UNITED NATIONAL ORGANIZATIONS
(ILO) International Labour Office
Vol. 1

CLOSE-OUT SHEET

This File Covers The Period From July 1975 To Dec. 1991

For Further Correspondence, See Vol. 2

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(4-90)

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Réf. BIT/ILO PROG/PC 21

Votre réf.

Mr. Y. Rovani,
Director-General, Operations Evaluation
World Bank,
1818 H Street, N.W.,
Washington, D.C. 20433.
USA

24 OCT 1991

Dear Sir,

I am pleased to inform you that Mr. Enrique Brú has replaced Ms. Phan-Thuy as Chief of the ILO's Evaluation Unit.

Mr. Brú, a Uruguayan economist, has worked for many years in the ILO, both at Headquarters and in the field.

Knowing your interest in evaluation questions and development issues I am sure you will extend your collaboration to Mr. Brú.

Yours sincerely,

R. Kirszbaum
Director
Bureau of Programming and Management

NOV 04 1991

File

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Réf. BIT/ILO PROG/PC 21

Votre réf.

Mr. P. Guerrero O.,
Special Adviser and Assistant to the
Director-General,
Operations Evaluation,
World Bank,
1818 H Street, N.W.,
Washington, D.C. 20433.
USA

24 OCT 1991

Dear Sir,

I am pleased to inform you that Mr. Enrique Brú has replaced Ms. Phan-Thuy as Chief of the ILO's Evaluation Unit.

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Réf. BIT/ILO PROG/PC 11-3

Votre réf.

2 March 1990

Dear Sir/Madam,

ILO Seminars/Workshops on the design of technical co-operation projects and the procedures for evaluation

The schedule of English and French seminars to be held in 1990 is as follows:

3 - 5 April 1990	English
18 - 20 September 1990	French
20 - 22 November 1990	English

These three-day seminars, which are directed primarily to ILO officials responsible for the preparation, appraisal and review of project documents for technical co-operation projects, and to those involved in tripartite reviews or project evaluations, are also open to members of donor agencies and other international organisations. However, given the workload involved and the cost of the documentation distributed, the ILO has to make a small charge of Sw. Fr. 300 per participant for members of other international organisations.

The seminars will cover the basic concepts of project formulation, the integration of women's interests in project design, the relationship between design and evaluation and the procedures for project evaluation, including UNDP procedures.

If you have any staff member who would be interested in attending one of these seminars, please contact the Evaluation Unit (Miss K.R. Smith, tel. 7996407) of the ILO as soon as possible for the April seminar and at least one month before the date of commencement of the other two seminars.

Yours faithfully,

N. Phan-Thuy (Mrs.),
Chief, Evaluation Unit,
Bureau of Programming and Management.

D R A F T

File 120

ILO
SUMMARY OF PROJECT EVALUATION REPORT

Project Title:				
Project No:	Timing: interim/final* Type: internal/external*		Prepared by: Date of report:	
Executing Agency (indicate the responsible unit/ branch)	Donor	Total Budget (US$) Original Revised	Phase No: Starting Date Original / / Actual / /	Duration (months)

Immediate Objective(s): (As stated in the project document or as revised for the phase being evaluated.)

Evaluation Findings: (Summarise major findings. Identify key factors, either positive or negative, which have contributed to the project's success or failure. Highlight strengths and weaknesses in project preparation, design, implementation, monitoring or evaluation which affected performance. In the case of a final evaluation, indicate the project's impact on the target group(s), and whether the project results are sustainable.)

---

*Strike out that which is not applicable.

Major Obstacles: (Describe problems encountered in implementation, if any.)

Lessons Learned: (Highlight knowledge acquired from the project which could be usefully applied in a future phase of the project or in a similar project to help managers to design projects more efficiently, ensure their smooth implementation, and avoid pitfalls commonly encountered.)

Recommendations: (Summarise major recommendations of the evaluation report.)

PROJECT EVALUATION DATABASE

SAMPLE RECORDS

182201 CALL NO: 86B09/164 ENGL DOC NO: 86PE3119D.

ILO
UNDP
UNDP/ILO JOINT MEETING FOR SUPPORT TO SPECIAL PUBLIC WORKS PROGRAMMES, 8TH, GENEVA, 1986
--- EVALUATION OF THREE SPECIAL PUBLIC WORKS PROGRAMMES, BURUNDI, NEPAL AND SIERRA LEONE: NEPAL, TERMINAL REPORT ON THE REHABILITATION OF PRODUCTIVE INFRASTRUCTURE IN FLOOD AFFECTED HILL AREAS OF WESTERN NEPAL.
GENEVA, 1986. 1 V.

Project No.	Donor	Budget US$	Start	Duration (months)	Executing Agency
NEP/84/U02	UNDP	468,000	84/06	14	ILO (EMP/INFRA)

(See also: 86PE3119A, 86PE3119B, 86PE3119C.)

> OBJECTIVE: Restore agricultural production; create employment opportunities in flood affected areas through the rehabilitation of 30 small-scale irrigation systems in Nepal, using labour-intensive methods; and provide food in food-deficit areas through "food-for-work" (FFW). FINDINGS: Project was a success: 69 schemes were completed, 24 more than estimated, and 2 km of trail improved. 150,000 workdays' employment were created, exceeding the target by 40,000. Implementation was mainly achieved by nationals with assistance from ILO. SUCCESS attributed to project management flexibility; policy of not overspending on individual sub-projects; the inclusion of 15 sub-projects run by villagers with minimum supervision using local technology. PROBLEMS: Supervisory and management problems were caused by the large number of scattered sub-projects. Duration of 8 months was too short. LESSONS LEARNED: Such projects should not be less than 18 months and should not be limited to irrigation schemes. FFW should only be used in food-deficit areas during pre-harvest periods and should be limited to short-term, simple manual work. Popular participation is essential to success. The role of users' committees and beneficiary voluntary contributions should be clearly defined before implementation.

/UNDP pub/-/ILO pub/. /Conference paper/ /development project/ /project evaluation/ /rural public works/ /flood/ /irrigation/ /West/ern /Nepal/ - /food/ /wage payment system/, /recommendation/. /Graph/ /map/ /photograph/ /statistical table/.
1986 ENGL
07.01.4 DOCLOC: PROGEVAL.

