link between increasing productivity (leads to higher incomes) and reducing child labour (higher incomes allow for higher pay which allows to engage adult labourer) is powerful.
- The challenge of child labour in the cocoa sector can only be addressed together with all stakeholders, and in particular also the multinational cocoa companies. It is through the supply chain that change can happen.

- The fact that the multinational cocoa companies are very engaged in addressing child labour in Côte d'Ivoire and that the companies have many partnerships with NGOs is also seen as a potential for ILO to renew its partnerships with companies.
- In the context of the new ACCEL Africa project (starting 2019), ILO has opened discussions with companies from the cocoa industry. ACCEL is a multi-country, multi-sector project to combat child labour.

CAOBISCO is an association of European companies in the chocolate and confectionary sector. The objective of the CAOBISCO PPP in Turkey is to contribute to elimination of the Worst Forms of Child Labour (WFCL) in seasonal agriculture in line with the Government's National Employment Strategy and National Programme for the Elimination of Child Labour. As such, it is a supply chain PPP in the thematic area of child labour. The programme addresses ILO Outcome 8: Protecting workers from unacceptable forms of work, specifically WFCL and SDG 8. Nationally, it is in line with Turkish national policies and regulations and agreed ILO areas of cooperation. Although Turkish trade union confederations are opposed to child labour, the agricultural sector is not unionized and largely informal so they have little direct influence.

Funding from the private sector partner was essential, since ILO-IPEC funding in Turkey had ended, the Government had not yet mobilized resources for the issue and the other external partner, Government of Netherlands, made a relatively small contribution. For the private sector partner, in addition to meeting CSR ambitions of CAOBISCO members, the project responded to pressure from consumers, European governments and the EU to crack down on child labour in the harvesting of hazelnuts.

Child Labour is an area of agreement among workers' and employers' organizations, even though they disagree on many other issues. The PPP has therefore been able to engage with a full range of national partners and bring to bear external financing and international supply chain connections.

### 3.2.3.5 PPPs as funding modality and industry access

A PPP with Lukoil is of clear relevance to ILO Policy Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects, an issue also accorded high priority in Commonwealth of Independent States (CIS) countries where high levels of youth unemployment sometimes constitute a latent threat to stability. The immediate objectives of the project focused on both the development of effective youth employment policies and strategies in the region and support for the implementation of action plans and programmes in Azerbaijan, Kazakhstan and the Russian Federation. It included action at three levels. At the regional level, the project sought to foster a collaborative network across the CIS countries that would serve as a platform for knowledge sharing, regional strategy development and the conduct of peer reviews. At national level, the project supported the development of packages of initiatives tailored to the specific needs of those countries. It also developed their capacity to effectively implement these initiatives. At the sub-national level, the project supported three regions of the Russian Federation to build local partnerships that would oversee the piloting of some of these initiatives.

According to the Russian Union of Industrialists and Entrepreneurs (RSPP), the main Russian employers' organization, LUKOIL is a pioneer in the area of CSR and the first Russian enterprise to enter into a funding agreement of this type with a UN agency. The RSPP maintains an active interest in promoting CSR initiatives in the Russian Federation. It is now looking at opportunities to align these initiatives, wherever feasible, to the 2030 Agenda for Sustainable Development and the Sustainable Development Goals. Lukoil operates in 62 regions of the CIS and because of the number of people it employs and its economic importance, carries substantial weight in policy circles and with the population as a whole. This PPP could not have been undertaken without Lukoil, either financially or in terms of the openings it facilitated as one of the major and most respected employers across the region.

### 3.2.3.6 Innovative financing as potential area for relevant PPPs for ILO

As economic and social development increases in more and more countries enabling them to graduate to lower or middle-income status, they are forced to address issues of social security, health insurance, and income floors, in a concerted manner. This is already witnessed in the BRICs and many other upper middle-income countries where governments are studying the issue and, in some cases, trying out pilot schemes. From the point of view of its own relevance, ILO is going to have to step up its work in this sector. Such work requires not only a sound knowledge of labour markets and the workforce, of social and economic trends, and of fiscal and expenditure policy, but also of finance, risk analysis and risk management. Solutions will be dependent on a judicious amalgamation of government, employer and private sector solutions. While ILO is perhaps the pre-eminent repository of knowledge and experience in labour markets, and of social and economic trends and fiscal and expenditure policy as they relate to the workforce, expertise in finance, risk analysis and risk management including innovative solutions for the latter, often resides in private companies (financial companies and insurance firms) and academic institutions. PPPs are, therefore, ideally suited to this area of ILO's work and the potential value added by the different partners. In addition, such partnerships could potentially lead to additional leverage for the implementation of any policies or pilot programmes developed.

However, ILO's work with PPPs in this area, though probably essential to the relevance of ILO's programme of work in the future, remains relatively limited. Among the case studies evaluated, in 2018 the Gates Foundation approved an 18-month, \$2.1 million project of technical support from the Institute of International Finance (IIF) to the Indian Employees' State Insurance Scheme (ESIS), the largest contributory social health insurance scheme in the country, for improving and expanding access to health-care services in India (health financing). This project is currently in its start-up phase, involving detailed discussions with the Indian Government. The PPP with The Bill and Melinda Gates Foundation was seen to bring significant value added because of the large-scale funding, knowledge and influence that the Foundation has brought to the health sector in the context of infectious diseases such as malaria, tuberculosis and HIV. Its connections and knowledge of the health sector as well as its substantial funding would bring to bear significant value added to ILO's knowledge of social safety nets, the labour force, and the targeting of vulnerable populations in formal and semi-formal sectors. The Gates Foundation PPP indirectly addresses Policy Outcome 1 by working to establish a universal national health insurance scheme that would provide health insurance for workers in both the formal and perhaps even the informal sectors.

## 3.3 VALIDITY OF DESIGN

### 3.3.1 Summary of findings for Validity of Design

Design is generally negotiated with the partner, especially with private companies and foundations. The Office and the constituents are generally more committed to issues such as long-term impact than other partners, such as a PPP. For partners, the incentives are generally structured differently. It is apparent that these and other issues that are of importance from a development perspective but are not of high priority for private companies are going to have to be given particular attention by ILO during the design phase of PPPs. ILO will need to ensure that they are systematically addressed in all PPPs even where they may be of potential importance. It should be noted that these are the most difficult design issues in regular development cooperation projects as well, and a regular feature of inadequate project design. Few PPPs were formulated with an explicit theory of change as a basis for defining activities, outputs, outcomes and intended impact, or of understanding all of the influences in the sector.

### 3.3.2 Examples from case studies

The following section contains selected examples from case studies to illustrate the findings as summarized under section 3.3.1.

Research projects reviewed in the Arab States region were geared to assessing the impact of refugees on the labour markets of Jordan and Lebanon and were funded using humanitarian funds. Therefore, the projects were designed as one-off research projects and did not attempt to ensure sustainability and continued research work beyond their lifetime.

In the UCD PPP, outcome monitoring was weak and not explicitly defined in the design of the PPP, leaving project personnel to define the parameters of a monitoring mechanism during the course of implementation. Results management focused on user satisfaction with the activities and particularly the outputs produced. The project also did not have either a logical framework (although the USAID/UCD project would have required one) or a theory of change to plot the path to the achievement of outcomes and impact.

The H&M PPP is designed based on a clear understanding of the roles played by the H&M, ILO, the government and constituents, and the supplier, respectively. This distribution of roles based on respective institutional strengths is explained at greater length in the sections on relevance and effectiveness. H&Ms incentive in the PPP is to ensure that it can demonstrate to its shareholders and to the public the introduction of essential training and labour standards throughout its value chain. From the supplier's perspective, the incentive is to ensure that it can demonstrate to its largest buyers that it is in compliance with ILO standards. Sustainability of training institutions created or even of national institutions for certification or even the impact on wages, etc., are not necessarily their highest priority. The latter, however, should be of high priority for ILO. The H&M PPPs in general demonstrated scant attention to sustainability or the monitoring of impact in most cases, with relatively limited attention being paid to them in the original design.

The final evaluation of the two PPPs with the cocoa sector companies (the project with the Global Issues Group and the separate project with MARS) in Côte d'Ivoire found project design coherence with several other parallel ILO projects and also prior ILO projects in the same domain. The strength of this PPP was twofold – the PPP projects had relied on prior ILO experience and earlier ILO projects, and they had been coordinated with other similar projects. The project was coherent with other ILO activities related to child labour in the cocoa sector in Côte d'Ivoire and Ghana. In addition, the project with MARS was in line with MARS' Vision for Change Program, which focused principally on the productivity of farmers in order to increase their income, thus enabling them to pay for adult labour instead of cheaper child labour.

The PPP with CAOBSICO was designed around activities and lacked either a logical framework or a theory of change. As a result, it showed limited overall coherence. It incorporated a broad range of activities to address the child labour challenge but was over-reliant on the Government to continue activities and even expand the areas provided with services. CAOBSICO provided funding and took part in monitoring activities and meetings. Its participation was an indispensable part of the design.

The PPP with Lukoil focused on the development of youth employment policies and strategies in the CIS, and support for the implementation of action plans and programmes in Azerbaijan, Kazakhstan and the Russian Federation. It included action at three levels. At regional level, the project sought to foster a collaborative network across CIS countries that would serve as a platform for knowledge sharing, regional strategy development and the conduct of peer reviews. At national level, the project would support the development of packages of initiatives tailored to the specific needs of Azerbaijan, Kazakhstan and the Russian Federation. It would also develop the capacity of these countries to effectively implement these initiatives. At sub-national level, the project would support three regions of the Russian Federation to build local partnerships that would oversee the piloting of some of these initiatives.

The ILO/MCF W4Y PPP spent most of its \$14.6 million budget developing and implementing a research methodology. It is highly unlikely that this could have been funded by any other source than through a PPP. Overall, design was inadequate because provisions were not made in the design to ensure that survey findings were actively injected and used for policy dialogue and preparation. The original design assumption that producing new policy-relevant information would lead to policy dialogue without additional project investment was probably also unrealistic. This was implicitly confirmed by a mid-term



evaluation,<sup>40</sup> which noted that in order to assess the results of the project, it would be necessary to describe or monitor the policy dialogue. However, there were no measures in the revised results framework that provided reasonable criteria for assessment of this objective beyond the delivery of the W4Y project outputs.

The Gates Foundation PPP in India on universal health insurance is, by virtue of the selection the Gates Foundation as the principal partner of ILO intended to ensure that the modelling and analytical work done feeds directly into the decision-making process led by the Ministry of Health over which the Gates Foundation has some influence by virtue of its substantial support for health-care programmes in India. The design of the project brings together capacity recruited by the Foundation with ILO's own capacities and experience with the labour force in India to implement the programme. The PPP does not intend to create capacity, but rather to lay the analytical groundwork for an enabling policy. As such, the project is not intended to be sustainable. Sustainability is, therefore, not actively incorporated into the design of the project. There is no indication that despite the fact that the project is attempting to take on a very complex reform-oriented initiative in which there are other very large stakeholders (in the health-care sector), a theory of change has been drawn up, mapping out the types of changes that will need to be effected to be successful, and the contributions that will need to be made by a variety of other stakeholders.

### 3.4 EFFECTIVENESS

#### 3.4.1 Summary of findings on Effectiveness

The effectiveness of supply chain PPPs and the sustainability of results varied according to important differences in design of PPPs between countries. On average, PPPs were observed to deliver to a high standard. PPP partners in the case of private companies tend to be hands-off in terms of implementation, leaving technical aspects to the ILO. They do, however, take a keen and detailed interest in monitoring implementation, demanding results and data frequently.<sup>41</sup> Design is generally negotiated with the partner. Results and the potential impact of PPPs vary considerably – even between engagements with the same partner in different countries. Differences in design and market conditions are determinant factors in potential outcomes, impact and sustainability, including in terms of capacity created. Most programmatic strengths as well as shortcomings are, therefore, in line with those of other development cooperation projects.

PPPs for the innovative financing of social protection and social finance should be prioritized as an area in which ILO can utilize the expertise and experience of private PPP partners, and ILO should ensure technical capacity to develop this as a practice area. Similarly, the introduction and diffusion of labour standards and skills development through global supply chains holds out great promise for continued growth even though it is a PPP typology that has grown substantially in the past decade. Certain areas to which private companies and private foundations can bring special expertise to bear are particularly complex, but they hold particular risks for ILO and require specialized capacity. For instance, in the area of social protection and social finance, specialized expertise in finance, risk management and actuarial science are extremely useful to supplement the expertise that ILO already possesses to fully exploit the value added of certain private companies. Consideration should be given to providing and placing such capacity at the ILO appropriately – probably at the level of regional offices, which would advise on such PPPs from the very outset.

The influence brought to bear by individual or multiple large buyers that serve as private sector partners can also be used more frequently and systematically to achieve ILO's objectives – particularly in the context of targeted skills development, and the widespread diffusion of labour standards and collective bargaining practices in factories.

<sup>40</sup> ILO: *Work4Youth: Improving decent work opportunities for youth through knowledge and action – final evaluation* (Geneva, 2016, p. ii).

<sup>41</sup> The survey of partners showed that respondents tended to find that their PPP achieved its intended results.

### 3.4.2 Examples from case studies

The following section contains selected examples from case studies to illustrate the findings as summarized under section 3.4.1. Some of the case studies are used as examples of one particular finding while others are used to illustrate several findings with the example given under the main key finding.

#### 3.4.2.1 PPPs for research and knowledge building

The effectiveness of PPPs geared to research varies according to arrangements made to utilize the results and the sustainability of activities either with donor funding or through the development of capacity. Standalone research projects that did not actively feed into decision-making or policy-making processes, were less likely to be taken directly into account in decision-making. This is not unique to PPPs as most development cooperation projects are effective only to the extent that the design provided for research results feeds directly into policy-making processes and forums.

The effectiveness of research was at times also affected by the nature of the funding received. Research conducted on the role of refugees in national labour markets using academic or research institutions is important in several countries – particularly in the Arab States. Yet the funding for refugees and host societies upon which such PPPs depend is humanitarian in nature and, therefore, of short duration and product-based. It is not always ideal for the longer term objective of building national capacity to conduct such research on a continuing basis.

#### 3.4.2.2 PPPs supporting skills development

By contrast, the STEM apprenticeship project for women and girls in Asia with JP Morgan Chase delivered results greatly in excess of expectations. For instance, the initial project in the Philippines resulted in 16,000 students completing their training whereas the original project's target was just 1,600. The second project, which involved enterprise level, activity-based training in 14 different soft skills for management, resulted in 13,000 trained in Thailand alone at Seagate facilities. New and innovative forms of education – including Internet-based interactive solutions are being explored to further widen the scope of the project and to reach an even wider audience.

#### 3.4.2.3 PPPs addressing issues in global supply chains

PPPs have demonstrated their value added in helping ILO achieve its programme policy outcomes within supply chains. They have made major contributions in such areas as skills development, prevention of unacceptable forms of labour, improved working conditions and labour standards. The supply-chain approach, targeting all elements of an industry, has proved particularly effective and is well-suited to partnerships, which can be expanded and developed over time to address a broader range of labour market issues, whether globally or focusing on one country or region.

The effectiveness of supply chain PPPs and the sustainability of results varied according to important differences in the design of the PPP between countries. On average, PPPs were observed to deliver to a high standard. PPP partners in the case of private companies tend to manage their PPP engagements through CSR or Sustainability Units and are, with few exceptions, relatively hands-off in implementation, leaving technical aspects in the hands of ILO. They do, however, take a keen and detailed interest in monitoring implementation, demanding results and data frequently.<sup>42</sup>

<sup>42</sup> For example, according to interviews, J.P. Morgan Chase's CSR demands detailed information on the use of inputs, as well as activities implemented and outputs delivered. This may in part explain the tendency to deliver ahead of schedule on this and other PPP engagements.



Results and the potential impact of PPPs vary considerably – even between engagements with the same partner in different countries. Differences in design and market conditions are determinant factors in potential outcomes, impact and sustainability, including in terms of capacity created. With regard to the supply chain PPPs reviewed in the garment sector, where suppliers had multiple buyers and where the majority are nationally owned, ILO's PPPs could, and did, demonstrate industry-wide results.