190213 DOC NO: 87PE3166.

PHAN-THUY N SHANAHAN Y BARNES C
ILO
--- ENERGY AND RURAL WOMEN'S WORK; END OF PROJECT EVALUATION BY ILO/NETHERLANDS EVALUATION MISSION TEAM.
GENEVA, MAR 1987. 42 L.

Project No.	Donor	Budget US$	Start	Duration (months)	Executing Agency
NET/81/INT/8	NETHERLANDS	932,771	82/01	36	ILO (EMP/RU)

(See also: 84PE1031, 85PE3153.)

> OBJECTIVE: Increased awareness of the effect of changing energy availability on poor rural women and their families. Case studies carried out in India, Indonesia, Peru, Ghana, Mexico, Nepal and Senegal. FINDINGS: Project was relevant and contributed to the awarenessness of the inter-relationship of energy, women's work and incomes and food consumption. The institutional capabilities of national collaborators were enhanced. The multi-regional and multi-subject nature of the project was extremely ambitious. It adopted a participatory action research (PAR) approach and sought to disseminate results both internationally and in the countries studied. OBSTACLES: Prodoc lacked indicators of the objective's achievement and linkages between objectives, activities, outputs and inputs. Distribution and delivery of reports in the research countries was limited and too late. Project lacked seed money to carry out preproject testing of the PAR approach. Reports failed to influence government planning and policies. RECOMMENDS: Improving prodoc design. Utilising ILO expertise in multi-subject projects. Involving government planners in research. Providing funds for activities identified by the target group in similar PAR projects. Intensive training for key personnel.

/ILO pub/. /Mission report/ /development project/ /project evaluation/, /rural/ /energy/, /rural women/ /work load/ /developing country/ - /participatory research/ /data collecting/ /information dissemination/ /workshop/ /recommendation/. /Bibliography/.
1987 ENGL
07.01.3 DOCLOC: PROGEVAL.

194046 DOC NO: 83PE3037.

ILO
--- REGIONAL PROJECTS IN ASIA AND THE PACIFIC (UNDP/ILO); REPORT OF THE UNDP/ILO EVALUATION MISSION.
BANGKOK, MAY 1983. 1 V.

(See also: 83PE3034, 83PE3035, 83PE3036.)

> OBJECTIVES: Enable developing countries in Asia to formulate policies and programmes to promote employment (ARTEP); enhance national regional labour administration (ARPLA); and establish and develop a network of regional cooperation (RC) in vocational training (APSDEP). FINDINGS: ARTEP's activities may have increased awareness and understanding of employment promotion policy options. It is doubtful, however, whether this has led to decisive government action. Outlines reasons for the lack of effectiveness. The immediate objectives of the ARPLA project were formulated at too high a level. Although the design was weak, steps were taken to create a regional network of labour administration. Revisions to APSDEP's prodoc changed its objectives which resulted in differences in UNDP, ILO and the participating governments' perceptions of APSDEP's role. A clear definition between the project and APSDEP as an institution was also lacking. LESSONS LEARNED show that RC projects should take into account the development status and geographical proximity of individual countries. Whilst governments support the principle of RC, they expect to receive concrete benefits commensurate with their contributions. RECOMMENDS and outlines a network approach for RC.

/Institution strengthening/.
/ILO pub/-/UNDP pub/. /Mission report/ /regional/ /development project/ /project evaluation/ /summary/ /ARTEP/ /ARPLA/ /APSDEP/ /emplcyment policy/ /vocational training/ /labour administration/ /regional cooperation/ /Asia/ /Oceania/ - /information exchange/ /information network/.
1983 ENGL
01.01.1 DOCLOC: PROGEVAL.

194084 DOC NO: 84PE3073.

ILO
--- DEVELOPMENT OF NATIONAL INDUSTRIAL TRAINING SCHEME AND VOCATIONAL TRAINING CENTRE IN KAMPALA, UGANDA; DRAFT TERMINAL EVALUATION REPORT. GENEVA, NOV 1984. 1 V.

Project No.	Donor	Budget US$	Start	Duration (months)	Executing Agency
UGA/78/008	UNDP	2,263,513	80/01	48	ILO (F/PROF)

> OBJECTIVES: Rehabilitate and strengthen Ugandan vocational training centres and the Directorate of Industrial Training (DIT); improve technical, professional and manaagerial competence of TC and DIT and training centres' personnel. FINDINGS: Project acomplished most of its objectives which were highly relevant to the needs of the country, and made an appropriate contribution to the restoration of the Ugandian economy. There were anomalies in the project design. DESIGN WEAKNESSES: Although this was an institution building project there was no clear delineation between what the project or the institution were to achieve. Consequently, the DIT was still uncertain about its sustainability once assistance was withdrawn. Absence of linkages (from objectives through to outputs) and failure to specify expected outputs in quantitative terms, which resulted in deviation from the original objectives. OBSTACLES: Lack of tripartite review or evaluations between 1980-84. Delays in appointment of experts, with 3 changes of CTA. Lack of credit facilities which hindered graduates from self-employment.

/Institution strengthening/.
/ILO pub/. /Mission report/ /development project/ /vocational training/ /training centre/ /Uganda/ - /management development/ /training of trainers/.
1984 ENGL
06.01 DOCLOC: PROGEVAL.

194906 DOC NO: 87PE3126.

PICKETT LE ZABOLAI-CSEKME E
ILO
--- ACOPAM PROJECT: SUB-PROJECT (MAU/003); EVALUATION REPORT.
GENEVA, JUL 1987. 62 L.

Project No.	Donor	Budget US$	Start	Duration (months)	Executing Agency
J/003	UNDP	230,270	86/01	12	ILO (COOP)

> OBJECTIVES: Promote the cooperative movement in favour of women; oranisege autonomous cooperatives; establish a revolving fund; strengthen the national counterpart agency (DSA). FINDINGS: Objectives partly achieved. Project failed to improve the production processes and quality of handicrafts, to increase women's income or marketing of manufactured goods. Horticulture revenue was minimal because of the small size of the plots, water shortages, insufficient extension services and preservation and marketing problems. Overall return of artisanal production was below the minimum wage levels (due to inappropriate choice of economic activities and marketing difficulties). Benefits were limited and disproportionate to resources invested. Sustainability of the pre-coooperatives is unlikely once food aid is phased out. DESIGN WEAKNESSES: Failure to establish criteria for economic activities and market research, identify groups to be assisted, and define training. Limited target group participation in design and implementation. OBSTACLES: Frequent change of counterparts. Lack of qualified DSA staff and problems between DSA leadership and ILO/ACOPAM expert. LESSONS LEARNED: Handicrafts goods produced in such socio-economic climates should be utility oriented rather than artistic.

/ILO pub/. /Mission report/ /development project/ /project evaluation/ /rural women/ /women/ /rural cooperative/ /food aid/ /Mauritania/.
1987 ENGL
07.01.5 DOCLOC: PROGEVAL.

17/02/88
PROGEVAL

M I C R O - I S I S S Y S T E M

Dirk Janssens
International Labour Organisation
CH-1211 Geneve 22 (Switzerland)

MICRO-ISIS is the third and youngest member of the ISIS family of information systems. ISIS (Integrated Set of Information Systems) was originally developped by the ILO on IBM/360. It was later rewritten by UNESCO to become CDS/ISIS, the "official" version of ISIS on IBM mainframes. The International Development Research Centre (IDRC) developped another version called MINISIS for use on HP minicomputers.

MICRO-ISIS is a general-purpose database management package for use on IBM/PCs and compatibles, the minimum configuration being an IBM/XT with 512 K and a hard disc. There is also a version for the WANG/PC (under native DOS) and a minicomputer version for the VAX/VMS series.

There are over 1950 installations of MICRO-ISIS all over the world, the software being free-of-charge for non-profit making organizations in UNESCO member States

All ISIS members are functionally compatible. Flexibility in the definition of the data elements facilitates the storage of information on missions, meetings, projects, persons, institutions and traditional bibliographic data.

Information is stored in the fields that make up the records in a MICRO-ISIS database. Fields are optional. If a field does not exist it does not take up space in the database. A field only takes up space needed by the data it contains. A field may occur more than once in a record (repeatable field) or may be broken down into subfields (subfielded field). All possible fields and their characteristics are defined by the user in the Field Definition Table (FDT) of the database.

The MICRO-ISIS program can be divided into user and system services.

User services allow an end-user to:

- enter records in a database
- modify or delete existing records
- build and maintain an inverted file
- retrieve information using boolean logic
- sort record to create catalogues and indexes
- print and display records according to his specifications

System services allow a database administrator to:

- define a database
- customize the system
- backup and reorganize the data
- exchange the data using ISO 2709 format

MICRO-ISIS is menu-driven and multi-lingual. The user interacts with the programs through a set of user-frieldly menus and system worksheets. A worksheet is a screen to be filled in by the user, much like a pre-printed form.

MICRO-ISIS searching is sophisticated. The command driven query language allows searching on field values, words or descriptors. These search terms can be selected on-line from a search term dictionary (inverted file) and combined using boolean operators (AND, OR and NOT). The result of a search can be saved for further processing (printing, sorting) and displayed on the screen in different ways. The system also allows for root searching (right truncation) any-table searching and proximity searching. Text searching and thesaurus searching are not available. MICRO-ISIS retrieval is using sophisticated inverted file techniques to create fast access paths to the data according to user criteria defined in the Field Select Table (FST) of the database.

MICRO-ISIS records can be displayed and printed in many different user-defined formats which are created using a symbolic print formatting language. Records can also be sorted before printing to produce indexes.

MICRO-ISIS data entry and modification is carried out using so-called "worksheets". A data enty worksheet is a screen layout defined by the database administrator, and filled in by the user who can enter or modify the information in the database. It has on-line help facilities and the possibility to define default values. Data editing is done with the powerful MICRO-ISIS field editor.

Data can easily be exchanged with other ISIS, MINISIS or MICRO-ISIS users through the ISO (International Standarards Organistion) 2709 exchange format.

MICRO-ISIS also allows an experienced user to write his own user-taylored applications with the MICRO-ISIS programming language ISISPAS. ISISPAS is a subset of the standard Pascal language with a library of pre-defined procedures, which provide access to most MICRO-ISIS functions in a convienient and simple manner. It is an integral part of the software and consists of a compiler, an interpreter and a library. Programs can only be executed from within the MICRO-ISIS program.

MICRO-ISIS can also be used for in-house publishing on compact disc (CD-ROM). Up to 500 Mbytes can be accessed by MICRO-ISIS.

The ILO recommends MICRO-ISIS for use by ILO affiliated institutions and ILO offices that intend to store, retrieve and exchange bibliographic or documentation type data.

February 1988
DJ/SYSTEM

M I N I S I S S Y S T E M

Dirk Janssens
International Labour Organisation
CH-1211 Genava 22 (Switzerland)

MINISIS is an information management system developed by the Information Sciences division of the International Development Research Centre (IDRC) to run on any of the HP 3000 series of minicomputers.

The IDRC is a Public Corporation established by the Canadian Government in 1970. It is an autonomous organization whose policies are set by an independent Board of Governors representing Canada, the industrialized nations and the Third World.

One of the ways in which IDRC stands out among development-aid agencies is that it has, from the start, maintained a major program in the information sciences. It has been making grants for the establishment of better information systems and services to meet the needs of scientists, technologists, and officials in the developing countries.

The HP 3000 is a general purpose data processing computer system. It incorporates hardware features such as stack architecture, variable-length code segmentation, virtual memory, program protection and dynamic file-storage allocation. The operating system allows multiple users, running in time sharing or batch mode, to concurrently access the computer system resources. Specific hardware differs according to the model selected.

MINISIS is a member of the ISIS (Integrated set of Information Systems) family of information systems. The ISIS systems were developed to permit the handling of bibliographic data using large mainframe computers (IBM). MINISIS fills the same need, but operates on smaller, less expensive minicomputers. It is a completely new design, and exploits advances in software and hardware design since the development of the ISIS systems.

There are presently more than 170 installations of MINISIS all over the world. Half of them are in developing countries. In general developing countries get the software free of charge.

While MINISIS was originally developed to permit the management of bibliographic databases, the design is sufficiently general that it is being used in many other applications.

Specifically, it supports variable length fields and subfields, which may repeat, or not exist at all. The records formed from these fields will of course also be of variable length.

MINISIS supports the concept of an integrated data base: common information is shared, and all information is stored in a consistent fashion. Users no longer need be concerned with files - they see their own customized version of the data base.

MINISIS is based on relational data base theory. Its practical application allows data bases to be defined as selected parts of larger data bases, selected parts of larger records, or the combination of data bases and records. This flexible approach to data base definition permits the sharing of common data, and the definition of new data bases and data elements without physical restructuring.