- **In Bangladesh:** The RMG industry is well developed. All the suppliers receiving technical cooperation were owned by Bangladeshi entrepreneurs, used local raw materials and textiles, and were suppliers for both partner and other buyers, enabling the project to have broad, industry-wide impacts.
- **In Myanmar:** All 23 participating suppliers are foreign-owned. All are suppliers of the partner although a few also supplied other buyers. The majority of the foreign companies were already the partner's suppliers in the home countries, setting up business in Myanmar in preparation for a preferential trade agreement that was signed between Myanmar and the EU. Twenty of the foreign suppliers imported their raw inputs from their own countries. All senior managers of the companies are foreign. Although Myanmar nationals in the work force benefit from the project, some respondents were concerned over foreign companies being given an unfair advantage through the project. It is argued that the project is contributing to the suppression of Myanmar-owned and operated suppliers. Nevertheless, the project has the capacity to influence the industry as a whole by developing and applying common rules for collective bargaining among the 23 suppliers receiving assistance under the project.
- **In Ethiopia,** a similar supply chain project follows a comparable model of foreign ownership to that in Myanmar and is, therefore, probably also similarly compromised in the impact it can have industry-wide.
- **In Turkey,** the scale of H&M support is currently too small and too geographically limited to generate impact at country level.

Where outcome level data are available, PPPs can be shown to have significant results. The skills development component of the supply chain H&M PPP in Bangladesh, for instance, has raised both quality and productivity, which has raised average wages in those factories where workers have been trained.<sup>43</sup>

*In the case of the H&M PPP in Ethiopia,* the project was also effective in achieving expected results, in particular with regard to enhance decent work and improved productivity in the textile and garment sectors. This was achieved through the provision of soft skills training to workers to empower them to successfully balance their work and personal lives by developing skills in soft management skills such as goal setting, leadership, and time management as well as financial literacy and labour law. The project in Ethiopia focused on improving industrial relations for Decent Work and sustainable development of the textile and garment industrial relations. Beyond what was planned in the project document, the partnership with H&M contributed to important changes at policy level, in particular, the establishment of a roadmap towards minimum wages. In addition, a process towards unionization at factory level has been set in motion. Workers' organizations expressed the view that H&M could apply more pressure, and that there was a gap between rhetoric at the level of policy dialogue and reality at the level of supplier factories.

Although the specific H&M-supported activities have not yet been assessed, the overall SCORE programme in the country is already reputed to provide informative and effective training. It is likely that the additional support and focus provided by H&M will have similar success.

#### 3.4.2.4 PPPs with sector-specific dimension – the cocoa sector companies and uneven partnerships

The two PPPs with the cocoa sector companies (the Global Issues Group and the separate project with MARS) were rather effective in achieving expected project results according to the final evaluation reports,

<sup>43</sup> Bangladesh Technical Education Board: *A report on matching NTQF qualification with the occupations of present employment market* (Dhaka, 2018).

in particular with regard to strengthening the Child Labour Monitoring Systems (CLMS) and institutional capacities. Community Action Plans (CAPs) in target communities were developed and implemented and the awareness of child labour was increased.

The relationship between ILO and the companies was that of a donor to an implementing agency. The relationship was not that of equal partners with shared responsibilities, but of one partner (ILO) being accountable to the other partner (donor). ILO was responsible for all activities. The donor had no obligations (apart from the financial contribution). This can be seen from PPP project documents, which outline activities and related responsibilities. The responsibility for almost all activities lies with the ILO. The partners are not mentioned as having responsibilities.

The CAOBISCO PPP was successful in strengthening national capacities in planning, coordination, implementation and monitoring of activities against child labour in seasonal agriculture. However, some municipalities did not meet their future planning obligations. Outreach and awareness-raising activities attained the numbers targeted and were, therefore, regarded as effective. In terms of the partnership, ILO staff noted that CAOBISCO has become increasingly involved as the project moved from a one-year pilot to its multi-year phases. Every year, CAOBISCO contributing members have participated in stakeholder visits to agricultural areas. One year, CAOBISCO provided an expert to participate in the field missions. The supply-chain approach has engaged different levels – producers, private agencies engaging workers, and manufacturers. The CAOBISCO brands met Turkish exporters and passed on issues and progress for discussion at their own conferences and meetings. In the second phase, key CAOBISCO member brands have reported on the PPP in their CSR reports and have mobilized their supply chain actors to participate in activities. Some Turkish hazelnut producer companies now have their own social workers in the field. Participation of the social partners has been active. Both trade union confederations have attended steering committee meetings and engaged in field visits with management.

The Employers' Confederation in Turkey indicated that the largest Turkish companies now have their own CSR projects. They do not feel that ILO has systematically tried to engage these stakeholders or maximized their participation. Their opinion appears to be that the PPP concept should have been expanded to include the big Turkish companies as part of the core project stakeholders. This should be rectified in the next project phase, which is just beginning. Support is expected to increase if the big Turkish companies organize public events to raise the visibility of child labour. Currently, it is mainly promoted by bureaucratic government committees and has a limited public profile. According to the social partners, the campaign against child labour would benefit from those with a higher public profile, such as artists, actors, politicians, etc., to raise awareness and support.

#### 3.4.2.5 PPPs for networking and policy influence

The project final evaluation reports<sup>44</sup> that the knowledge of the experts in the GAN and in its Peer Learning Platform did not effectively reach practitioners and governments, even in the two focus countries. The evaluation suggests that a longer project with more resources would have been needed for this to occur. Although the project had focus countries, its activities did not appear to be integrated into country office programming reinforcing a perception that it was an opportunistic rather than a strategic, pre-planned venture.

The JP Morgan Chase project managed at headquarters showed mixed results. Two out of three components (Quality Apprenticeship Toolkit and Methodology for cost-benefit analysis of apprenticeships) delivered the expected results, the third, (G20 survey on Quality Apprenticeship Systems) was only partially successful. The original intention to collaborate with the G20 gradually receded and collaborating governments did not deliver on commitments made to the project. Processes to facilitate the potential use of project products and knowledge were successful. According to the final evaluation, factors influencing

<sup>44</sup> ILO: *Global action network to make agriculture insurance work better – Final evaluation* (Geneva, 2018), p. 8.

the project's results included a proactive, inclusive and “business-like” ILO project team, which successfully mitigated against implementation challenges.

The influence of the H&M PPP on policy dialogue can be illustrated in Ethiopia where minimum wage was considered taboo at country level and viewed as an “FDI killer”. The advocacy for minimum wages by H&M had a significant impact on the national discourse. H&M showed the link between low wages and low productivity. There is now a policy dialogue in Ethiopia and a roadmap towards minimum wages. H&M is also supporting the unionization of workers.

In the case of Myanmar, freedom of association and collective bargaining have been very limited in the past. Suppliers that received support through the H&M PPP have begun to set a precedent for collective bargaining by jointly developing and sharing guidelines for collective bargaining that could subsequently be used by other suppliers as well.

The Regional Cooperation Network established through the Lukoil PPP is now proving to be an effective mechanism for cooperation, peer-to-peer learning, the sharing of international good practice, the commissioning of comparative research on topics prioritized by the constituents, and the improvement of youth employment policies and programmes. The Network is task-oriented and has played an important role in highlighting the need for reforms in the youth employment approaches taken by its member countries.<sup>45</sup> This finding of the project final evaluation was confirmed by the stakeholders in the participating countries as well as by ILO and Lukoil sources.

The project developed or adapted a number of tools designed to guide them in their review and development of youth employment policy and programmes. These tools all had a practical application for the countries involved and made a positive contribution to project objectives. The reported use of the peer review tools in other regions was an unexpected positive outcome.

Interviews with a senior government stakeholder in one participating country cited the importance of a major employer such as Lukoil addressing the transition of youth to employment and using the PPP to influence its human resource development strategies and policies. Stakeholders commonly cited the importance of the PPP establishing a regional knowledge hub among countries with a shared political and cultural heritage as a modality that maximizes effectiveness. It was also noted that the effectiveness of the PPP also benefited from Lukoil's own knowledge of the region.

Most of the intended outcomes of the ILO/MCF W4Y PPP (Work4Youth – Improving decent work opportunities for youth through knowledge and action) in terms of supporting improved policy and programme responses were not realized by project closure. It was not uncommon for the key stakeholder interviewees to have limited knowledge of the surveys undertaken. It was only in those cases where it was possible to incorporate some follow-on support or where a development partner had an existing programme of support to a key youth employment stakeholder and was keen on utilizing the information that the SWTS had direct influence on policy or programme activities. Other factors also prevented the Government's use of the survey data to underpin national policies and programmes. This was sometimes due to poor relationships between central statistical offices responsible for conducting the surveys with ILO and ministries of labour responsible for policy development and implementation. So even where ministries were aware of the surveys, they tended not to use them. On the other hand, there is evidence that key publications, as well as country level and thematic reports were heavily downloaded. For example, the major youth employment publications (GET Youth Reports 2013, 2015) were downloaded from the ILO site more than 170,000 times, while country-level and thematic reports were accessed more than 25,000 times.<sup>46</sup>

In addition, W4Y products (and underlying data) were used by MCF for advocacy, decision-making, programme development and in its work with partners. Youth empowerment and youth livelihoods comprise

<sup>45</sup> ILO: *Partnerships for youth employment in the CIS – Final evaluation* (Geneva, 2017).

<sup>46</sup> ILO: *Work4Youth – Improving decent work opportunities for youth through knowledge and action- Final evaluation* (Geneva, 2016), p. iii.

a significant portion of The MCF portfolio of development support. W4Y results have been used internally to strengthen the Foundation's knowledge base and to enhance its capacity to engage stakeholders at the policy level – both globally and in the countries where it is active. MCF developed a short profile of employment challenges for youth in sub-Saharan Africa for the MCF website. IDRC and MCF jointly commissioned a report, *Youth employment in sub-Saharan Africa: Taking stock of the evidence and knowledge gaps* that also drew on W4Y information. MCF also uses the project data in preparing occasional briefing notes for Foundation officials' use in their discussion with the partners.

The Gates Foundation PPP is in its early stages of implementation and it is too early to assess effectiveness. However, preliminary work had been undertaken in the following areas:

- mapping of relevant surveys and studies regarding;
- informal employment and informal sector enterprises in India; and
- health conditions, access to health services and, in particular, health insurance coverage.

## 3.5 EFFICIENCY

### 3.5.1 Summary of findings on Efficiency

Overall, stakeholders reported satisfaction with the efficiency of partnerships. Where PPPs entailed close working partnerships particularly with private companies or private foundations, private sector work practices resulted in a rise in efficiency in implementation in terms of speed and timeliness of implementation (delivery of activities and outputs).

Where PPPs entailed close working partnerships particularly with private companies or private foundations, private sector work practices resulted in a rise in efficiency in implementation. This was in part due to the emphasis placed by CSR units of the partner to repeatedly demand information and data on implementation, and driving implementation to meet stringent deadlines. Other types of PPPs were found to be no more or no less efficient than standard ILO projects although many exhibited delays in start-up as the partners familiarized themselves with ILO rules and regulations.<sup>47</sup>

Where the external partner was a company, there were varying expectations between the partners. Some expressed the view that since working with ILO was a new experience they were prepared to learn about procedures as they went along. Most were content with the way the PPP had worked out and did not describe their experience as excessively bureaucratic. Governments pointed out that in many cases PPPs had moved faster than collaboration with other donors. Partners generally reported satisfaction with ILO's performance. This was particularly the case where management of country-level activities had a dedicated team at regional- or country-office level backed up by specialist support from headquarters. Global or regional partnerships, often covering research topics, managed solely from headquarters were reported to be less efficient.

The most common negative aspect of efficiency raised by stakeholders included the approval process prior to commencement and operational delays caused by the differing operational cultures of the PPP partners. Some proposals with high-profile partners have been held up for very long periods, occasionally leading to withdrawal by the partner or direct intervention from the highest levels of ILO to ensure approval. However, these examples seem to represent the extreme of the system and many partnerships were reported by stakeholders to have been approved within an acceptable timeframe.

In terms of operational efficiency, partners generally reported satisfaction with ILO's performance. This was particularly the case where management of country-level activities had a dedicated team at regional-

<sup>47</sup> The survey of partners rated efficiency moderately but partners rated PPP a valuable modality and supported continuation and/or replication.

or country-office level. This system backed up by appropriate specialist support from headquarters, as necessary, was often reported to be highly efficient.

Global or regional partnerships, often covering research topics, managed from headquarters were reported to be less efficient, and this was attributed to high and diverse workloads of the limited cadre of specialists in many sections or the workload and travel schedules of Decent Work Team (DWT) experts or other technical experts in subregional or regional offices.

### 3.5.2 Examples from case studies

The following section contains selected examples from case studies to illustrate the findings as summarized under section 3.5.1. Some of the case studies are used as examples of one particular finding, while others are used to illustrate several findings with the example given under the main key finding.

In the Arab States region, stakeholders cited the key challenges for research projects to be lengthy PPP negotiations during formulation and appraisal. The ILO's appraisal system had to be conducted in parallel with that of the Ford Foundation, duplicating efforts and increasing transaction costs. From a technical standpoint, the Foundation's appraisal resulted in very specific technical comments, which were reasonable, and taken on board and addressed by ILO.

With respect to the UCD PPP, delays in implementation resulted in a six-month extension, implying that efficiency was lower than expected. The \$2 million spent on the project did not show tangible results at "pilot country" level, suggesting relatively low-cost effectiveness.

It was notable that in supply chain PPPs as well as skills development and youth employment PPPs with banks, scheduled activities and outputs were delivered in full and substantially ahead of time. In the case of the H&M supply chain PPP in Bangladesh, funds were left over and returned to the donor.

In Ethiopia, past experience with H&M in other countries prevented delays during appraisal and clearance, but the PPP suffered some delays in implementation and project activities began six months after the official start date. Project implementation suffered from slow turnaround on the part of ILO when it came to start-up activities (recruitment, procurement, etc.) and delays with the establishment of a project office and lengthy approval procedures of the baseline study and institutional mapping. The total project budget was \$3,094,711 of which H&M contributed only \$140,000 (4.5 per cent of total). The main project funding is from SIDA (\$2,954,712). While cost-effectiveness was difficult to assess, an assumption could be made that funds were well spent because SIDA and H&M are funding a similar follow-up project.

In Turkey, the H&M engagement has been slight to date. In terms of the efficiency of the approval process, the PPP was fast-tracked "as it follows on from a previous partnership with the H&M, which was positively assessed and meets the Guiding Principles of the Director-General's Announcement of 14 July 2009 (IGDS No. 81)". Prior H&M partnerships are cited as evidence – H&M, has been a buyer partner of ILO Better Work Programme since 2013, and, in 2014, the ILO signed an Agreement with H&M to promote sustainable global supply chains in the garment industry, with projects in Bangladesh, Cambodia and Myanmar, jointly funded with SIDA. According to the Minute Sheet sent to PARDEV, the partnership would be confirmed on a "no objection" basis in the absence of objections "within three working days".

The efficiency of the two PPP projects with the cocoa sector companies (the Global Issues Group and the separate project with MARS) in Côte d'Ivoire was considered satisfactory by the final project evaluation reports. The efficiency of the PPP projects had largely benefited from coordination with other ILO-IPEC projects (International Programme on the Elimination of Child Labour). The two PPP projects were implemented under the strategic programme on child labour in West Africa/ECOWAS region. The two projects were under a common management structure with other projects. However, administrative financial procedures within the ILO were viewed as relatively heavy. Obtaining resources for each planned activity required a rather long approval circuit. Moreover, the project evaluation found that in the ILO system,



unforeseen requests for action that requires resources is virtually impossible to handle. Stakeholders saw ILO's limited flexibility and slow response as possible reasons why companies did not extend the PPPs – although recommended by both project evaluations. They tended to partner instead with NGOs on child labour in the cocoa sector in Côte d'Ivoire.

The over-delivery of students trained under the JP Morgan Chase STEP “School to Work” project in Asia, without an increase in budget, points to both the efficiency and cost-efficiency gains resulting from a close working relationship between the Regional Office and the partner. The latter interacted regularly – almost daily – with the Regional Office, discussing implementation and ensuring that the project was meeting deadlines. Obstacles to implementation were discussed and joint solutions identified, pointing to a hugely successful partnership.

The W4Y PPP with MCF provides a good example of how private company pressure to record and report outputs and higher level results led to greater efficiency in implementation. Both ILO staff on the W4Y project team, and ILO officials and experts who had links with the project through their work in youth employment cited the hands-on involvement of the MCF and the close working relationship between the project team at the ILO and MCF as key to meeting the ambitious project targets for SWTS delivery. A good management practice highlighted by ILO officials and staff – both within the project and external to the project – were the quarterly reporting requirements of MCF which prioritized reporting the quantitative reporting of outputs (programme and financial) over narrative. The frequency and format of the reporting as well as the timely review and feedback on the part of MCF were cited as practices that ensured that delays and obstacles were dealt with and that the project met its targets in a timely manner.

The W4Y PPP's, initial project design was ambitious, with 56 surveys in 28 countries to be implemented, analysed, and disseminated within five-years. This planned implementation rate compared very favourably with other, similar non-PPP exercises implemented by the ILO. The project eventually conducted 53 surveys in 34 countries, a very large and commendable number, but at somewhat under \$276,000 per survey, a costly investment. In addition, since usage of the surveys for their intended purposes was minimal, overall cost-effectiveness must be considered low.

The final evaluation of the Lukoil PPP found that considering the scale and complexity of activities involving intensive support to three countries as well as tangible benefits to six others in the subregion, the project gave excellent value for money. In terms of human resources, the project was efficiently coordinated by a small team in Moscow (CTA, a Youth Employment Officer and two assistants) with an assistant in Kazakhstan. External human resources such as expert advisers, trainers, researchers and consultants were engaged to undertake specific tasks.

Lukoil, which managed the activities through its HR department, did not operate “hands on” but participated in Steering Committee meetings, and related meetings and conferences. It also met ILO Moscow Office staff once or twice a month to discuss progress and issues. High-level officials in participating countries have their own communication channels with Lukoil, since it is a major player in the economy and the labour market.

Regarding bureaucratic delays, Lukoil is a large corporation with more than 100,000 employees and 8 trillion Rubles (RUB)<sup>48</sup> in revenue in 2018<sup>49</sup> and, not unlike ILO, has its own bureaucracy and delays. So according to the interviewees, it is well able to anticipate and deal with bureaucratic planning delays.

The Phase 2 evaluation of the CAOBISCO PPP notes that the project has been highly cost effective and allowed for considerable flexibility in the planning and implementation of activities. A very inclusive National Steering Committee guided the project and it is assessed to have used resources efficiently. A two-person team undertook the day-to-day management of Phase 2 in the Country Office in Ankara, with

<sup>48</sup> US\$ 1 = RUB 64.

<sup>49</sup> <http://www.lukoil.com/Company/CorporateProfile>

support from consultants. Headquarters departments, particularly IPEC and a Desk Officer have monitored progress and the approval of Phase 2 was not delayed.

The Gates PPP for Technical Support to the Indian Employees' State Insurance Scheme (ESIS) has been somewhat slow in starting up, largely due to issues of ILO recruitment and of the necessity to promote commitment among key Indian counterpart bodies.

## 3.6 SUSTAINABILITY

### 3.6.1 Summary of findings on Sustainability

Sustainability is an area of particular weakness. Many final evaluations highlight the lack of consideration for sustainability and, in some cases, even the absence of a “handover” strategy. One underlying cause flagged in reports and discussions is the absence or weakness of logical frameworks and theories of change, which could map out what change pathways need to be developed and continued during implementation to deliver sustainable results, including impact. Project design is characteristically incomplete, since it does not include measures and strategies for sustainability.

The duration of most PPPs is often too short to address sustainability issues sufficiently. This is particularly the case with private companies that tend to start out small and go through subsequent iterations. It was also noted by stakeholders that with incentives skewed to reporting immediate improvements, long-term sustainability of PPPs was not always a top priority of ILO's partners in PPPs.<sup>50</sup>

With respect to supply chain PPPs, design factors significantly affected sustainability. Extensions demanded for such projects focus on immediate results and merely postponed consideration of sustainability issues. The effectiveness of PPPs geared to research varies according the arrangements made to utilize the results and the sustainability of activities either with donor funding or through capacity development.

Sustainability needs to be accorded priority in the design, implementation and management of PPPs. ILO needs to ensure that institutional sustainability and the sustainability of activities is explicitly addressed in all PPPs, impressing on all partners that this is a priority and should be taken into account in project design as well as implementation and management. Monitoring systems need to be established to track sustainability even beyond the immediate duration of an ILO PPP.

### 3.6.2 Examples from case studies

The following section contains selected examples from case studies to illustrate the findings as summarized under section 3.6.1. Some of the case studies are used as examples of one particular finding while others are used to illustrate several findings with the example given under the main key finding.

#### 3.6.2.1 PPPs for research and knowledge building

Research PPPs appear to be heavily focused on the research methods and outputs. The design is oriented in terms of research products. Rarely is the development of national capacity in non-state or government institutions an explicit objective of the programme. For example, the \$14.6 million Work 4 Youth PPP with MCF developed and implemented the SWTS research methodology. The project's final evaluation noted that the nature of information provided by the SWTS methodology is clearly relevant. However, ensuring that W4Y was relevant as a discernible input into policy, programme or dialogue proved to be very challenging. The final evaluation team found few instances where stakeholders saw the SWTS as an

<sup>50</sup> The survey of partners suggested that partners showed interest in continuing or even expanding the scope of PPPs in the future. Few were inclined to end the partnership after one intervention and even fewer considered either the results or partnership sustainable.

important input into major government policy and programme initiatives for youth employment. In cases where there was an observable linkage, other actions like a follow-on project supported by W4Y or the active involvement of a development partner in driving the policy process seemed to be the determining factor.<sup>51</sup>

### 3.6.2.2 PPPs for networking and policy influence

The UCD PPP was part of the Impact Insurance Facility and appears to have been challenged by its reliance on intermittent funding sources. This had the effect of limiting the possibility for consistently relevant PPP activities within the overall ILO contribution towards inclusive and sustainable growth. A final evaluation of the UCD PPP reported that although the project was nearing completion, there was no exit strategy and that sustainability was therefore uncertain. It proposed a second phase, which did not materialize. The GAN did not continue, but a smaller sub-group, the Peer Learning Platform, got small additional funding to continue at a low level. Some of the capacity strengthened may still be operational, but this has not been monitored. The partnership with UCD did not continue. ILO provided value added mainly in terms of its convening power, but by project closure, the partner had developed its own capacity in this area, and is continuing some related activities on its own. Historically, it appears that this was an opportunistic partnership developed to take advantage of available funds already earmarked by USAID for a project with UCD, into which ILO was incorporated for its convening power and visibility. The GAN was not designed for sustainability or impact and had an inadequately planned approach to the use of knowledge generated and shared at country level, through “pilot countries”, which were inadequately supported or engaged and dropped out before the project ended.

### 3.6.2.3 PPPs addressing issues in global supply chains

With respect to supply chain PPPs, design factors significantly affected sustainability – whether in terms of the sustainability of skills development resulting from design choices or the lack of a clear strategy to ensure continuity and sustainability. This tendency, which is also reflected in normal ILO development co-operation projects, is exacerbated in the case of supply chain PPPs as the private company involved is not particularly incentivized to build national capacity, but rather to demonstrate change in the running of a factory. In the case of the garment sector in Bangladesh, although the ILO was instrumental in the creation of CEBAI under the H&M PPP, the PPP was of too short a duration (18 months) to address sustainability when the emphasis was on the number of trainees. Additionally, sustainability was not addressed in the design of the PPP with the exception of the enterprise-based learning activities. In the latter case, capacity was created in supplier factories for long-term factory workers to become in-house trainers. In such cases, the supplier factory was responsible for allocating facilities for training courses including equipment and rooms; sustainability was therefore dependent on the supplier. It is incumbent on ILO to ensure that where capacity or institutions are created, issues of sustainability, including financial sustainability, is addressed. The most common proposal for sustainability from most stakeholders and reported in final evaluations is for a follow-up phase of support to the PPP, i.e. with donor funding. On many occasions, this materialized and issues concerning the longer term sustainability of gains are merely postponed as sustainability, particularly financial sustainability, is again not sufficiently incorporated in the design of the extension. Extensions are also being requested in the case of the H&M PPP in Bangladesh, but the plan appears to be to use external donor funding to pay for all activities rather than to seek self-financing solutions that would establish CEBAI as a viable, sustainable entity.

<sup>51</sup> ILO: *Work4Youth-Improving decent work opportunities for youth through knowledge and action. Final evaluation* (Geneva, 2016), pp. 1, 2.



In supply chain PPPs, design factors significantly affected the sustainability of activities:

- In **Myanmar**, the project sub-contracted five different organizations to deliver five different training streams. Twenty-five trainers visited supplier factories to implement the training. There is no provision for the sustainability of the training beyond the project.
- In **Bangladesh**, ILO was instrumental in the creation of the CEBAI for training and research in the RMG sector. Some capacity was created at CEBAI for training workers and middle-level managers from factories. The Centre's classrooms were custom-equipped to meet the needs of the training provided, which was entirely paid for from external contributions (ILO, SIDA, DFID, ADB, etc.). No real strategy was in place to ensure the Centre's sustainability in the absence of external funding. A second modality under the same project – enterprise-based training in 11 factories – was likely to be more sustainable, as it involved CEBAI training trainers within the factory workforce. This included training and certification on a periodic basis in classrooms equipped and installed in each factory.

Neither of the JP Morgan Chase projects developed an explicit exit strategy. Rather, the PPPs were treated as the basis of a growing relationship between ILO and JP Morgan Chase. The final evaluation of the headquarters-managed project did not attempt to assess sustainability of results or impact. However, examples of sustainability emerge from ILO's Skills Branch where the project's knowledge products complement the portfolio of ILO's work such as regular capacity building events at the International Training Centre of the ILO (ITC) in Turin.

According to the final evaluation, dialogue with the ILO's Women in STEM workforce readiness and development programme, could be one step towards a more strategic or programmatic approach of the ILO in engaging with the partner. Other opportunities emerged at country level. To date, linkages to other projects at country level have occurred, such as in the case of the OECD workshop on community education and training programmes, which was also funded by JP Morgan Chase.

In Ethiopia, under the H&M PPP, there is a risk that supplier factories may pull out as soon as H&M is no longer a client. For the factories, the collaboration with H&M is first of all a business opportunity. The project requires long-term engagements to achieve tangible impact and ensure sustainability at each level of intervention. It is fair to say that the partnership between ILO and H&M in Addis Ababa is rather strong. The fact that H&M has a procurement office in Addis Ababa (the only one in Africa) is certainly an important factor, as is the fact that it is expected to participate in a new programme (see below) shows continued engagement and a sustainable partnership.

On 3 July 2019 ILO launched a new programme (\$7.6 million, 2019–2023) on advancing decent work and inclusive industrialization in Ethiopia. With an initial focus on the garment and textile industries, the ILO is engaged in a comprehensive and coordinated programme involving ILO's key components (BetterWork, Vision Zero Fund, SCORE and LABADMIN) to promote Decent Work and inclusive industrialization in Ethiopia. It is a multi-donor project with several public and private donors (DFID, BMZ, SECO, NORAD, GIZ, Siemens, European Commission, and the governments of France, Netherlands and Sweden). H&M is expected to participate in the new programme too. DFID has committed to making sure that all 80 factories in the garment sector will be invited to participate in the programme. This new programme shows continuity and scaling-up after the initial project with H&M.

#### 3.6.2.4 PPPs with sector-specific dimension

The two PPP projects with the cocoa sector companies in Côte d'Ivoire (the Global Issues Group and the separate project with MARS) did not continue after the project's completion. The Global Issues Group was an ad hoc group, which was dissolved after the project ended.

The approach of working with a group of companies in the cocoa sector in Côte d'Ivoire (the Global Issues Group) did not result in a long-term partnership. The partnership with a single company – MARS – was viewed more positively and resulted in a long-term active engagement of MARS in the ILO Child Labour Platform. The interaction with MARS was different compared to the interaction with the Global Issues Group, as ILO interacted directly with MARS staff.

There was no follow up with companies involved. This is partly related to the fact that at that time, the ILO office was closed and only came back in 2015 due to the political instability in the country. It seems that the momentum was lost. The companies stayed engaged after the end of the project. However, they have chosen to partner with other actors, in particular with NGOs. Among the NGOs, the International Cocoa Initiative (ICI) stands out. The eight chocolate and cocoa companies working in partnership with IPEC are members of the ICI. ILO/IPEC act as advisers to the Board of the ICI and, in that capacity, provide on-going advisory services on child labour elimination and the ILO child labour conventions to the companies. As a follow up to the PPP with MARS, MARS became a member of the Child Labour Platform. ILO is still an important actor in addressing child labour in the cocoa sector. A new multi-sector and multi-country project is being launched and the office has reached out again to the private sector “Accelerating Action for the Elimination of Child Labour in Supply Chains in Africa” (ACCEL Africa). It also seems that the doors are open for ILO.

The PPP between the ILO and MCF has provided valuable experience for both partners in the challenges of collaborative efforts between public and private entities. Resources from MCF have enabled ILO to build a global repository of data for reporting on youth employment that will enhance ILO policy support and advocacy in youth employment and to disseminate the SWTS methodology as a tool for policy development. Through its partnership with the ILO in W4Y, MCF has expanded its knowledge base on youth employment and enhanced its credibility for engaging at the policy level with country- and global-level partners as a complement to its significant portfolio of investments in youth. Despite these gains, there was no follow up to the project in the short term. Although the PPP modality enabled the delivery of a major research programme, neither partner had the resources nor the capacity to ensure that the survey work intended to feed into national policies was actually used.

By successfully mobilizing a range of stakeholders at national and local levels in Turkey, the CAOBISCO PPP has managed to lay the basis for potential sustainability and buy-in for an integrated strategic model amongst a range of actors. The sustainability strategy included mainstreaming of project strategies towards eliminating WFCL in seasonal agriculture into the national policies. These include: “National Programme on the Elimination of Child Labour (2017–2023)” and Ministry of National Education (MoNE) Circular “Access to Education of Children of Seasonal Agricultural Workers and Nomadic or Semi-Nomadic People”, which includes provision of inputs to the forthcoming National Development Plan (2019–2023), as well as awareness-raising activities and training particularly on capacity development in support of the development and implementation of Child Labour Monitoring Mechanisms.<sup>52</sup>

All stakeholders highlighted strengthened Government capacity in policy development regarding child labour as a major contribution towards the elimination of child labour in a sustainable manner. In 2018, for the first time, Government committed 10 million Turkish Lira (TRY)<sup>53</sup> from the budget, despite current economic challenges. ILO sees this as a sign of strong Government ownership and the sustainability of programme activities.

<sup>52</sup> ILO: *An integrated model for the elimination of Worst Forms of Child Labour (WFCL) in seasonal agriculture in hazelnut harvesting in Turkey – final (internal) evaluation* (Geneva, ILO, 2018), pp. 10, 33.

<sup>53</sup> US\$1 = TRY 5.7.

## 3.7 IMPACT

### 3.7.1 Summary on findings on Impact

The potential for impact is high but is negatively affected by the duration and design of PPPs. It is also difficult to establish impact, as impact-level monitoring data are not collected. PPPs tend not to define desired impact with clarity and few examined contained a theory of change in their design. Monitoring of impact has, therefore, not taken place and the lack of data or reliable indicators has rendered it difficult to establish broad impact at the industry or sectoral levels. The potential for impact can be raised by addressing shortcomings in the design of PPPs. PPP design should be based on a clear theory of change. PPPs need to be of sufficient duration to raise the potential for achieving long-term, industry-wide results and should be of sufficient scale to affect the desired results. Impact needs to be explicitly discussed during early negotiations on the design of PPPs. Impact measurement should be an explicit part of PPP design, identifying indicators that can be readily collected throughout the life of the PPP and fully provided for in project budgets. Where possible, and in the interest of independence, such a monitoring and evaluation facility could be paid for with pooled funding from ILO, bilateral or multilateral donors and private partners. Such a provision should make it easier to ensure both the independence of the monitoring work and also its continuity beyond the duration of an individual PPP so that the impact of the PPP and the sustainability of institutions created can be properly measured.

### 3.7.2 Examples from case studies

The following section contains selected examples from case studies to illustrate the findings as summarized under section 3.7.1.