The functions commonly performed on a data base may be broken into five categories:

1. getting information into the data base
2. making sure it's correct
3. retrieving information from the data base so that people can use it. This may take the form of an individual query for a few pieces of information, or the production of a large report
4. distributing data bases to others
5. taking care of internal management of the files containing the data bases, creating and defining new data bases, etc.

For each of these areas, MINISIS has one or more processors. These are made available to each user by the way of a menu. The menu presented to a given user depends on his security profile, as defined by the Data Base Manager.

Each processor operates interactively, through simple natural-language commands. The commands, prompts and messages are available in English, French and Spanish or Arabic. Other languages (and character sets) can be supported at individual sites, by supplying translations of the standard message and command files.

The characters stored in each field of a data base can be Roman characters represented in the ASCII sequence, or one of 15 other possible character sets defined by the Data Base Manager. Each character set is defined by the kind of characters, sorting sequence, upshift and downshift substitutions, and whether the set prints right to left or left to right. Character sets currently supported are Roman, Greek, Cyrillic and Arabic. Thai and Chinese character sets will be supported in the near future.

Once data has been entered and checked for accurency, the ability to search for specific information becomes the focus of interest. These facilities are provided by the QUERY processor, which selects records based on the content of specified fields. It functions either by examining each record (a relatively slow but precise method) or by scanning inverted files (a much quicker, but somewhat less precise method). Inverted files are created by extracting keys from fields, and making a list of records containing each key. Keys may be inverted in a "controlled" or "uncontrolled" manner. In uncontrolled inversion, keys are generally associated with words. In controlled key inversion, each key is checked against a data base of valid keys (frequently called "descriptors"), and the inversion is carried out only if the key extracted is found in the data base.

The QUERY processor supports the Boolean operators AND, OR and NOT, and the ADJ (adjacency) operator. Searching can take place using left or right truncation.

A multilingual thesaurus can be used. For a given descriptor there are three hierarchical relationships: broader term, narrower terms and related terms. Within QUERY, one simply accesses the thesaurus structure by using the the operators BT, NT or RT before the thesaurus term.

The QUERY processor also supports SDI (Selective Dissemination of Information) capability. SDI is a service which searches computerized data bases on a regular basis to provide up-to-date information, based on predefined topics (profiles) of interest to an individual or group. These profiles are stored in a data base.

To establish MINISIS SDI service, the data base must be in ISO 2709 format. IDRC provides programs to convert the following tape data bases to ISO 2709 format:

AGRIS (Agricultural Information System)
AGRICOLA (Agricultural On-line Access)
BIOSIS (Biological Science Information Service)
Chemical Abstracts
CAB (commonwealth Agricultural Bureaux)
FSTA (Food Science and Technology Abstracts)

To facilitate data exchanges, MINISIS supports the ISO 2709 format for bibliographic interchange of magnetic tape. The ISOCONV processor allows such tapes to be generated or read, with a translation performed between ISO tags and MINISIS field tags. The information on the tape may be either EBCDIC or ASCII character codes.

Purchase of the system also entitles the user to membership in the MINISIS users' Group, which meets annually to discuss common problems and discuss the nature of future enhancements to the system.

Extracted from: AN INTRODUCTION TO MINISIS, (C)IDRC

file ILO

EXTRACT

from

Project Information Listing System (PILS) Database
of multibilateral projects

shared by

ILO's Multibilateral Activities Section & Evaluation Unit

Project symbol	Country	Title	Budget $	Branch	Type of evaluation	Report received	ISN No.	Library No
DAN/79/RAS/31		Operations and cost control in road transport management	292,044	F/MAN	INTERIM	82.10		FILED
					INTERIM	84.06		FILED
					FINAL REPORT	84.10	190511	1074
					SED/10/E	85.00	170189	3170
DAN/80/RAS/32		Assistance in workers' education for a group of countries in the South Pacific region	728,775	EDUC	INTERIM	82.12		1019a
					TERMINAL	83.12		1019b
DAN/82/RAS/32B		Assistance in workers' education for a group of countries in the South Pacific region	874,009	EDUC	INTERIM	84.09		1019C
					INTERIM	85.02		1019D
					TERMINAL	86.06		3145
FIN/81/RAS/10		Self-employment schemes for female-headed households	746,805	EMP/RU	INTERIM	86.04	185207	3140
					INTERIM	87.06	194593	3130
NOR/80/RAS/4/c		Assistance in workers' education for Asian maritime workers (Phase III)	423,513	EDUC	INTERIM	83.11		1003a
					TERMINAL	84.11		1003b
NOR/82/RAS/31B		Co-operative training policy and standards in selected Asian countries (Phases II & III)	414,505	COOP	TERMINAL	87.06	193044	1080

Project symbol	Country	Title	Budget $	Branch	Type of evaluation	Report received	ISN No.	Library No
RAS/83/M32/NET		Employment opportunities for rural women	119,925	EMP/RU	TERMINAL	85.10		1016D
RAS/84/M07/NET		Employment opportunities for rural women through organisation (Phase IV)	459,615	EMP/RU	INTERIM	85.12 86.06	188567	1016D FILED
SIDA/80/RAS/37		TRUGA - Inter-country rural training development for disadvantaged groups	819,351	F/PROF/RU	TERMINAL NEPAL REPORT BANGLADESH REP	86.08 87.00 87.00	187157 190279 190848	3149 3185 3177
FIN/81/FIJ/1	FIJI	Logging training	564,085	INDMAN	INTERIM INTERIM TERMINAL	85.12 86.06 87.06	185520 195830	3108 FILED 1089
DAN/78/IND/2	INDIA	Workers' education assistance to the Indian National Trade Union Congress (INTUC)	1,844,435	EDUC	INTERIM SELF: PH II SELF-INTERIM	84.05 86.03 87.03	191561 186924 191562	3054 1062 1077
INS/84/M02/DDA	INDONESIA	Management, training and member participation for village unit co-operatives (KUD)	1,920,885	COOP	INTERIM	86.08	184588	3132
DAN/78/NEP/2	NEPAL	Strengthening of services to the co-operatives and development of co-operative education and training	2,121,641	COOP	INTERIM	86.02	185514	3122
DDA/80/PAK/1/b	PAKISTAN	Pilot craft training project for rural women (Phase II)	877,585	F/POL	TERMINAL	85.02		1045
DAN/80/SRL/5	SRI LANKA	Establishment of an electrical training workshop for disabled persons	368,944	F/REHAB	INTERIM TERMINAL	85.08 86.06		1057A 1057B

KRS
Evaluation Unit (PROG/EVAL)
18.2.88

The World Bank
INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
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Cable Address: INTBAFRAD
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March 10, 1989

Ms. Janet Lee Wilkinson
Acquisition Department
ILO Library
4, Route des Morillons
CH-1211 Geneve 22
Switzerland

Dear Ms. Wilkinson,

This refers to your letter BIBL/ACQ of November 22, 1988. As requested, we have sent the specific OED reports to Mrs. Pun Hopkins Hall of the Programme Evaluation Department.

However, as to your request to enter the Programme Evaluation Department in a distribution data base, we have a problem. First of all, OED does not operate an independent distribution system of its evaluation reports, as these Bank documents as well as others are the subject of a Bank-wide distribution system. As to the latter, we understand that through the Internal Documents Unit of the Bank, ILO (Central Library) and ILO (Investment Unit) receive respectively five and three copies of all OED reports. Therefore, it seems that there should be no shortage of OED documents in ILO and adding more distribution channels might unnecessarily complicate matters.

Sincerely yours,

Robert van der Lugt
Operations Evaluation
Department

cc: Chief, Information Services
Mr. Lowther

INTERNATIONAL LABOUR OFFICE
BUREAU INTERNATIONAL DU TRAVAIL
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Réf. BIT/ILO nº BIBL/ACQ

Votre réf. nº

4 November 1988

Document Distribution
Operations Evaluation Department
THE WORLD BANK
1818 H Street N.W.
Washington D.C. 20433
(Etats Unis)

Dear Sir or Madam,

The International Labour Office and its department concerned with Programme Evaluation would like to be included in your automatic mailing lists for the OED Reports.

Please include the following address in the relevant database:

Mrs. Pru Hopkins Hall
Programme Evaluation Department
International Labour Office
CH-1211 GENEVA 12
Switzerland

I look forward to receiving your confirmation of this exchange arrangement as provided for under our standard inter-agency agreement.

Yours truly,

Janet Lee Wilkinson

Janet Lee Wilkinson
Acquisitions Department
ILO Library

cc: Hopkins Hall

P.S. On the attached photocopy you will find a number of important reports missing from our collection. We would very much appreciate having copies of those which are "highlighted" with a marking pen. Thank you very much.

DIRECTORY OF OED REPORTS

Report No.	Board Document No.	Title	Report Date
		I. Country, Country Specific Sectoral and Regional Reviews	
Z-18	R71-131	Bank Operations in Colombia - An Evaluation	May 25, 1972
1279	SecM76-592	Technical Assistance - A Pilot Case Study: Kenya Livestock I (Credit 129-KE)	June 11, 1976
2166	SecM78-649	The Agricultural Program in Indonesia	Aug. 9, 1978
3077	SecM80-573	Sector Operations Review - The Industries and DFCs Program in Turkey	July 18, 1980
3415	SecM81-265	Agricultural Credit Projects: A Review of Recent Experience in India	April 8, 1981
3796	SecM82-118	Sector Operations Review: Agricultural and Rural Development Program in Philippines	Feb. 10, 1982
4146	SecM82-899	Sector Operations Review: The Water Supply and Waste Disposal Program in Tunisia	Oct. 20, 1982
4231	SecM83-9 & 9/1	Operational Policy Review - Review of Bank Technical Assistance to Bangladesh	Dec. 23, 1982
5078	SecM84-466	The World Bank - Built-In Project Monitoring and Evaluation: Rural Development in Northeast Brazil	May 11, 1984
5387	SecM85-041	Agricultural Sector Operations Review: Burkina/Malawi	Dec. 28, 1984
5950	SecM85-1313	Impact of World Bank Lending for Educational Development in Korea: A Review	Dec. 5, 1985
6048	SecM86-119	World Bank in Pakistan - Review of a Relationship, 1960-1984	Jan. 27, 1986
6074	SecM86-216	The World Bank in Sri Lanka - Review of a Relationship	Feb. 24, 1986
6080	SecM86-296	Bangladesh - Review of the Experience with Import Program Credits I-X	Feb. 24, 1986
6562	SecM87-14	Pakistan - Aga Khan Rural Support Program - Interim Evaluation	Dec. 19, 1986
		II. Comparative Sector Studies	
Z-17	R72-55	Operations Evaluation Report: Electric Power	Mar. 30, 1972
0349	SecM74-152	Comparative Evaluation of Selected Highway Projects	Mar. 6, 1974
0485	SecM74-529	Operations Evaluation Report - Development Finance Companies	July 26, 1974
0690	SecM75-247	Closing Report on Actions Relating to Recommendations of the Electric Power Evaluation Report of March 1972	April 11, 1975
1357	SecM76-784	Operations Evaluation Report: Agricultural Credit Programs (in two volumes)	Nov. 18, 1976
1600	SecM77-440	Distribution of Benefits of Port Improvements (Case Studies of La Goulette, Pisco, Douala, and Karachi)	May 23, 1977
2242	SecM78-790	Rural Development Projects: A Retrospective View of Bank Experience in Sub-Saharan Africa	Oct. 20, 1978
2321	SecM79-3	Review of Bank Operations in the Education Sector	Dec. 29, 1978
3173	SecM81-25	The Drought Relief Fund Project: A Review	Oct. 28, 1980

Report No.	Board Document No.	Title	Report Date
3176	SecM80-828	Afghanistan - Selected Agricultural Development	Oct. 30, 1980
3421	SecM81-293	Water Management in Bank-Supported Irrigation Project Systems: An Analysis of Past Experience	April 16, 1981
4684	SecM83-879	The World Bank Strengthening Agricultural Research and Extension - The World Bank Experience	Sept. 1, 1983
4984	SecM84-240	Harvesting the Waters - A Review of Bank Experience with Fisheries Development	Sept. 1, 1983
5625	SecM85-560	The Experience of the World Bank with Government-Sponsored Land Settlement	May 1, 1985
5718	SecM85-730	Sustainability of Projects: First Review of Experience	June 14, 1985
5979	SecM86-53	The Smallholder Dimension of Livestock Development - A Review of Bank Experience (in two volumes)	Dec. 18, 1985
6073	SecM86-249	Sustainability of Projects - Review of Experience in the Fertilizer Subsector	Feb. 26, 1986
6283	SecM86-826	World Bank Lending Conditionality - A Review of Cost Recovery in Irrigation	June 25, 1986