Research-oriented PPPs are most likely to contribute towards an eventual impact when their outputs are produced to meet the information needs of a specific and preferably influential stakeholder. They might, for example, contribute towards the design of a new or improved insurance scheme or to development policy formulation and implementation through a decision-making forum. Without such ties, even high-quality PPP research may not be sufficiently used to justify the sometimes-high expenditure. In this aspect, PPP research is not significantly different to that funded from other sources.

In the case of the UCD PPP, its final evaluation reported that, although the project was nearing completion, it had no exit strategy and that sustainability was uncertain. It proposed a second phase, which did not materialize. It is possible that the knowledge generated and shared might indirectly have an impact if it were used by some direct stakeholders or others, but this appears to be a weak result from a \$2 million project.

In the case of the JP Morgan Chase “School to Work” STEM project, emphasis was on the tracking of activities and recording of outputs. Statistics are not available on placement or retention. Impact, therefore, is not possible to assess. This must be viewed as a shortcoming of project design.

Supply chain PPPs have demonstrated impact in terms of increases in average wages where skills development is involved and where business associations have monitored wage trends in the sector. However, in most instances, supply chain PPPs have not been set up to monitor the impact of project results on the industry or sector and therefore the impact of PPPs cannot be reliably evaluated.

In Ethiopia, the H&M PPP has shown positive signs of improving outcomes at individual and institutional level at participating enterprises through capacity building and awareness raising on soft skills, labour law, social dialogue, collective bargaining, occupational safety and health (OSH), human resources. Positive signs were also detected in the strengthening of different organizational structures, such as workers' organizations, women committees, OSH committees, HR departments, and training departments, as has the partnership in full or large part in Bangladesh and Myanmar. Nonetheless, little impact could be seen

at regional and national levels in the area of strengthening the capacity of MOLSA, BOLSA and social partners due to the external factors (i.e. budget and staff constraints).

In Côte d'Ivoire, the final project evaluations considered that the projects with the cocoa sector companies (the Global Issues Group and the separate project with MARS) contributed to eliminating of child labour, focusing on its worst forms in cocoa growing communities. The Child Labour Monitoring System (CLMS), which was established with the support of the PPPs, is still used today (confirmed in interviews during the current mission). Child labour in the cocoa industry is an issue that receives a lot of attention from all stakeholders. ILO contributed to the National Action Plan that provides the overall framework for all actors' contribution. It is fair to say that ILO was and still is an important actor and that the PPPs with the companies made an important contribution to the overall fight against child labour in Côte d'Ivoire. However, despite more than a decade of effort, the statistics on child labour are still very high; although there was a slight relative decline in child labour, an increase in cocoa production has led to an absolute increase of child labourers to 2.1 million children in West Africa alone (Cocoa Barometer 2018).<sup>54</sup>

With regard to the Lukoil PPP in Azerbaijan, the project has contributed to the development of a new national employment policy, enhanced tripartism in policy development through a new commission, greatly enhanced PES effectiveness, proven the effectiveness of an active labour market programme, and seen this programme fully adopted, funded by the government and expanded tenfold. In the Russian Federation, building on earlier collaboration and support, a roadmap for youth employment promotion was developed, and this is shaping future interventions. In Kazakhstan, even though the project's support for implementation has been held back, a National Youth Employment Action Plan has been endorsed. At regional level, the project has built an effective mechanism for collaboration, knowledge sharing and joint ventures among a group of countries with similar needs and a shared institutional heritage.

Phase 2 will continue without substantial revision in terms of approach or design but includes the expansion of geographical coverage. Until recently, child labour was rife in Uzbekistan but with substantial difficulty in gaining access in the political system at the time, ILO had not highlighted the problem. However, its association with Lukoil has given it more access and enabled it to interact more effectively with the Government. Uzbekistan is now covered under Phase 2. Training activities have already started. The aim of Phase 2 is to create conditions and opportunities under which regional social partners, such as regional employers, trade unions and the government employment bureau will collaborate under the PPP to develop and implement policies for stimulating employment creation opportunities for youth.

With respect to the CAOBISCO PPP, although progress has been made in the localities targeted, the WFCL in agriculture remain a challenge in several regions in Turkey requiring further attention and follow up by key stakeholders and the ILO to consolidate gains, with more focus on key labour supplying provinces to address the challenge at its source.

Some key regions providing child labour have not been effectively reached, which may limit impact. The absence of accurate data makes it difficult to assess the scaling up. Country offices estimate that perhaps 20–25 per cent of affected children in the hazelnut sector have so far been reached, but that there is still much more to be done.

The MasterCard PPP Work4Youth was intended to exploit global and country-level youth employment dialogue in support of more effective policies and programmes. The absence of resources for proposed country-level activities linked to the SWTS was a constraint on the ability of the project to achieve both global- and country-level impact. Another constraint was the assumption that ILO structures (regional and country offices) had sufficient capacity and commitment to support country-level efforts. In practice, country-level results were dependent on other unanticipated support. To ensure that global projects that are dependent on country-level actions fully realize their objectives successfully, these activities must be supported through additional dedicated project resources or more formalized commitments of other ILO (or

<sup>54</sup> Fountain, A.C. and Hütz-Adams, F. (2018) Cocoa Barometer 2018”

partner) resources. Countries were unable to replicate the STWS methodology to update information, but the STWS resulted in ILO adding some questions to its regular labour force surveys, which in general were more cost effective than the STWS. Five years after the project closed, ILO is planning a YOUTHSTATS database, which will draw on the Work4Youth survey data and methodology, but with less detail and expenditure. It is hoped that the Ford Foundation might become a funding partner. A small project proposal (\$250,000) has also been submitted to MCF to extract some data from the existing survey data. MCF is interested in using data profiles from about 10 countries in Africa, which are partners in their own initiatives.

## 4. CONCLUSIONS, LESSONS LEARNED AND EMERGING GOOD PRACTICES

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### 4.1 CONCLUSIONS

PPPs are a growing, but are still a largely underutilized feature of ILO's programme work. If strategically positioned and judiciously designed, PPPs can raise the effectiveness of ILO's programme activities in support of its global policy outcomes and SDGs. For this to occur, ILO needs to be more proactive in the positioning and selection of PPP partners, and needs to learn from experience in the design of PPPs to maximize effectiveness, sustainability and impact. PPP partners should be targeted with an Office-wide strategy based on their value added and potential substantive contribution to outcomes

The screening and oversight of PPPs need to be made more systematic, accountable and transparent. ILO needs to differentiate between major categories of PPPs in order to undertake more systematic due diligence based on the specific type of partner and partnership, and to more effectively manage their implementation. There is a need to develop corresponding protocols and instruments for due diligence and results-based project management that differentiate between these categories of PPPs. Instruments, for private companies and private foundations should be adjusted to allow for growth and changes over time to fully exploit the potential of successful partnerships.

Where due diligence identifies some potential concerns, rather than turning down the PPP, MoUs could include provisions (riders) committing the private partner to address or allay such concerns within a set period of time. Failure to do so could lead to a halting of the PPP.

Partnerships need to be viewed strategically and in the longer term, not merely in terms of a current engagement, and involve the management of a relationship over a longer period of time. MoU or long-term agreements need to reflect the nature of new relationships between ILO and private entities; they tend to start small as both partners familiarize themselves with each other's philosophies and methods of work, and then grow if both parties find the relationship to be effective and mutually beneficial. Signed instruments should be viewed as relationship management tools that are sufficiently flexible within an overall set framework to accommodate such growth and changes without slowing implementation unduly.

A more strategic approach to PPPs as they gain currency as a modality is likely to result in greater attention being paid to design factors that address sustainability, raising also the likelihood of impact. Dedicated management arrangements also help to enhance the efficiency and effectiveness of implementation. The closer the management is to where activities are being delivered, the greater the chances of success.



## 4.2 LESSONS LEARNED

**Lesson 1:** There is considerable interest in PPPs amongst regional and country offices. However, stakeholders at these levels observed that headquarters support for PPPs could be improved. Information sharing and training on PPPs is low. Field offices believe that it is ILO policy to scale up PPPs, but in the absence of information and training, country offices cannot train their staff on how to develop PPP opportunities. It is also the intention to strengthen the application of PPPs at the regional-office level but the same challenges apply.

Programme officers need training, which they can share in the office on such issues as:

- What is PPP policy?
- What are the specific features of PPPs as against traditional funding?
- How best to approach the private sector?
- What good practices and lessons have been learned from PPP practices to date?

**Lesson 2:** PPPs do not need to have a financial component – they can just be an agreement to collaborate. For example, H&M is working with the Country Office in Turkey on refugee projects. There is no funding, but H&M networks are extremely useful in helping the ILO to reach good local partners. Both of the current PPPs in Turkey have built upon earlier activities. PPPs are more flexible as “donors”. They do not have the same established bureaucracies and can be open and flexible when needed. So overall, subject to the introduction of appropriate clearance procedures, PPPs can be easier to work with and more agile, for example, when compared with a simple project addendum with the EU, which can take months to approve.

**Lesson 3:** PPPs may fill important gaps in the traditional “donor” landscape. For example, within the Middle East, the type of work undertaken by ILO covers crisis, conflict and war – it is resilience work. It bridges humanitarian and development activities. Donors pay little attention to the research needs, because they are working with short duration and action-oriented funding. ILO may look to donors for more information. How can refugees be brought into the labour market? Donors should at least pay for key research in parallel with emergency projects. This is where foundations are playing an increasing role. Many of the big funders in the Gulf are foundations, but it takes considerable effort to secure funding from them. Some other international foundations with a strong research interest, such as the Ford Foundation, are emerging as particularly useful partners.

**Lesson 4:** ILO should welcome any partnership modality that supports research since this a crucial area for which funds are not easily mobilized. However, the process of establishing a PPP maybe a bit too cumbersome and lengthy for this type of project, which are research-oriented and need to be straightforward. Hence, it might be helpful to find other modalities for partnerships or a fast track that supports research. In other words, a well-established foundation or research institute that is willing to provide funding for the ILO should not be treated in the same way and should not go through the same vetting process as a private company that is providing funding for the ILO for the first time. A clear distinction needs to be made and different partnership modalities may need to be developed in order to encourage these partners to continue supporting ILO's research agenda.

**Lesson 5:** Private sector partners identify particularities of ILO as a partner, including:

- ILO's link to the International Organization of Employers (IOE) is a significant comparative advantage over other international organizations.
- ILO is a real knowledge partner about global and country trends, with good networks and contacts. The link to country offices could be better used.
- In the ILO, financial and human resources are spread rather thinly across a vast portfolio. In the OECD, whole teams work on the topics of cooperation supported by one or two people in ILO, allowing for more expertise being continuously available even if some staff are out of the Office.

- Engaging with the private sector takes time in the ILO. Hurdles to PPPs are high, and processes and decision-making are unclear. This can be quite a frustrating experience for new partners.

**Lesson 6:** Private sector partners have their own perceptions as to what ILO should do to strengthen its PPP approaches. Some aspects mentioned include:

- Much depends on which staff are engaged. Staff need private sector experience. Many ILO staff are not commercially perceptive or business oriented.
- ILO needs to be aware of who they are dealing with. ILO needs the right people involved in the project development process. People with no business culture may not notice the messages from the private sector.
- Flexibility is the key. Reporting systems are very different. Partner systems may not be compatible with ILO reporting, etc.
- Understanding how partners operate, what interests them, is ILO's responsibility. Does it have commercial understanding and the right people and capacity?
- Know the organization you target, what are the best entry points? Why would partners be interested in ILO?
- Understand the sector. Prepare a theory of change. Is the approach proposed by the partner going to maximize the potential industry-wide impact of the PPP?
- ILO appears ad hoc with many development partners, including in PPPs. It is not clear what market research is done by ILO and how it systematically seeks out partners – researching them, rating them to promote engagement.
- How managed and strategic is ILO's resource-seeking and allocation?

**Lesson 6:** The experience of the PPPs with the cocoa sector companies in Côte d'Ivoire is that PPPs can contribute to addressing very complex issues like child labour. However, in order to have a lasting impact, a one-time project with a rather short lifespan (four years) is not sufficient. In addition, the standard project modality in which companies are project donors and ILO is the project implementer limits the potential of PPPs in which both partners could have active roles and responsibilities. The fact that child labour in the cocoa sector in Côte d'Ivoire remains a major challenge in spite the many efforts of the Government, the cocoa sector companies and international agencies shows the need for perhaps bolder and more innovative approaches – possibly in the form of PPPs.

**Lesson 7:** Private companies are more interested in demonstrating progress in the immediate term and reporting back on the achievement of progress in terms of outputs. It is incumbent on ILO to ensure that the long-term sustainability of institutions created or services developed are sustainable. This requires attention to project duration, capacity development as opposed to capacity substitution and the development of business plans to ensure financial sustainability.

### 4.3 EMERGING GOOD PRACTICES

**Emerging Good Practice 1:** Seeking to expand the PPP concept to national-level partners in the same sectors. In Turkey, on the basis of the CAOBISCO project, the Country Office has seen that partnering with big international companies can also influence smaller companies down the value chain. They have explored the PPP concept with the Turkish Hazelnut Exporters' Group, which is showing interest in partnering. When national companies in the sector see results, they become interested. They have low awareness of international agencies and the ILO partnership with companies they know in their value chain raises the profile of approaches to decent work.

**Emerging Good Practice 2:** The Morgan Chase PPP Skills that Work project aims to use ILO's technical capacity, expertise and network to leverage the G20 Initiative to Promote Quality Apprenticeships by facilitating knowledge exchange on apprenticeships through peer learning, practical tools, and guidelines



and methodological guidance. The field of intervention of Skills that Work is capacity building and knowledge generation and dissemination. **In its design, the project had a *theory of change*, which proved valid**, particularly after including dissemination workshops to this research and development project, which were initially not foreseen in the project document.

**Emerging Good Practice 3:** In the case of the MCF PPP, both ILO staff within the W4Y project team and ILO officials and experts who had links with the project through their work in youth employment cited the “hands-on” involvement of the MCF and the close working relationship between the project team at the ILO and MCF as being key to meeting the ambitious project targets for SWTS delivery. A management practice highlighted by ILO officials and staff – both within the project and external to the project – was the quarterly reporting to the MCF. The reporting format agreed by the project team and MCF prioritized reporting of outputs (programme and financial) over extensive narrative. The frequency and format of the reporting as well as the timely review and feedback on the part of MCF were cited as practices that facilitated ongoing dialogue on modifications in implementation approaches that enabled the project to meet its goals in a timely manner.

**Emerging Good Practice 4:** The PPP with H&M in Ethiopia has greatly benefitted from two factors: First, it was very easy to set up the PPP at country level because ILO already had a global MoU with H&M. There was no need to go through the lengthy due diligence process. Second, the PPP benefited from the fact the H&M has a “production office” in Addis Ababa. It is the only production office in Africa (the other H&M offices in Africa are sales offices). This allows for frequent interaction between the ILO Country Office and H&M, resulting in a strong and continuing partnership between the two partners at country level.

**Emerging Good Practice 5:** The H&M PPP in Bangladesh demonstrates how the likelihood of impact can be maximized by targeting domestically-owned suppliers that also supply multiple buyers, and by having a mix between relatively new factories and ones that are well established. It also demonstrates the value of being closely linked with industry associations that can take it upon themselves to monitor the effectiveness of implementation by tracking such indicators as the effects of training on average wages in the labour force.

## 5. OVERALL ASSESSMENT

The ratings for each of the evaluation criteria combine ratings for PPPs as includes two components, ratings of past and ongoing PPPs and ratings of the PPP modality for ILO since 2008 (see figure 5). The ratings in the assessment below reflect identified performance levels with the caveat that lack of consistent data lowered ratings for certain criteria.

Figure 5. Overall ratings by evaluation criterion

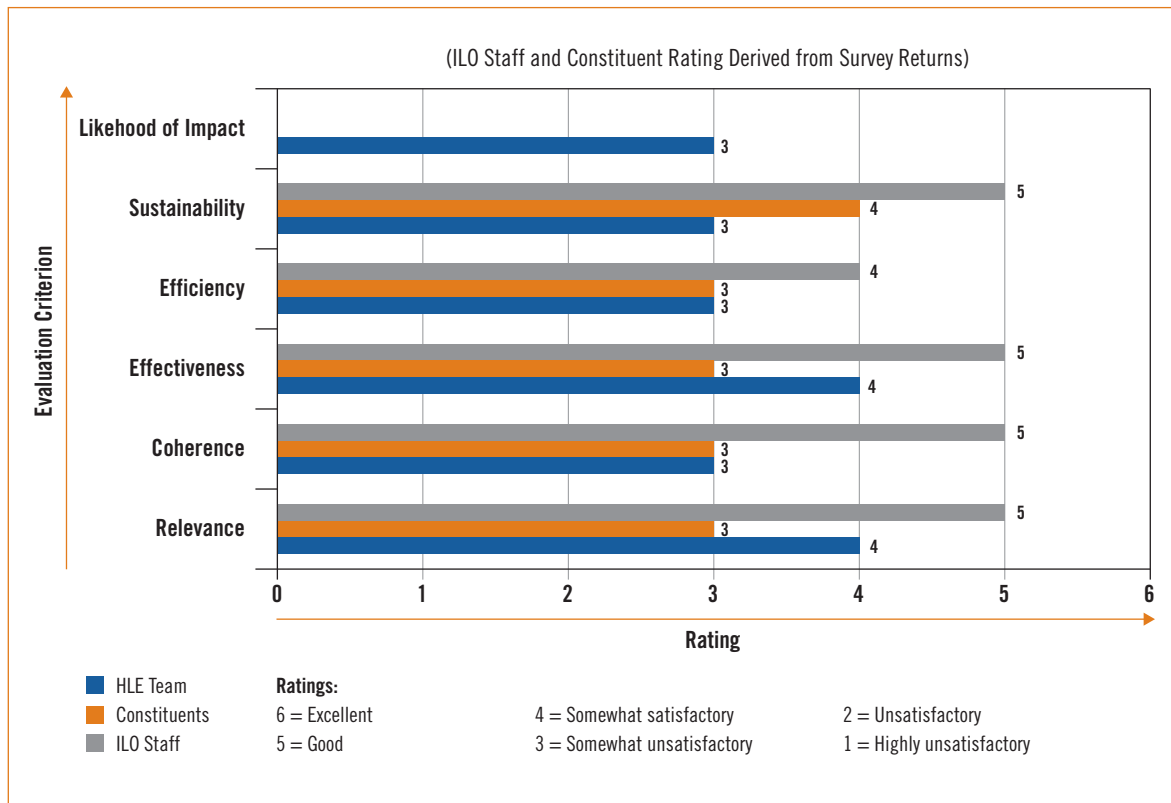


In the interests of attempting to validate the HLE Team's ratings against those of constituents and partners, ILO staff were requested to provide similar ratings in the distributed survey questionnaires. Although the number of responses from both the staff and constituents<sup>55</sup> is relatively low (around 30) on these criteria, these have been used for quantitative assessment in addition to being used throughout the report for qualitative verification of information gathered by the Evaluation Team. The response from partners was so low that these are not used for quantitative assessment but only for qualitative verification of information gathered by the evaluation.

<sup>55</sup> The response rate from partners was too low to be usable.

ILO staff produced ratings considerably higher than those of both the HLE Team and the constituents (figure 6). The ratings from the constituents and the HLE Team, on the other hand, are relatively consistent. The HLE Team rates both relevance and effectiveness slightly higher than do the constituents. The HLE Team regards the sustainability ratings from the two sets of survey respondents as particularly unrealistic. This discrepancy may arise in large part from a lack of consistency in the definition of sustainability, outcomes and impact.

Figure 6. Ratings comparison with those of ILO staff and constituents



## 6. RECOMMENDATIONS

### Recommendation 1

*The ILO should take steps to make PPPs a more regular and accepted modality for implementing the Decent Work Agenda and the SDGs. The tripartite nature of the ILO constitutes an excellent basis for the extensive and effective use of PPPs in support of strategic objectives of ILO, but they currently constitute an underutilized modality.*

Consideration needs to be given, among other things, to: improve the understanding and documentation of each partner's expectations of PPPs; increasing the strategic identification of potential partners for continuing relationships; reviewing the appropriate due diligence process based on the nature of the PPPs, including for multi-partner relationships; ensuring the ongoing review and sharing of experiences with PPPs as part of a strategic approach; and enhancing the nature and content of agreements to facilitate long-term partnerships.

Responsible unit(s)	Priority	Time implication	Resource implication
Partnerships and Field Support (PARDEV), with all relevant entities required to institutionalize the recommendation	High	Linked to new Development Cooperation Strategy	Within existing resources but with policy implications

The period of dialogue between ILO and a prospect private partner should be longer and more realistic acknowledging the need for both parties to “feel each other out”, to communicate and understand each others’ motives, procedures and mechanisms before committing to a PPP;

ILO needs to move proactively to identify mutually beneficial partners for the achievement of each policy outcome, building an ongoing relationships, doing due diligence and pre-clearing them for an eventual PPP.

This early period may involve working in parallel with the prospective partner on common objectives and reporting on their contributions to joint objectives.

The experience gained should be shared with technical departments, PARDEV, ACTRAV and ACTEMP with a view to ensuring that a formal clearance of a fully formulated PPP can be expedited.

New due diligence checklists should be developed, distinguishing between different categories of PPPs (see recommendation 4) as shown in table 3, examples of different types of partners and potential issues pertaining to risk and implementation; and figure 7 on re-categorizing public private partnerships. Regular, transparent procedures should be instated to ensure the systematic appraisal and approval. The

intensity of due diligence and the scope of the corresponding checklist should be greater for certain categories or types of partners than for others.<sup>56</sup>

Consideration should be given to developing a memorandum of understanding/long-term agreement with prospective type I partners (category I) which would be private sector partners (companies, foundations funded by private sector, industry funded think tanks or research institutions, corporate social responsibility foundations – in line with how much of the UN system defines private sector) that contains among other things:

- A clear theory of change.
- A statement of roles and functions.
- Clauses that allow for flexibility and growth in terms of scope and resource commitments without repeating the full due diligence and clearance process as long as the changes are reported back to the PPP Appraisal Team (see Recommendation 5) for clearance on a no objection basis within 10 working days (two weeks).
- Where minor concerns are identified on the record of prospective partners, the MOU/LTA could include a standard rider committing the partner to rectifying the problem and providing clearly defined guarantees within stipulated deadlines. Failure to rectify should give ILO the option of exiting the PPP.
- Where there are financial contributions, in particular, a short project document containing an explicit results framework should supplement the MOU/LTA
- In order to maximise the benefit of PPPs in partner type I to an industry as a whole as opposed to the sphere of influence of just one partner, consideration should be given to PPPs in the form of MOUs/LTAs covering more than one partner, all of which are interested in addressing the same decent work deficits.

PPPs with partner type II (Category II – NGOs, private foundations funded by many different sources, academic and research institutions, professional associations – the non-state actors other than private sector) could be primarily managed using standard institutional contracts or project unless the PPP involves a long term partnership including independent work in parallel in support of common objectives that is coordinated with ILO. This type of partnership with type II partners could also be formalised in the form of an MOU/LTA.

## Recommendation 2

*For each of the policy outcomes contained in the programme and budget document, the ILO should consider which potential partnerships should be cultivated strategically and proactively, to contribute towards achieving the intended outcomes and the related SDGs.*

Such PPPs should be structured to maximize the value added by each specific partner. A systematic analysis of the capacities, strengths and reach of each potential partner and clear assessment of what they “bring to the table” are needed to lay the conceptual foundation for collaboration with specific entities, including specification of the value added.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/P with DDG/FOP, regions and PARDEV to ensure required coverage	High	Linked to new Development Cooperation Strategy	Limited for initial analysis with implementation and use within existing resources but with policy implications

<sup>56</sup> As the evaluation was completed, PARDEV did inform the evaluation team of some initial thinking on defining a typology of PPPs in ILO in regards to the process of reviewing, clearing and approving PPs and related documents. This typology is by the nature of the partner rather than the nature of the PPPs and its focus and purpose. The evaluation team considers this in line with the findings and analysis of the evaluation and that it constitutes an initial reflection as a possible real-time use and uptake of the evaluation.

### Recommendation 3

*PPPs that are aimed at extending the reach of labour standards, enhancing skills development through global supply chains and increasing innovative financing for social protection and social finance should be promoted as there is great potential for the ILO to capitalize on the expertise and experience of private partners.*

The ILO can use the expertise and experience of private partners to help define solutions with governments, employers and private finance institutions to address decent work deficits, particularly in the context of the widespread promotion of labour standards and collective bargaining practices in factories, skills development and social finance. This will require the development of ILO internal technical capacity to ensure credible engagement with future partners.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with Departments required to institutionalize the recommendation	High	Linked to new Development Cooperation Strategy	Within existing resources but with policy implications

Certain areas to which private companies and private foundations can bring special expertise to bear are particularly complex, bear special risks for ILO and require specialised capacity. ILO should ensure that there is sufficient technical capacity to serve as technical counterparts of private partners to study and develop options for mixed, public/private innovative financing solutions for social protection and social finance as this is an area that is of increasing relevance as countries that have graduated to lower-to-upper-middle income status. Specialised expertise in finance, risk management and actuarial science are extremely useful to supplement the expertise that ILO already possesses to fully exploit the value added that can be provided by certain private companies such as finance companies and insurance firms. Consideration should be given to recruiting such capacity at ILO and placing it appropriately – probably at the level of regional offices to advice on such PPPs from the very outset. With respect to global supply chains, the “clout” brought to bear by individual or multiple large buyers that serve as private sector partners can be brought to bear more frequently and systematically to achieve ILO’s objectives throughout supply chains – particularly in the context of targeted skills development and the widespread application of labour standards and collective bargaining practices in factories. Pilot work undertaken in the garments sector has demonstrated the value of the modality and can now be applied in other industries as well.

### Recommendation 4

*The ILO should recognize different categories of PPPs for different types of partners, with different identification, formulation, appraisal and clearance, implementation, management and oversight procedures to be applied to each category.*

The ILO could differentiate between at least two types of partners for PPPs (private sector entities and non-governmental actors), with the more stringent review procedures reserved for those PPPs that present higher risks or particularly complex issues in the design and implementation of PPPs. These would include clear due diligence procedures and standards, including the requirement for specific provisions in PPPs and in the design of PPP projects to address complex implementation issues and mitigate risks.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize the recommendation (ACTRAV, ACT/EMP, DDG/P, Director-General’s Office (CABINET))	High	Mid-term	Within existing resources but with policy implications

Some examples encountered by the HLE Team of these differences and the corresponding issues are listed in table 3 and figure 7 below and suggests the need for ILO to differentiate between at least two sub-categories with more stringent review procedures for those PPPs that present high risk or particularly complex issues. (Type I or Category I partners in table 3). These would include clear due diligence procedures and standards and make provisions in project design to mitigate risks. Less stringent review procedures would be triggered for PPPs falling within the lower risk category, thereby facilitating and speeding up clearance, formulation and implementation. (Type II or Category II partners in table 3 below).

Table 3. Examples of different types of partner and potential issues pertaining to risks and implementation

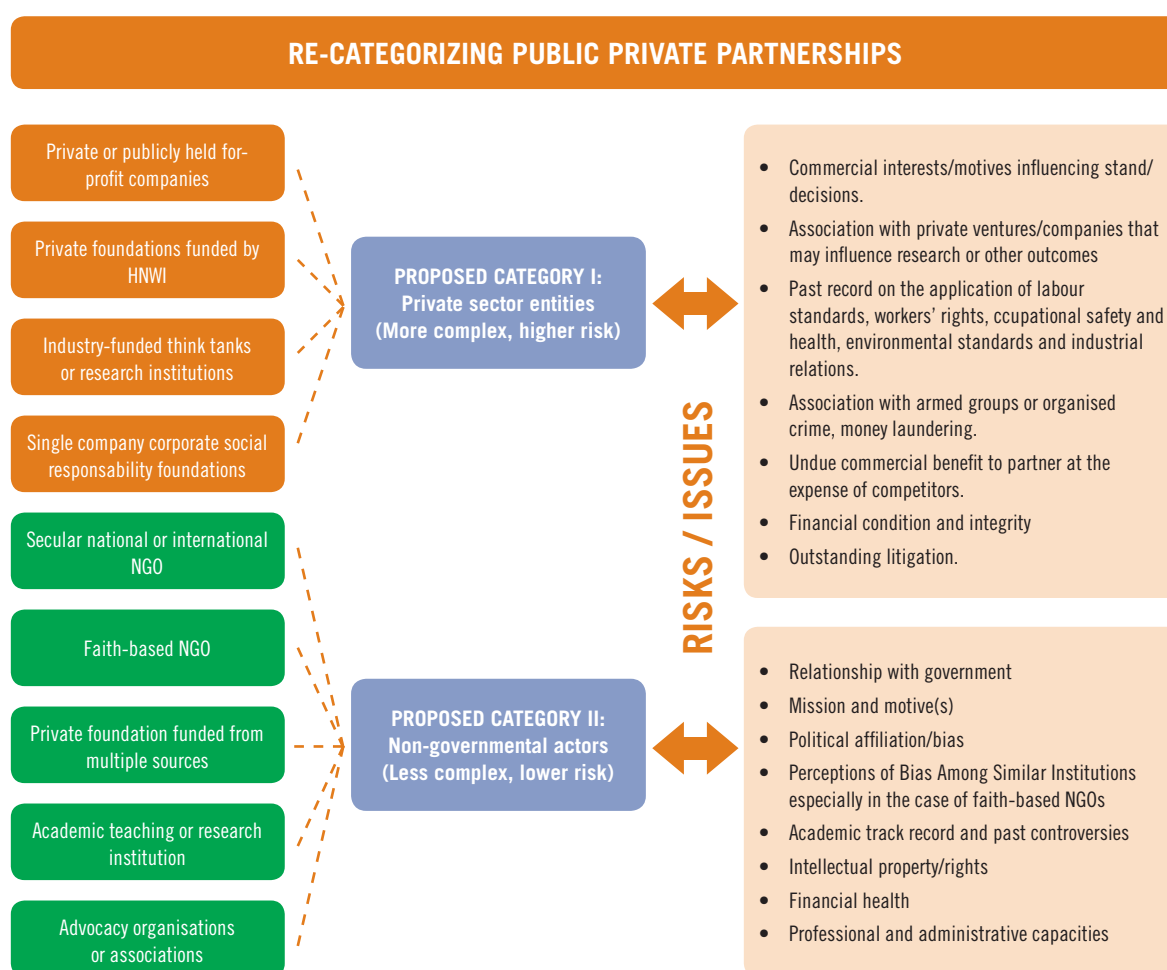
TYPE OF PARTNER	RISKS/ISSUES FOR CONSIDERATION	Potential IMPLEMENTATION ISSUES
<b>TYPE I PARTNERS</b> <ul style="list-style-type: none"> <li>Privately owned or publicly held for-profit companies</li> <li>Private foundations funded by high net worth individuals.</li> <li>Industry-funded think tanks or research institutions</li> <li>Corporate social responsibility foundations established by individual private companies.</li> </ul>	<ul style="list-style-type: none"> <li>Commercial interests/motives influencing positions/decisions.</li> <li>Association with private ventures/ companies that may influence research or other outcomes.</li> <li>Past record on the application of labour standards, workers' rights, occupational safety and health, environmental standards and industrial relations.</li> <li>Undue commercial benefit to partner at the expense of competitors</li> <li>Financial condition and integrity.</li> <li>Outstanding litigation.</li> </ul>	<ul style="list-style-type: none"> <li>Need to ensure partner does not dominate agenda</li> <li>Need to ensure that industry as a whole benefits.</li> <li>Faster pace of implementation.</li> <li>Partner's reporting requirements.</li> <li>Need to ensure sustainability of capacity created.</li> <li>Project document or customised MOU/ LOA.</li> <li>Management of risk in subscription based platforms.</li> <li>May or may not involve financial association.</li> <li>Peer review of research to ensure independence from commercial interests.</li> </ul>
<b>TYPE II PARTNERS</b> <ul style="list-style-type: none"> <li>National or INGO</li> <li>Faith Based NGO</li> <li>Private foundations funded from a wide array of sources (e.g. Rockefeller, Ford Foundations).</li> <li>Academic Teaching or Research Institution</li> <li>Professional Association</li> </ul>	<ul style="list-style-type: none"> <li>Relationship with Government</li> <li>Mission and Motive(s)</li> <li>Political affiliation/bias</li> <li>Perceptions of Bias Among Similar Institutions Especially in the Case of Faith-Based NGOs.</li> <li>Academic Track Record and Past Controversies</li> <li>Intellectual Property/Rights</li> <li>Financial Health</li> <li>Professional and Administrative Capacities</li> </ul>	<ul style="list-style-type: none"> <li>Management of subcontract.</li> <li>Prohibition of certain types of advocacy.</li> <li>Clear product/results based.</li> <li>Pre-agreed outputs.</li> </ul>

An additional distinction can usefully be made between PPPs in which the partner is a donor with little role in implementation or management and PPPs where the partner has more direct engagement possibly including participation in the design of activities, monitoring and usually to a lesser extent, in management. This distinction is not absolute and examples were found in which PPPs with the same partner exhibited differing degrees of partner involvement.<sup>57</sup>

<sup>57</sup> One such case is Lukoil, which is seen as a donor by the Ministry of Labour in one country but has been engaged in project implementation and development in another country in the same sub-region.