III. Operational Policy Reviews

—	SecM73-414	Interim Report on Actions Relating to Recommendations of the Colombia Evaluation Study	June 30, 1973
0813	SecM75-539	Delays in Loan and Credit Effectiveness	July 22, 1975
0853	SecM75-641	Closing Report on Actions Relating to Recommendations of the Evaluation Study of Bank Operations in Colombia	Aug. 30, 1975
1034	SecM76-100	Delays in Project Preparation	Feb. 18, 1976
1138	SecM76-262	Diffusion of Innovations from Bank-Supported Projects	June 11, 1976
1758	SecM77-745	Built-In Project Monitoring and Evaluation: First Review	Oct. 17, 1977
1824	SecM77-865	Study of the Role and Use of Consultants in Bank-Financed Projects	Dec. 18, 1977
2724	SecM79-788	Built-In Project Monitoring and Evaluation: A Second Review	Nov. 2, 1979
2858	SecM80-129	Operational Policy Review - The Supervision of Bank Projects	Feb. 22, 1980
2946	SecM80-280	Operational Policy Review - Delays in Project Implementation	April 11, 1980
3320	SecM81-91	Built-In Project Monitoring and Evaluation: Third Review	Feb. 2, 1981
3557	SecM81-636	An Interim Report on Procurement Issues in Bank-Financed Projects	July 15, 1981
3834	SecM82-163	Review of Training in Bank-Financed Projects	Mar. 1, 1982
4090	SecM82-782 & 782/1	Operational Policy Review - Compliance with Loan Covenants	Sept. 1, 1982
5085	SecM84-457	Institutional Development in Africa - A Review of World Bank Experience (in two volumes)	May 17, 1984
5781	SecM85-899	Built-in Project Monitoring and Evaluation: An Overview	June 28, 1985
6409	SecM86-1083	Structural Adjustment Lending - A First Review of Experience	Sept. 24, 1986

IV. Impact Evaluation Reports

2559	SecM79-526	Mexico - Third Irrigation (LOAN 0450)	June 18, 1979
2968	SecM80-370	Kenya - First Smallholder Agricultural Credit (CREDIT 0105)	May 5, 1980

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Réf. BIT/ILO nº PROG/PC 21

Votre réf. nº

Mr. Yves Rovani,
Director General,
Operations Evaluation Department,
World Bank,
1818 H Street NW,
Washington, D.C. 20433.

(Etats Unis)

20 OCT. 1988

Dear Mr. Rovani,

Thank you very much for sparing the time to see me during my visit to Washington in September. I enjoyed talking with you and appreciate your offer of collaboration in an impact evaluation.

We are in principle interested in participating in such an evaluation, but for practical reasons, we cannot make a firm commitment until we have a time schedule.

I look forward to our future collaboration.

Yours sincerely,

N. Phan-Thuy,
Chief,
Bureau of Programming and Management.

INTERNATIONAL LABOUR OFFICE
BUREAU INTERNATIONAL DU TRAVAIL
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Réf. BIT/ILO nº PROG/PC 21

Votre réf. nº

Mr. R. Van der Lugt,
Special Adviser and Assistant to the
Director General,
Operations Evaluation Department,
World Bank,
1818 H Street NW,
Washington, D.C. 20433.

(Etats Unis)

20 OCT. 1988

Dear Mr. Van der Lugt,

It was a pleasure to meet you in September during my visit to Washington.

Thank you very much for arranging my meetings with various colleagues in OED and for providing me with relevant documents.

Yours sincerely,

N. Phan-Thuy,
Chief,
Evaluation Unit,
Bureau of Programming and Management.

19/10

INTERNATIONAL LABOUR OFFICE
BUREAU INTERNATIONAL DU TRAVAIL
OFICINA INTERNACIONAL DEL TRABAJO

Mr. van der Vugt for info
File ILO

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Réf. BIT/ILO nº PROG/PC 21

Votre réf. nº

M. Bernard Decaux,
Senior Evaluation Officer,
Operations Evaluation Department,
The World Bank,
1818 H Street NW,
Washington, D.C. 20433.

(Etats Unis)

Cher Monsieur,

De retour à Genève, je tiens à vous remercier de m'avoir recue lors de ma visite à la Banque Mondiale en septembre dernier. J'ai beaucoup apprécié notre entretien sur l'assistance technique dans les pays en voie de dévéloppement, et j'ai aussi lu avec grand intéret votre papier méthodologique sur "An Evaluation of Bank Free Standing Technical Assistance in Support of Public Sector Management" qui est, à mon avis, excellent. En effet, les thèmes que vous avez soulevés dans cette approche (pp. 6-8) vont certainement nous inspirer dans notre évaluation "ex-post" des projets d'appui institutionnel de l'OIT.

Je vous serais très reconnaissante de bien vouloir m'envoyer une copie de cette étude dès qu'elle sera terminée au 2e semestre de 1989.

Veuillez agréer, cher Monsieur, l'expression de ma meilleure considération

N. Phan-Thuy,
Chef,
Unité d'évaluation,
Bureau de programmation et de gestion.

INTERNATIONAL LABOUR OFFICE
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Réf. BIT/ILO nº PROG/PC 21

Votre réf. nº

RVL
Free ILO

Operations Evaluation Department,
World Bank,
Washington, D.C. 20523.

(Etats Unis)

16 DEC 1987

Dear Sirs,

Would you please kindly add Mrs. N. Phan-Thuy, Chief, Evaluation Unit, Bureau of Programming and Management at the above address to your mailing list for reviews, impact studies and analysis reports issued by the World Bank.

Thanking you in advance for your attention to this request.