Figure 7. Proposed re-categorization of PPPs



The right side of figure 7 provides a list of the key risks and concerns that ILO's due diligence process should focus on in clearing potential PPPs with partners from each category.

### Recommendation 5

*The appraisal, clearance and oversight of PPPs should be clearly institutionalized, making them more transparent and accountable.*

Among other things, an appraisal mechanism should be developed for dialogue and consultation related to the review and approval of new PPPs, the consideration of controversial extensions or changes to the scope of existing PPPs, and the overall monitoring of compliance, with full documentation of the process to provide a basis for decision.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize the recommendation	High	Mid-term	Within existing resources but with policy implications

A "PPP Appraisal Committee" (PPAC) should be established at headquarters as an advisory body to the Director-General and should consist of PARDEV (Chair), ACTRAV, ACTEMP, DDG/Pol and CABINET. Representatives of technical departments, should be invited to participate on a case-by-case

basis along with regional and/or country office staff from the field and constituents from the field as appropriate (at the invitation of ACTRAV and ACTEMP). Those not present in Geneva would participate via teleconference. The PPPAC should meet periodically but regularly, to review and approve new PPPs based on documentation received in advance from the initiating department. The PPPAC should also table controversial extensions or changes to the scope of existing PPPs. They should also monitor compliance with special riders set forth in MOA/LTAs and advise the Director-General on a course of action in cases of non-compliance.

All minutes of PPPAC meetings should be recorded, cleared by PPPAC participants and made available for review on the PARDEV website. Objections need to be formally presented, substantiated and placed in the minutes. Any objection that cannot be substantiated, should not be formally considered. Consideration should also be given in certain cases to clearing PPPs subject to agreement from the partner that any shortcomings or issues of concern identified during clearance/appraisal process the will be cured within a specified period of time by the partner. PARDEV should take the lead in coordinating the verification of compliance after the agreed period of time.

Based on PPPs undertaken to date, a Country Office suggested the following requirements, before committing to a PPP proposal:

- A template, which lays out all of the rules clearly and enables the CO to complete each entry;
- A checklist of everyone who must be consulted;
- List of all details a company needs to provide;
- A list of decision factors, which need to be positively answered before submitting the proposal;
- The use of a preliminary proposal which goes to the relevant technical team at headquarters to determine whether the proposal meets requirements, and if not, what has to be changed or added.

## Recommendation 6

*PPPs should be formulated taking into account key design principles intended to maximize effectiveness, with sustainability and potential for impact being accorded priority in their design, implementation and management.*

Key design principles and content should be used in PPP negotiations and in their design; for example there should be a clear ToC that takes into account potential contributions towards impact and institutional sustainability, and the potential sustainability of results identified, including the appropriate duration of PPPs in order to achieve desired results.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize and implement the recommendation	High	Linked to new Development Cooperation Strategy	Limited, related to some development of tools and capacity; implementation within existing resources but with policy implications

Consideration should be given to including at least the following among the design key principles:

- PPPs should be designed around a theory of change.
- PPPs should be positioned to maximise leverage and effectiveness in achieving desired results.
- PPPs, while involving foreign partners, should be geared to developing domestic industry and factories and institutions industry-wide.

- In order to avoid the dominance of the interests of just one private company, PPPs in Type I Partner for work with multiple partners under the same MOU/LTA umbrella or using pooled funding from multiple partners.
- While it is understood that private partners are less interested in building national capacity as part of the supporting institutional infrastructure of private industry in a country, with an eye to sustainability, ILO should champion the development of national capacity and structure PPP engagements to ensure the sustainability of institutional capacity created particularly that in support of the industry as a whole.
- Based on its prior experience with capacity development, ILO should ensure that PPP proposals are of sufficient duration to achieve the desired outcomes beyond the immediate activities and outputs.

ILO needs to ensure that institutional sustainability and the sustainability of activities is addressed explicitly in all PPPs, impressing this as a priority on all partners and taking it into account in project design as well as implementation and management. Monitoring systems need to be established to track sustainability even beyond the immediate duration of an ILO PPP.

PPP design should be based on a clear theory of change. PPPs need to be of sufficient duration to raise the potential for achieving long-term, industry-wide results and should be of sufficient scale to effect the desired results. Impact needs to be explicitly discussed during early negotiations on the design of PPPs.

### Recommendation 7

*Memoranda of understanding and long-term agreements with private partners should be designed to serve as frameworks for long-term relationship management.*

The agreements should contain the guiding principles, scope and desired outcomes of the PPP, but should also provide sufficient flexibility to allow the relationship with the partner to grow, transforming beyond the original dimensions if necessary to allow for scaling and greater effectiveness and impact.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV with all relevant entities required to institutionalize the recommendation	High	Linked to new Development Cooperation Strategy	Within existing resources but with policy implications

The agreements should contain the guiding principles, scope and desired outcomes of the PPP, but should provide sufficient flexibility to allow the relationship to grow, transforming if necessary to allow for scaling, greater effectiveness and impact. Brief 5-page project documents, containing specific inputs, activities, outputs and outcomes and contributions and a detailed budget should be signed by all partners for specific engagements under the overall umbrella agreement. In this respect, the umbrella agreement or memorandum of understanding should be more in line with programme documents approved by funds and programmes such as UNICEF and UNDP with subsidiary project agreements for more finite engagements.

### Recommendation 8

*Each PPP should include the meaningful monitoring and evaluation of outcomes and the measurement of the impact of the PPP and other stakeholder programmes that are aiming at achieving similar results.*

The monitoring and evaluation of outcomes and the measurement of impact should be an explicit part of PPP design and implementation, identifying indicators that can be readily collected throughout the life of the PPP, including for the assessment of the added value of the PPP modality.

Responsible unit(s)	Priority	Time implication	Resource implication
PARDEV, DDG/FOP, DDG/P, regions and countries	High	Linked to new Development Cooperation Strategy	Limited during the development of the process; integral to development cooperation and Regular Budget resources once the process is in place

Impact measurement should be an explicit part of PPP design, identifying indicators that can be readily collected throughout the life of the PPP. Where possible, and in the interest of independence, such a monitoring and evaluation facility could be paid for with pooled funding from ILO, bilateral or multilateral donors and private partners. Such a provision should make it easier to ensure both the independence of the monitoring work and also its continuity beyond the duration of an individual PPP so that the impact of the PPP and the sustainability of institutions created can be properly measured. Monitoring of outcomes and measurement of impact measurement should be an explicit part of PPP design, identifying indicators that can be readily collected throughout the life of the PPP.

## 7. OFFICE RESPONSE TO RECOMMENDATIONS

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The Office acknowledges the findings of the high-level evaluation and takes due note of its recommendations. Concerning the assessment regarding the resources needed for each of the recommendations, the Office draws the attention to the secondment since 2016 of the P4 official occupying the P4 regular budget funded position on PPPs. This position will need to be liberated and duly replaced in order to implement the recommendations. In addition the confirmation of ad hoc resource needs and further analysis of resource implications are required.

### Recommendation 1

The Office generally agrees with the recommendation while taking into account the different roles and contributions of private companies and foundations, and recognizing the need to differentiate between types of PPPs and related internal clearance processes. The Office will consider incorporating a due diligence process.

### Recommendation 2

The Office agrees with recommendation 2, which builds on past and ongoing efforts to establish mutually beneficial partnerships for initiatives under policy outcomes and major programmes, including the ILO Flagship programmes and initiatives in the regions.

### Recommendation 3

The Office does not agree with the recommendation. It is for the Office to assess the relevance of specific themes or sectors for PPPs. The Governing Body discussion in March 2019 defined the way forward on innovative finance.

### Recommendation 4 & 5

The Office agrees to the use of differentiated approaches for establishing PPPs. It already has a taxonomy for PPPs, based on UN definitions, and will explore how to enhance the oversight of PPPs as a modality based on different types of engagement.

The Office will consider revising the PPP procedures and the appraisal and review processes, taking into account, as relevant, the UN reform and the UN common approach to due diligence with for private sector partnerships. The Office recognizes the need to retain the flexibility to develop specific systems adapted to its particular needs and internal decision-making processes. The Office acknowledges the importance

of transparency and accountability and has an appraisal, clearance and oversight mechanism for development cooperation projects, which covers PPPs with financial contributions. The Office will review how to shorten the clearance process, possibly by agreeing on a timeframe for responses within the current arrangements for PPPs where ACTRAV and ACT/EMP play an important role.

### **Recommendation 6**

The Office partially agrees with the recommendation. As many PPPs do not have financial implications, the vast majority of non-financial PPPs – those with universities and non-governmental organizations for ad-hoc collaboration cannot be qualified as development cooperation projects. Where PPP constitute development cooperation projects, they will continue to benefit from the existing guidance.

### **Recommendation 7**

The Office does not fully agree with recommendation 7. A majority of partnerships would remain time-bound and for specific activities or countries. The Office will explore whether broad multi-annual frameworks for long-term relationship management could remain relevant.

### **Recommendation 8**

The Office agrees with the recommendation in respect of PPPs that function like development cooperation projects, where established practices are already applicable. The Office reiterates that the majority of PPPs are strategic partnerships that fall outside of the scope of development cooperation projects and as such do not have financial resources.

## ANNEX 1: TERMS OF REFERENCE

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### INTRODUCTION

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

As the only UN agency where employers and employees work with governments to promote the decent work agenda, ILO considers the development of Public Private Partnerships (PPPs) as one of the keys modalities for leveraging its values, principles and standards. Partnerships with the ILO is related to ILO's role as the custodian of a sound and effective set of international labour standards; and the notion that the Decent Work Agenda is good for business and the social partners, and conducive to gains in productivity and competitiveness, respect for labour rights and access to new markets.

ILO has always worked with a range of partners, through Development Cooperation activities, to bring complementary skills and resources to the table to promote decent work globally. Public-private partnerships (PPPs) are expected to play an important role in promoting decent work around the world. Since 2008, when the ILO adopted the basic principles governing public private partnerships, the ILO has engaged in over 250 PPPs.

Public-Private Partnerships in ILO should be seen both as a modality for mobilising resources and as a modality for delivering ILO's work. PPPs are both related to funding of Development Cooperation as well as sharing other kinds of resources and services, such as the exchange and pooling of knowledge and information; publication and research projects; campaigning and advocacy; meetings and other events; capacity building and training; and temporary placement of personnel.

All PPPs are intended to be linked to the ILO's programming frameworks (strategic plans and policy framework; programme and budget and decent work country programmes) as well as global and regional agendas and sectoral and global strategies.

PPPs in ILO are to be viewed in the context of UN system reform and the Agenda 2030. In 2000 the UN Secretary-General issued the Guidelines on Cooperation between the United Nations and the Business Community with the Global Compact providing further guidance on corporate social responsibilities was established. In 2006, the General Assembly adopted the resolution "Towards Global Partnerships" calling for strengthened partnerships' with the private sector. During the UN General Assembly in September



2015, the Decent Work Agenda became an integral element of the new 2030 Agenda for Sustainable Development.

Concrete proposals for the establishment of public-private partnerships were first made with the adoption of the Resolution on technical cooperation at the 95th Session of the International Labour Conference in 2006.<sup>58</sup> A specific discussion on PPPs in March 2008 session of the Governing Body led in July 2009 to the ILO issuing internal governance guidance<sup>59</sup> that defines PPPs and provides guidance so that their formulation and implementation can adhere to the key values of the organisation and guide the Office in their development and execution. The 2009 guidance includes definition of PPPs as private and non-state actors, the different forms of partnerships or areas of cooperative activities or areas of work; and the guiding principles for PPPs.

In March 2014, the Governing Body requested the Office to implement, on the basis of the ILOs guiding principles for PPPs, a refined PPP strategy related to the wider engagement with the private sector. Relevant office procedures for engagement with the private sector was sub-sequently issued. Various ILO strategies on Technical/ Development Cooperation covering the period have included discussion of partnerships. The programme and budgets covering the years have also in various forms covered ILO work on partnerships and PPPs, including how South-South and triangular cooperation (SSTC) dimensions are connected to PPPs

## BACKGROUND TO THE EVALUATION

This evaluation, was requested by the Governing Body in March 2016 (GB.326/POL/7) and included in EVAL's work plan for implementation in 2019:

*Decision on the seventh item on the agenda: Public-private partnerships: Report on progress*

*The Governing Body requested the Office to: (a) continue the implementation of the refined public-private partnership (PPP) strategy, taking into account the guidance provided by the Governing Body on the proposals for improvement; (b) **conduct an independent evaluation of PPPs, their value added and the intervention models used, in line with the work plan set for ILO evaluations.** (Document GB.326/POL/7, paragraph 36.)*

The topic and timing for the evaluation were reconfirmed twice by the GB through the Annual Evaluation Reports (AER 2017 and 2018) discussions and GB approval of recommendations.

This will be the fourth institutional high-level evaluation EVAL undertakes following the evaluation of the *ILO's Strategy for Technical Cooperation in 2015*, the *evaluation of the ILO's Field Operations and Structure* in 2017 and the evaluation of ILO's Capacity Development Efforts (all constituents) in 2018 all of which have led to comprehensive follow-up strategies, work plans and concrete steps by the Office.

This high-level evaluation will focus on the relevance, coherence, effectiveness and impact of ILO's Public Private Partnerships, focusing on the strategic and cross office level. The evaluation will also focus on the efficiency and sustainability of ILO's PPPs within the limits of availability of the data necessary to ensure a sound and accurate assessment of these two criteria. It will look at the strategies, approaches, outcomes and achievements on PPPs ILO wide. It will look at PPPs as a funding and a delivery modality, focusing on the role and "additionality" of PPPs.

The evaluation will as such be able to serve as a review of past performance and lessons learned to be used as a baseline going forward in the context of the ILO Development Cooperation Strategy for 2020-25 to be developed. This strategy is intended to be the basis for establishing sustainable and diversified partnerships to realize decent work results on the basis of the needs of the ILO constituents, with

<sup>58</sup> 2006, GB.297/TC/3297th Session

<sup>59</sup> 2009, IGDS 81 & 83

greater efficiency, transparency and impact. The strategy is also intended to ensure comprehensive integration with the ILO's Programme and Budget for 2020–21 and Strategic Plan for 2022–25, reflecting the outcomes of the centenary session of the International Labour Conference, as well as the evolving United Nations reforms. With emphasis on ownership, integration and country-led processes, the evaluation will be forward looking in assessing ILO's PPPs in view of the Decent Work Agenda, the 2030 Agenda and ongoing reform in the UN development system. Past and ongoing DWCP, project evaluations and other reviews will constitute a key basis for the evaluation.

## BACKGROUND TO ILO'S PUBLIC PRIVATE PARTNERSHIPS

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

<b>Global Level governance</b>	<ul style="list-style-type: none"> <li>• The Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (1977, as revised),</li> <li>• The Declaration on Fundamental Principles and Rights at Work (1998)</li> <li>• The ILO Declaration on Social Justice for a Fair Globalization adopted in June 2008 (the 2008 Declaration) and Office programme of work in response (and the 2016 Declaration on Social Justice)</li> <li>• Relevant principles concerning human rights, environment and anti-corruption reflected in the Global Compact</li> <li>• Plans of Action for specific areas of work such as Fundamental Principles and Rights at Work</li> <li>• Decent Work Agenda</li> <li>• ILO's Strategic Programme Framework and Strategic Plans</li> <li>• ILO's Programme and Budget</li> </ul>
<b>Regional and Country level</b>	<ul style="list-style-type: none"> <li>• Decent Work Programmes for individual countries</li> <li>• Regional Strategies</li> </ul>
<b>ILO Policies and Strategies</b>	<ul style="list-style-type: none"> <li>• ILO's Technical/Development Cooperation Strategies</li> <li>• Specific strategies on Engagement</li> <li>• Relevant sectoral strategies</li> </ul>
<b>ILO Procedures and Manuals</b>	<ul style="list-style-type: none"> <li>• Relevant Internal Governance Documents, particularly on decentralisation</li> <li>• Relevant Financial and Programming procedures, manuals, guidelines</li> <li>• Relevant manuals on Decent Work, Development Cooperation, Evaluation and related topics</li> </ul>

## ILO's Public private partnership work

PPPs are guided by a set of *guiding principles* that individual PPPs are expected to adhere to as core principles of ILO's work in general while working within defined *areas of work* (cooperative activities). ILO has identified the *importance of PPPs* to ILO. These principles, areas of cooperative activities and areas where PPP are of importance to ILO can be considered as the elements (see Annex I) for a ***conceptual and analytical framework to assess the role and results of PPPs***.

PPPs are integral to ILO's work in many dimensions, levels and purposes. It is part of the work that ILO does at all levels of the ILO results framework from Policy Outcomes, Country Programme Outcomes and global Products. Much of the PPP work is done through Development Cooperation projects. PPPs work within the thematic areas of work in the ILO results framework and various forms of specific indicators containing PPP elements are within many of the Policy outcomes in the ILO Programme and Budget and in the country programme outcomes in the DWCP as well as in the enabling outcomes on advocacy, governance and support services. Cross cutting policy drivers on international labour standards, social dialogues gender equality and non-discrimination are also influencing PPPs. Sectoral strategies within thematic areas have been formulated over the period with PPP elements. Levels of intervention will, depending on the focus, be at the local, national, sub-regional, regional, interregional and global levels, which will have to be reviewed. Thematic and sector strategies and projects include PPPs related activities

in various forms. PPPs involve individual constituents as part of promoting the decent work agenda and for the organisations specifically representing constituents, Employer's and Worker's organisations.

Given the wide range of PPPs areas of work, a challenge will be to identify the key strategic areas of achievement that the evaluation can focus on and the issues to address related to PPPs as modality for both resource mobilisation and delivery of ILO work. An appropriate typology of PPP interventions, approaches and outcomes, reflecting PPPs as modality of funding and delivery, should be a key part of the evaluation.

### Implementation of ILO's Public Private Partnerships

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

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

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

Since 2008, the ILO has engaged in over 250 PPPs with enterprises, multinationals, foundations, universities and research and knowledge centres, NGOs and other non-state actors, as well as with employers' and workers' organizations. Over half of these have been with private companies followed by foundations, public institutions, other non-state actors and social partners. Private companies and foundations in total provide over 90 % of the total PPP funding in excess of USD 75 million since 2008. Of the currently 185 ongoing PPPs, 133 are partnerships with companies (enterprises) amounting to a total budget of US\$ 57.8. In 2017-18, 48 percent of all PPPs (60 percent in monetary terms) comprised partnerships with enterprises. For the biennium 2014 – 2015, PPPs represented 6% of voluntary contributions at US\$ 27 536,293 making PPPs the fifth largest category of extra-budgetary funding for ILO. Many knowledge related partnerships do not involve financial transactions but produce added value through engagement, information, increased visibility and advocacy of the Decent Work Agenda. ILO has for instance signed more than 50 PPPs in more than 30 countries with universities, knowledge and research centres. Geographically 50 percent of the partnerships and funding for partnership are global, with one third of funded PPPs with enterprises having global coverage.

PPPs are contributing to ILO's strategic objective of Employment, Social Dialogue, Social Protection and Standards, with Employment the subject of largest number of partnership. Thematic areas are employment

promotion, skills development, youth employment, SMEs and sustainable enterprises, as well as social finance and the promotion of disability inclusion. For Standard the focus is mainly on child labour, with Social Dialogue PPPs mainly associated to the Better Work programme, industrial relations, as well as joint workers' and employers' initiatives in three sectors (i.e. construction, electronics and agriculture). Social Protection has PPPs on HIV and AIDS in the workplace and the strengthening of social security systems.

There has been a particular increase in PPPs addressing international labour standards, social dialogue, industrial relations and wages and governance issues in supply chains. The increase in the number of partnerships was mainly due to the new partnership modality under Better Work programme engaging global brands, the Child Labour Platform (CLP) and the ILO Global Business and Disability Network.

ILO public-private partnerships are set up and implemented in full conformity with ILO principles and values, as enshrined in the ILO constitution and international labour standards. Such partnerships will focus on areas and subjects of mutual interest to the ILO and its member States, represented by their tripartite constituents, and the actors in the partnership. A PPP is to be based on a partnership agreements which will include clearly defined expectations, mutual responsibilities, reciprocity of benefits, and accountability as effective public-private partnerships require a level of mutual trust and respect, and a shared understanding of partners' respective strengths. The development and life cycle of PPP includes a process that involves initial screening, review and consultation before being implemented.

The ILO Centenary Initiatives (in particular the Future of Work Initiative and the Enterprise Initiative) and the 2016 resolution on Advancing Social Justice through Decent Work, the 2030 Agenda, and the ILO's reform agenda have or are setting the scene for ILO's future mandate. It is also in this context the evaluation of the ILO's Public Private Partnerships needs to be seen as well to establish whether it addresses current mandates and upcoming challenges. The Enterprise Initiative have a particular PPP dimension that needs to be considered.

### Reviews and evaluations of ILO's public private partnerships

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

### PURPOSE, SCOPE, AND CLIENTS

The evaluation of *ILO's Public Private Partnerships (PPPs)* covering the period 2008-2018 will look at the achievements and outcomes of public private partnerships as designed and implemented based on relevant ILO policies and procedures.

It will look at the different forms of PPPs and *the extent to which the guiding principles for PPPs have been at the core of the implementation of cooperative activities within the defined areas of work and with a focus on the importance of PPPs to ILO*. The evaluation will also focus on strategies, approaches, outcomes and achievements related to PPPs.

Key dimensions of the evaluation scope to be defined through a suitable conceptual and analytical framework for assessing the role and results of PPPs (see Annex II) to be developed by the evaluation will include the Guiding principles for PPPs; Modality of PPPs – different typologies; Areas of Cooperative

Activities; Levels of PPPs intervention; Specific intervention PPP models/initiatives; Standard OECD/DAC Evaluation criteria; as well as relevant Conventions, Protocols and Recommendations from GB and ILC discussions and decisions.

The purpose of High Level Evaluations are generally to provide insight into the relevance, coherence, effectiveness, efficiency, sustainability and impact of the ILO's strategy, programme approach, and interventions (actions) (summative). It is also intended to be forward looking and provide findings and lessons learned and emerging good practices for improved decision-making within the context of the next P&B and strategic framework (formative). The HLE will consider all efforts of the Office in supporting the achievement of results from PPPs. The HLE should also consider the perspective and motivation of ILO's partners in PPPs for engaging in such partnerships. The evaluation report will be discussed in the October 2019 GB session together with the Office's response to the evaluation report.

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

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

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

## SUGGESTED KEY EVALUATION QUESTIONS

Given the potential expansive scope and focus of such an evaluation and to ensure it addresses key current issues and concerns of the Organisation from an evaluative perspective, the evaluation has already started with an initial scoping exercise with key stakeholders. Additional consultations will be necessary to identify additional specific evaluation questions.

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

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

- a. What are the major results / achievement of PPPs in ILO?
- b. Were the objectives of PPPs achieved with the expectations of the partners in the PPPs?



- c. Were the different skills and capabilities of the ILO and the partners leveraged to increase the scale and impact of ILO interventions?
- d. Are PPPs developed and implemented in line with the guiding principles and within the cooperative areas of work for PPPs in ILO?
- e. Were PPPs a strategic tool for increasing the outreach and credibility of ILO? Were the right strategic partners identified and engaged with?
- f. How does the PPP approach fit in with ILO's overall resource mobilization strategy and practice?
- g. Are PPPs in ILO relevant and contributing to
  - a. ILO results framework, mandates and policies,
  - b. the needs and demands of constituents
  - c. the achievement of MDGs/ SDGs?
  - d. Country strategies and UNDAFs?
  - e. Capacities of social partners
- h. What PPPs modalities were developed and are these sustainable?
- i. Are the strategies and modus operandi/intervention models for PPPs effective and sustainable as well as integrated in ILOs results framework?
- j. Are the management of the PPPs modality effective and efficient?
- k. Is ILO doing the right things on PPPs? If so is ILO doing it right? If not are there any other ways to do it? And how did ILO decide they were the "right" things? How efficiently are they carried out?
- l. What is the documented quality and added value of PPPs to ILO?
- m. What role did different funding mechanisms, such as RBSA, play, if any in supporting ILO's engagement with PPPs in a strategic manner? What contribution if any did different funding modalities make?
- n. Are ILO PPPs responsive to labour rights/ILS and gender? Were these issues addressed both in terms of beneficiaries and in addressing issues related to gender and disadvantaged groups in society?
- o. Is ILO monitoring, evaluating and reporting on the results of PPPs so it enhances future efforts?

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

## METHODOLOGY AND APPROACH

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

The Evaluation Office is currently *undertaking a synthesis review of project evaluation reports with a focus public private partnerships development* as part of the evaluation research and as an input for this high-level evaluation to be used by the team as a source of information in the drawing findings and conclusions, in particular on the analysis of the PPPs implemented as part of DC projects. Qualitative content analysis can support the evaluation through the facility for analysis through NVivo.

A review of literature and examples of evaluations and reviews, including from other parts of the UN system will inform the evaluation, in particular the scoping. This will include the definition of key PPP strategies and outcomes in the ILO, leading to a proposed conceptual and analytical framework as the



basis for a specific evaluation framework with purpose, scope, possible evaluation questions and outline of methodology. Theory of Change approaches should be used as appropriate. It should be noted that many of the PPPs will not necessarily have specific results frameworks or standard monitoring and reporting. The evaluation team with relevant expertise, and preferably documented knowledge of the ILO, will work with EVAL to carry out this scoping exercise to identify the key scope and focus of the evaluation.

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

Based on the outcome of the scoping exercise the team of evaluators are expected to further develop a conceptual and analytical framework and operational plan for applying the methodology for a global institutional level evaluation. This will consist of visits covering all levels from headquarters to regional offices to country offices. Up to 10 different locations will be visited, covering typical ILO public-private partnership approaches and models. The evaluation is expected to be a global institutional evaluation with strong evidence and examples from actual public private partnerships. It will include suitable recommendations for enhancing the relevance, effectiveness and impact of public private partnerships in ILO. A suitable qualified evaluation team will carry out the evaluation with key deliverables inception report, field visits and data collection, draft and final report, and summary presentation.

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

The team composition should include sufficient team members to cover the required scope of work. A detailed work plan with scope of work, level of efforts and distribution of responsibilities of each team member will be part of the inception report. The evaluation team, which will include EVAL, will ensure one approach in line with required independence and quality standards and per the agreed evaluation framework presented in the inception report.

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

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

The methodology should give strong consideration to dimensions such as ILO's normative work and social dialogue, such as expressed in the cross-cutting policy drivers in place during the period: interna-

tional labour standards, social dialogue, gender equality and non-discrimination and just transition to environmental sustainability. These dimensions should be considered as cross-cutting concerns throughout the methodology, deliverables and final report of the evaluation.

In terms of gender, this implies assessing the relevance, effectiveness, efficiency, sustainability and impact of gender-related strategies and outcomes to improve lives of women and men through appropriate evaluation indicators, methodology and data gathering techniques. Moreover the evaluators should review data and information that is disaggregated by sex and gender and involve both men and women in the consultation, evaluation analysis and evaluation team. All this information should be accurately included in the inception report and final evaluation report.

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

The mixed methods include but are not limited to:

- Desk review of relevant documents, including evaluation reports, ILO strategic and programming documents, reports and meta-studies on funds and programs, technical cooperation, public private partnerships etc.;
- Reviewing evidence of follow up to relevant evaluation recommendations and use of lessons learned by ILO management;
- Interviewing key stakeholders which should reflect a diversity of backgrounds inside the Office, according to sector, technical unit, regions and country situations, and representing both providers and recipients of PPPs, including both public and private partners.
- Interviewing stakeholders outside the Office, including Governing Body members, tripartite partners, members of multilateral and bilateral partners;
- Conducting online surveys and other methodologies to obtain feedback and/or information from constituents and other key stakeholders; and
- Field visits to five regional offices and up to 10 additional field locations as part of further developing country case studies reflecting a sample of typical typologies for Public Private Partnerships.

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

### Summary rating

A summary rating shall be expressed by the independent evaluation team at the end of the six evaluation criteria and the respective questions agreed on in the inception report based on the questions above.<sup>60</sup> The evaluation shall use a six point scale ranging from “highly satisfactory,” “satisfactory,” “somewhat satisfactory,” “somewhat unsatisfactory,” “unsatisfactory,” and “highly unsatisfactory.”

<sup>60</sup> Independent evaluations in the ILO are conducted by independent and external evaluators. The final project ratings are produced by these external evaluators as an outcome of the evaluation process. These ratings are based on actual programme data, interaction with beneficiaries and stakeholders as well as on project performance documents (which include self-assessed ratings).

<b>Highly satisfactory</b>	when the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices
<b>Satisfactory:</b>	when the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself
<b>Somewhat satisfactory</b>	when the findings related to the evaluation criterion show that the objectives have been partially attained and there that expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself ;
<b>Somewhat unsatisfactory</b>	when the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;
<b>Unsatisfactory</b>	when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries;
<b>Highly unsatisfactory</b>	when the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently

## MAIN OUTPUTS/DELIVERABLES/TIMEFRAME

The proposed time frame for this evaluation is from March 2018 to August 2019 in accordance with the following tentative schedule:

Tentative Schedule: Institutional Evaluation of ILO's Public Private Partnerships			
Dates	Tasks	Responsible	Outputs/ Deliverable
Dec. 2018 to March 2019	Initial concept paper scoping and preparation; identification of key parameters; kick-off meeting with key primary stakeholders; calls for expression of interest; preparation of draft TORs	EVAL	Concept note; presentation to key primary stakeholders for the scoping
First half of April 2019	Contracting and preparation	Evaluation team	
Second half of April/First half of May	Initial Skype call with team; Scoping visit to Geneva; desk review	Evaluation team	<b>Initial brief scoping report outline</b>
First half of May 2019	Inception report and evaluation framework	Evaluation team (as decided by external evaluation team)	<b>Inception Report</b>
May – June 2019 with parallel visits	Consultation and interviews in Geneva and in the five regional office locations, with up to 10 visits to countries in the region; field visits to be concurrent by members of the team covering both English, French and Spanish	Full team as allocated within team; provisions for one member per region	<b>Country case study notes</b> (as required and as per evaluation framework);
April 2019	Synthesis review of Development cooperation projects related to PPPs	EVAL working with separate external contractor	Report of synthesis review focusing on presentation findings and analysis in structured form
May-June 2019	Survey of constituents, ILO staff and partners in PPPs (To be designed as part of the inception report (or as soon as possible after that)	Surveys to be administered through EVAL dedicated electronic survey facility	Analysis to be done by evaluation team and ready for the first draft preparation step
First half of July 2019	Preparation of initial draft -	As decided by team	<b>First full draft</b>
Second half of July 2019	Review of first draft and comments by key stakeholders	Key stakeholders	Consolidated comments (by EVAL)

Dates	Tasks	Responsible	Outputs/ Deliverable
Second half of July 2019	Preparation of Executive Summary as priority to serve as basis for GB Summary Paper; with key findings, conclusions and recommendations (basis for Office response to report to be included in GB summary and final report)	As decided by team	<b>Executive Summary of 3000 words to serve as core of GB summary paper</b>
First half of August 2019	Preparation of second draft	As decided by team	<b>Second and final draft (including Executive Summary of 3000 words to serve as core of GB summary paper)</b>
Second half of August 2019	First half of August: Presentation of second draft to key stakeholders in Geneva by team leader; adjustment of second draft if needed	Team leader	<b>Power point presentation of key points</b>
Second half of August 2019	Final adjustment of second and final draft; possible input to GB summary paper to be prepared by the ILO	Team leader	Final version ready as input for GB document
Sep./Oct. 2019	Editing and printing of final report	EVAL	Final version printed and on posted on-line; Quick Facts, PowerPoint Presentation and possibly short video produced

## MANAGEMENT AND RESPONSIBILITIES

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

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

- Drafting the inception report, producing the draft reports and presenting a final report;
- Providing any technical and methodological advice necessary for this evaluation within the team;
- Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases.
- Coordinating the external evaluation team, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements; and
- Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards.