Yours sincerely,

D.P. Hopkins Hall

D.P. Hopkins Hall
Evaluation Unit
Bureau of Programming and Management

ILO Evaluation Newsletter

Number 3 December 1984

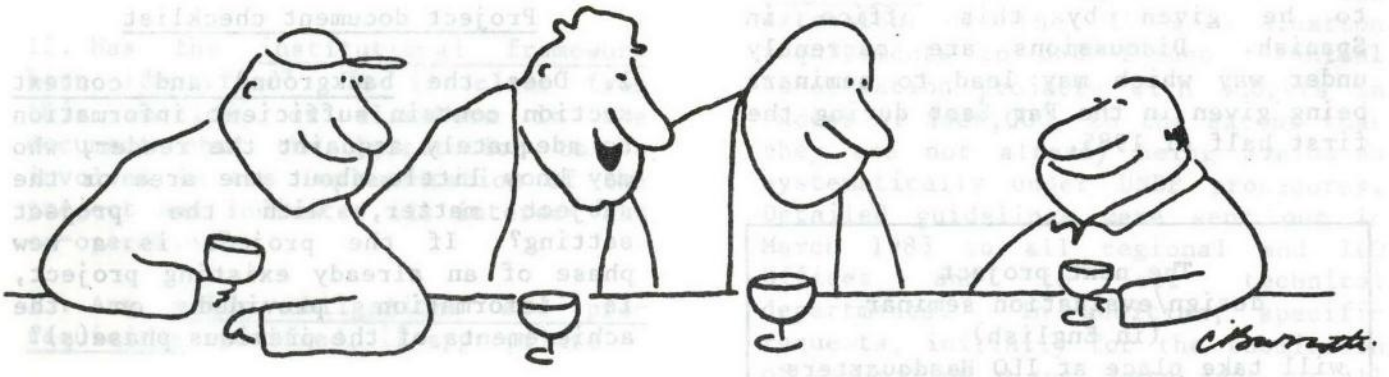
Review of project designs

PROGRAM's Evaluation Unit (PROG/EVAL) reviews project ideas and project documents prior to their submission (by BCT/COMBI) to multi-bilateral donors for possible funding. This review concentrates on the design aspects to determine whether the documents meet minimum standards in respect to completeness and coherence and, especially in the case of project documents, of "evaluability", i.e. whether they provide sufficient information to permit meaningful evaluation at a later date. The Unit's reviews normally do not address technical aspects, although with the growth of the "evaluation information system" (see Newsletter No. 2) it may call attention to relevant information collected which may be of interest.

Over time, PROG/EVAL has developed informal checklists which form the basis of these reviews. The following are the key questions to which project ideas and project documents are subjected. Obviously the analysis of a design document is not limited to a specific set of questions, and factors such as size and type of project have an influence on the analytic rigor, but if all the points on the checklists are covered well and correctly, the Unit is not likely to interpose any objections to the submission of the documents to donors.

At first glance, the checklists for project ideas and project documents seem almost identical. Don't be fooled. If you look carefully, you will find that the differences are quite significant.

Note: The two checklists are available from PROG/EVAL in the form of handouts.



"Let's ask Harry here what 'viable' means. He's the ..... intellectual."

Project idea checklist

1. Does the background and context section contain sufficient information to adequately acquaint the reader, who may know little about the area or the subject matter, with the project setting? If the project is a new phase of an already existing project, is information provided on the achievements of the previous phase(s)?

2. Has the target group been adequately identified?

3. Are the objectives clearly stated and are they really objectives and not activities or outputs?

4. Is the immediate objective appropriate in relation to the size and length of the project?

5. Does the development objective describe the higher-level objective to which the project is expected to contribute - the reason for undertaking the project in the first place?

6. Do the types of indicators of objective achievement reflect the objectives and are they likely to be, especially in the case of the immediate objective, sufficiently precise to allow for evaluation? Is it obvious or explained where the indicator data can be obtained?

7. Are the outputs listed in sufficient detail to allow an understanding of the scope of the project?

8. Are the key activities identified in sufficient detail to permit identifying the linkages with inputs and outputs?

9. Is a clear distinction made between the activities being carried out by the project and the tasks to be carried out by the institution being created or strengthened by the project?

10. Do the inputs represent a reasonable cost in relation to the outputs, objectives and size of the target group? Are prospective government inputs identified?

11. Have key assumptions been identified and are these likely to be valid? Are they really assumptions or should they appear in a different category?

12. Are prior obligations and prerequisites specified, if appropriate?

13. Has the prospective institutional framework been identified?

14. If the document foresees a formal external evaluation, have provisions been made for it in the budget?

15. Are the linkages clear between each set of consecutive elements in the design hierarachy (inputs - activities - outputs - immediate objective - development objective)? Is the design coherent?

Project design and evaluation seminar

PROG/EVAL recently conducted in Montevideo, Lima and San José the first three design/evaluation seminars to be given by this office in Spanish. Discussions are currently under way which may lead to seminars being given in the Far East during the first half of 1985.

The next project
design/evaluation seminar
(in English)
will take place at ILO Headquarters
19-21 March 1985

Project document checklist

1. Does the background and context section contain sufficient information to adequately acquaint the reader, who may know little about the area or the subject matter, with the project setting? If the project is a new phase of an already existing project, is information provided on the achievements of the previous phase(s)?

2. Has the specific target group been adequately identified?

3. Are the objectives clearly stated and are they really objectives and not activities or outputs?

4. Are the objectives appropriate in relation to the size and length of the project?

5. Does the development objective describe the higher-level objective to which the project is expected to contribute - the reason for undertaking the project in the first place?

6. Do the indicators of objective achievement reflect the objectives and are they, especially in the case of the immediate objective, sufficiently specific to allow for evaluation? Are the sources of the indicator data identified, if not obvious?

7. Are the outputs listed and quantified?

8. Are the activities listed and is the timing specified and reasonable?

9. Is a clear distinction made between the activities being carried out by the project and the tasks to be carried out by the institution being created or strengthened by the project?

10. Do the inputs represent a reasonable cost in relation to the outputs, objective and size of the target group? Are government inputs identified?

11. Have key assumptions been identified and are these likely to be valid? Are they really assumptions or should they appear in a different category (such as the availability of certain inputs)?

12. Has the institutional framework been identified? Is it clear from this section, or elsewhere in the document that the institution to be involved in the implementation of the project has indicated its interest and co-operation?

13. Are prior obligations and pre-requisites specified, if appropriate?

14. Has an evaluation plan been given with appropriate frequency and timing, as well as a specification of the participants in the evaluation?

15. Are the linkages clear between each set of consecutive elements in the design hierarchy (inputs - activities - outputs - immediate objective - development objective)? Does it contain additional elements, if necessary to clearly describe the project. Is the design coherent?

16. Is tripartite involvement identified, if appropriate?

17. Does the project document explain, either in the Rationale section or elsewhere, why a particular approach to resolving a given problem has been proposed if there are various possible approaches?