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

## QUALITY ASSURANCE

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

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

## QUALIFICATIONS OF THE EVALUATORS

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

- Prior knowledge of the ILO's roles and activities, and solid understanding of partnerships, in particular public private partnerships, in a normative, standard setting multi-lateral organisations and an organisation with strong international development cooperation and funding (essential);
- Demonstrated executive-level management experience in reviewing and advising complex organizational structures, preferably in the field of labour issues and/or technical cooperation;
- At least 10 years' experience in evaluation policies, strategies, country programmes, organizational structures and effectiveness; organisational reviews, including specifically on Public Private Partnerships
- Experience in evaluation of partnerships and specifically public-private partnerships, with past work on strategy evaluations for UN agencies and/or multilateral context.
- Working experience in or with the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards;
- Documented experience in result-based management and UN reform;
- Proven experience in the design of monitoring and evaluation systems for decision-making;
- No relevant bias related to ILO, or work experience with ILO in the last five ten years; and
- Regional experience as required
- Fluency in English, spoken and written (essential); as a team sufficient knowledge of two other ILO official language French and Spanish is required for field visits (local translation and support can be provided if needed).

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

## SELECTION OF TEAM

Based on initial concept note and primarily stakeholder consultations, specifications for a call for expression of interest was developed and a call launched. Using an established two reviewer rating system, a shortlist of candidates that have expressed interest has been asked to provide a detailed proposal. Each received proposal will be assessed against established criteria developed on the basis of the TORs. Using this documented analysis and considering availability, the team is selected. Throughout EVAL allocates great importance to relevant technical skills including ability to deal with the complex and wide range field of capacity development and the specifics of the UN system and the ILO, which in itself limits the pool of possible candidates. Principles of best value to the ILO, with price and other factors considered are applied.

## EVALUATOR'S CODE OF CONDUCT AND ETHICAL CONSIDERATIONS

The ILO Code of Conduct for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International

Civil Service to which all UN staff is bound. UN staff is also subject to the specific staff rules and procedures of the UNEG member for the procurement of services. The selected team members shall sign and return a copy of the code of conduct with their contract.

## STRATEGY FOR EVALUATION USE

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

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

- GB executive summary document for the GB 2019 discussion
- The full report available in limited hard copy and electronically available on the EVAL website and
- Key findings or table of contents presented with hyperlinks for readers to read sections of the report.
- USB keys with e-copy of the report for dissemination to partners.
- A PowerPoint presentation or visual summary of the report will be prepared for EVALs website and for presentations on the evaluation.
- EVAL Quick Facts on the High Level Evaluation to be prepared.
- A short video on the key findings and recommendations



## ANNEX TO TERMS OF REFERENCES

### Annex I: Elements for a Conceptual and Analytic Framework for assessing PPPs

#### A. ILO Guiding Principles for PPPs (2009)

**Conform to ILO principles and values**, for example the *ILO Declaration on Social Justice for a Fair Globalization (2008)*, the *Declaration on Fundamental Principles and Rights at Work (1998)*, and the *Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (1977, as revised)*, as well as the relevant principles concerning human rights, environment and anti-corruption reflected in the Global Compact

Promote the **Decent Work Agenda**, based on the four strategic objectives of the ILO

Foster **tripartism** at all levels (national, regional, sectoral, international)

Promote **gender equality**

Assure **accountability**, clearly spelling out the responsibilities of each party in a partnership agreement along with defined time lines and measurable outputs and making information on partnership activities publicly available and reported to the ILO Governing Body

Build **sustainability** in economic, environmental and social fields, making optimum use of the resources of each participant in the partnership, and fostering local and national ownership and exit strategies

Guarantee **impartiality**, being managed with the interests of the ILO as paramount, in accordance with ILO regulations, rules and procedures and with no access or influence on the Organization's policy-making system or structures, including its standard-setting and supervisory machinery

Ensure **non-preferential treatment and non-endorsement**.

#### B. Areas of Work (Cooperative activities) (2009)

Funding or donations in kind by or between actors in the partnership

Development and implementation of projects or other activities

Organization of meetings or other events

Campaigning or advocacy

Temporary placement of personnel

Publication and research projects

Exchange or pooling of knowledge and information

#### C. Importance of PPPs to ILO (2017)

Advancing the decent work agenda by promoting decent work around the world, mobilizing resources, knowledge and expertise to aid the work of the office;

ILOs unique tripartite composition;

Expand and enhance the effectiveness of ILO development cooperation activities

Increase the visibility and advocacy functions of the ILO

Opportunity to influence public and private sector investment, policies and practices to more effectively promote decent work

Covering funding gaps of DWCPs and other national programmes, especially at the local level, where partnerships with the private sector could be an important step towards building sustainability and local ownership of country programmes

Deal with the major challenges in today's world in areas such as Improving occupational safety and health; Upholding rights at work and social dialogue; Eliminating child labour and forced labour; Creating economic opportunities for women and men; Promoting youth employment; Creating small and medium enterprises; Promoting the right of people with disabilities to decent work; Fighting HIV and AIDS; Addressing climate issues and creating green jobs; Enhancing sustainability; and Improving skills and access to social protection

## Annex II: Some Initial Proposed Evaluation Questions Per Evaluation Criteria

Assessment Criteria	Questions to be addressed
<b>Relevance of PPPs in the ILO</b>	<ul style="list-style-type: none"> <li>To what extent do PPPs in ILO reflect the established priorities and outcomes of the 2008 Declaration on Social Justice and subsequent 2016 declaration?</li> <li>How well do the PPPs in ILO align with the ILO's SPF 2010-15, Transitional Strategy 2016-17, Strategic Plan 2018-21, related P&amp;Bs and DWCPs as well as UN global (SDGs) and country strategies (SDGs, UNDAFs)?</li> <li>Were PPPs targeting the social partners?</li> <li>What means are there to ensure continuing relevance vis-à-vis changing needs and new developments?</li> </ul>
<b>Coherence &amp; Validity of PPPs in ILO</b>	<ul style="list-style-type: none"> <li>What are the baseline conditions for PPPs in ILO 2008-18?</li> <li>Are the intended objectives and outcomes of PPPs properly responding to the perceived needs and situation globally and on the ground and how are these needs identified? To which extent is any Theory of Change (ToC) informed by needs and interests of diverse groups of stakeholders through consultations?</li> <li>How does the PPP strategy fits and complements the ILO's overall resource mobilization strategy?</li> <li>Do PPPs in ILO support the objectives and outcomes of the ILO's strategy programme framework, strategic plans and related strategies and policies? Do they support the priorities, objectives and the principal means of action for achieving Decent Work outcomes within the P&amp;B and SPF framework?</li> <li>To which extent is the ToC aligned with the international/national/regional standards and principles on HRGE and how it contributes to their implementation?</li> <li>Are there appropriate and useful set of indicators to effectively assess the results, relevance and outcomes of PPPs? Can these indicators be measurable and traceable? Can these indicators be comparable to those that aim to measure similar outcomes within the UN system?</li> </ul>
<b>Effectiveness of PPPs in ILO</b>	<ul style="list-style-type: none"> <li>What results have been achieved and/or what progress has been made in assuring that PPPs in ILO contribute towards the Decent Work outcomes within the PB and SPF framework during the review period? To which extent expected results address HRGE? To which extent PPPs have targeted HR and GE as cross-cutting learning components, whenever relevant?</li> <li>How are PPPs coordinated within the Office and with other intergovernmental bodies? Have PPPs supported cooperation with other UN organizations? Are there any differences in effectiveness noticeable on these aspects between specific levels and nature (typologies) of PPPs?</li> <li>Are PPPs supporting ILOs' result-based framework at all levels?</li> <li>What are the particular issues, component or action that contribute to the various dimensions of the effectiveness of PPPs in ILO?</li> </ul>
<b>Efficiency of PPPs in ILO</b>	<ul style="list-style-type: none"> <li>Are resources for PPPs being used in the most efficient manner? How economically are resources and inputs (funds, expertise, time, etc.) converted to results? Have resources been allocated strategically to make most use of PPPs in line with priorities and focus? Do the results of PPPs justify the costs? Has there been an adequate resource investment to integrate labour rights/ILS as well Gender and Equality?</li> <li>How have PPPs supported the achievements at the field, in particular of TC/DC activities?</li> <li>Are there any differences in efficiency noticeable depending on specific levels and nature (typologies) of PPPs in a given country?</li> </ul>
<b>Impact &amp; Sustainability of PPPs in ILO</b>	<ul style="list-style-type: none"> <li>Can any observed changes and results be causally linked to the role of the PPPs? Did the changes result from an appropriate PPPs? Are there impact assessments that can support attribution of results to the nature and support of PPPs? And if not, what other evidence is there?</li> <li>What are the tripartite constituents' perceived benefits from PPPs (differentiated by groups)?</li> <li>Is it likely that the PPPs are durable and can be maintained and/or adjusted in response to changing context? Are there any differences noticeable depending on specific levels and nature (typology) of PPPs in a given country or at a global level?</li> <li>What actions and conditions are required for achieving broader, long-term outcome and impact of the Capacity Development efforts?</li> <li>Have target groups for PPPs benefited from a long-term realization of Labour Rights, Gender and Equality (LRGE)? Have interventions worked towards developing an enabling environment for real change on LRGE? Have they worked towards behavioural change conducive to LRGE?</li> </ul>
<b>Others</b>	<ul style="list-style-type: none"> <li>How have the issues identified in past reviews of the PPPs been addressed in reforms, changes and action related to PPPs?</li> <li>Can any contextual factors and pre-conditions be identified that will be core to continued assessment of the contribution of PPPs?</li> <li>What are the key issues and recommendations for ILO to consider in any future review and possible adjustment of PPPs in ILO?</li> </ul>

## ANNEX 2: STAKEHOLDERS CONSULTED IN FIELD AND HEADQUARTERS VISITS

Region	Country	Type of stakeholder	Female	Male	Total
Europe	Azerbaijan	Government	1	–	1
	Russia	ILO Decent Work Team	1	–	1
		Government	2	1	3
		ILO project	1	1	2
		Partner	–	2	2
	Turkey	ILO Country Office	2	2	4
		Donor	1	–	1
		Government	–	1	1
		Workers	3	1	4
		ILO project	–	1	1
		Partner	4	1	5
	Uzbekistan	Government	–	1	1
Global		ILO HQ management and technical specialists	10	19	29
		Donor	–	1	1
		Workers	1	–	1
		Employers	–	2	2
		Partner	1	1	2
Arab States		ILO Regional Office	–	1	1
Africa	Ethiopia	ILO Country Office	2	1	3
		Workers	–	2	2
		Employers	–	3	3
		Government	–	2	2
		Partner	2	–	2
	Cote d'Ivoire	ILO Regional Office	1	5	6

Region	Country	Type of stakeholder	Female	Male	Total
		ILO Country Office	—	2	2
		ILO Decent Work Team	2	—	2
		ILO project	—	2	2
		Government	—	2	2
		Employers	—	1	1
		Workers	—	7	7
		Partner	1	4	5
Asia and Pacific	Bangladesh	ILO Country Office	1	5	6
		Government	—	1	1
		Workers	—	4	4
		Partner	—	10	10
	Thailand	ILO Regional Office	3	2	5
		ILO project	4	2	6
		ILO Decent Work Team	—	4	4
	Myanmar	ILO Country Office	1	—	1
		ILO project	2	3	5
		Donor	3	—	3
		Workers	2	—	2
		Employers	1	—	1
		Government	1	1	2
		Partner	1	1	2
Americas	New York	ILO office	—	1	1
		UN agencies	4	3	7
	Lima	ILO Regional Office	1	1	2
	Brazil	ILO Country Office	—	1	1
TOTAL			<b>59</b>	<b>105</b>	<b>164</b>
		Employers	1	6	7
		Government	4	9	13
		Workers	6	14	20
		Partners	9	19	28
		Donors	4	1	5
		ILO Decent Work Team	3	4	7
		ILO projects	7	9	16
		ILO Country Office	6	11	17
		ILO headquarters	10	20	30
		ILO Regional Office	5	9	14
		UN agency officials	4	3	7

Table 4. Typology of PPPs and selection of typical PPP case studies

[illegible]

PPP typologies and case studies												
Rationale for typical PPP case-studies – PPP		Is core to global programme	Focuses mainly on networking and advocacy purposes		With expanding scope	With focus on policy leverage	Funding DC with research support	Funding DC only		With a sector-specific dimension	Funding DC but with partner involvement	With a research focus
Specific PPPs as examples of the types of focus of PPPs in ILO		Better Work Programme	University of California, Davis	ILO Global Business and Disability Network	H&M	B & M Gates Foundation	Master Card Foundation	Lukoil	CAOBISCO	Chocolate and cocoa industry	JP Morgan Foundation	Ford (and others) Foundation
By type of engagement	Project agreement	<input checked="" type="checkbox"/>	-	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Subscriptions	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	-	-	-	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-
By geographical scope	Global	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
	Regional	-	-	-	-	-	-	<input checked="" type="checkbox"/>	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-
	Country level	<input checked="" type="checkbox"/>	-	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	-
Administrative unit	Better Work	<input checked="" type="checkbox"/>	-	-	<input checked="" type="checkbox"/>	-	-	-	-	-	-	-
	Fundamentals	-	<input checked="" type="checkbox"/>	-	-	-	-	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	-
	Gender	-	-	<input checked="" type="checkbox"/>	-	-	-	-	-	-	-	-
	Social Finance	-	-	-	-	-	-	-	-	-	-	<input checked="" type="checkbox"/>
	Protection	-	-	-	-	<input checked="" type="checkbox"/>	-	-	-	-	-	-
	Employment	-	-	-	-	-	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	-	-	<input checked="" type="checkbox"/>	-
	Enterprise	-	-	-	-	-	-	-	-	-	-	-
Budget in US\$'000	Total 60 353*	33 639	562	1 043	1 796	2 088	14 891	12 000	1 783	3 000	2 552	2 000
*This is 49% of the total budget in PPP Master Table of \$122 573 479												

Table 5. Data collection by selection of typical PPP case studies

Typologies of PPPs											
PPP case studies											
Focus for PPP case-studies	PPP is core to Global Programme (e.g. garment sector)	PPP focuses mainly on networking and advocacy purposes		PPP with expanding scope	PPPs with focus on policy leverage?	PPP funding DC support	PPP funding DC only	PPP with a sector- specific dimension		PPP funding DC but with partner involvement	PPP with a research focus
		Child Labour Platform	ILO Global Business and Disability Network					CABISCO	Chocolate and cocoa industry		
Data collection specific for PPP case-studies	Country visit	✓		✓				✓	✓		Ford Foundation and others <sup>61</sup>
	Skype interviews	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Evaluation report(s) available	✓	?	✓	✓	✓	✓	✓	?	✓	?
	Other documents	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
	Opinion surveys	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Other data collection in support of case studies	Other documents (e.g. qualitative data analysis)	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Criteria for selection of country visits	Field visits	Several PPPs present in the country. Includes PPPs of significant size, complexity or potential impact.									
	Desk study	Countries with single or several small PPPs per country. Or countries with lengthy experience with the implementation of PPPs with ILO.									
		Cross section of types of PPPs and PPP agreements. Including PPPs of significant size, complexity or potential impact.									

Note: “?” indicates that at the time of the preparation of the table this was unknown or it was not possible to verify information.

<sup>61</sup> Initially University of California but initial data collection suggested a different focus of this particular example of a PPP, so other more research-oriented examples were found.



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