18. If the project is a pilot project, have questions of replication been addressed?

19. In the event the project objective emphasises some special feature such as popular participation, emphasis on a narrowly defined target group, etc., are the necessary provisions made for it in the project design?

The application of internal (self-) evaluation procedures to selected UNDP-funded technical co-operation projects

Recent developments

In the first issue of the Newsletter we reported on the extension of the ILO's evaluation requirements to UNDP-funded technical co-operation projects with budgets in excess of $400,000, to the extent that they are not already being evaluated systematically under UNDP procedures. Detailed guidelines were sent out in March 1983 to all regional and ILO Offices and to all technical departments. In addition, specific requests, initially for the submission of evaluation plans, were sent to all projects which at that time appeared to fall into the category of projects affected by these requirements.

Where necessary, follow-up requests were sent. Furthermore, a considerable number of additional UNDP-funded projects which had subsequently been approved were also identified and requests for evaluation plans sent to the respective offices.

Just when we thought that we had everything nicely under control and the extension of the ILO's system to the UNDP-financed projects with budgets of $400,000 and above was well under way, the rules were changed. By way of background, UNDP in late 1983 established a Central Evaluation Office, which was given the task of revising the organisation's existing evaluation procedures. We welcomed this move, as did other executing agencies. An informal Inter-Agency Working Group on Evaluation was established on which we were represented. In addition, there have been extensive informal contacts between the ILO's evaluation unit and the UNDP Central Evaluation Office.

In April of 1984, we were shown a draft of a revision of the UNDP Policy and Procedures Manual (PPM) section on monitoring, evaluation and reporting. While a considerable step forward, it largely failed to address the problem of how to evaluate UNDP-funded technical co-operation projects with budgets below $1 million. Under the circumstances, we continued our efforts to introduce the ILO procedures for such projects as expeditiously as possible.

It was therefore with considerable surprise that we received in early October the "Proposed Revision of the UNDP Policies and Procedures Manual (PPM) Chapter on Monitoring, Evaluation and Reporting", dated July 1984. We have been told that copies of this document have been distributed by UNDP to all its field offices with the request that the new policies and procedures are to be tested for one year, beginning 1 January 1985, in collaboration with the executing agencies. Copies of the document have been sent to ILO regional offices and HQ technical units for information and comments.

The draft chapter brings together for the first time in one document definitions and procedures for a whole range of activities of a monitoring or evaluative nature, from semi-annual progress reports, tripartite reviews and basic project evaluation (on-going, terminal and ex-post) to programme evaluations and thematic studies. The draft PPM contains a section on "Internal Evaluation" which in several ways is quite similar to the procedures currently being applied by the ILO to multi-bilateral projects and which we were in the process of introducing to selected UNDP-funded projects. It calls for annual internal evaluations by "project management" of all projects with budgets of $400,000 and above, if no other kind of formal evaluation is undertaken.

These internal evaluations are to be prepared in conjunction with every second (semi-annual) progress report and are to be submitted to, and examined by, the subsequent tripartite review. This latter will be charged with looking not only at the project outputs, but its effectiveness in achieving the project objectives, thereby becoming an evaluation instrument.

While we have certain reservations regarding the internal evaluation format as developed by UNDP, be assured that during the one-year test period, project management of UNDP-funded projects will <u>not</u> be expected to prepare an internal evaluation based on the ILO format if one is prepared in accordance with the new UNDP requirements.

As soon as we receive further information on the forthcoming test, we will forward to all technical units, ILO offices and regional offices additional information regarding this matter. In the meantime, project staff are encouraged to review the draft PPM chapter. Copies of the draft chapter are presumably available at all UNDP field offices. Headquarters staff may consult the copies sent to technical departments or at the PROG/EVAL office.

October 26, 1981

Mr. G. Schwab
Evaluation Officer
Bureau of Programming and
Management
International Labour Office
CH-1211 Geneve 22
Switzerland

Dear Mr. Schwab:

I must apologize for the delay in responding to your letter, but I thought we could more usefully discuss the situation on your visit to Washington about which you had written. Since I have not heard anything further from you, I presume that your visit has been postponed or that you were not able to get in touch with me when you were here. In any event, what I have to say would not be very helpful in your project.

The first paragraph of your letter mentions technical cooperation activities; I therefore presume that all the material subsequently mentioned also relates only to technical cooperation. I regret we have done very little in the way of evaluating technical assistance projects for the simple reason that there have been very few which were financed by the Bank. Of 658 projects on which audit reports were issued until June 30, 1981, only four related to technical assistance! Most of the Bank-financed technical assistance activities are integral part of investment projects and are evaluated only in that context. In the circumstances, I am afraid we cannot contribute to your effort, even the four independent evaluation reports on technical assistance prepared by us not having been terribly good.

As you might perhaps recall, I did however mention at the last meeting that we were engaged upon a study of training in Bank-financed projects. This has now been completed, the draft report is ready, and the final document should be available in a couple of months' time. I shall then be happy to send it to you, since I notice that training is mentioned as one of the main areas of ILO involvement in technical cooperation.

With kind regards,

Sincerely,

Shiv S. Kapur
Director
Operations Evaluation Department

SSKapur:rmd

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Réf. BIT/ILO nº PROG/PC 11-2

Votre réf. nº

Mr S. Kapur,
Director,
Operations Evaluation Department,
The World Bank,
1818 H Street N.W.,
WASHINGTON D.C. 20433, (USA).

Dear Mr Kapur,

You may recall that, on the occasion of the JIU's Inter-Agency Meeting on Evaluation at the beginning of the year, I mentioned that we were about to embark on a concerted effort to develop a system designed to feed evaluation techniques and results into project planning. For this reason, we are establishing a collection of evaluation techniques and results from sources both within and outside the Organisation. We plan to analyse and catalogue the information and then, insofar as it is relevant to ILO-related technical co-operation activities, provide it to project planners and managers on a case-by-case basis and by means of an informal newsletter.

As might have been anticipated, delays have been encountered. However, we have written to a considerable number of national and international (non-UN) organisations and a considerable amount of material has come in. So that we may have the benefit of the work carried out by UN organisations, it would be very much appreciated if you would be prepared to arrange for us to obtain copies of relevant materials. We would be particularly interested in research studies with an evaluative component, collections or summaries of evaluation reports, individual evaluation reports (insofar as their findings are particularly interesting or show the application of unusual evaluation techniques), summaries of lessons learned, descriptions of evaluation methodologies and anything concerning the practical application of evaluation results; in other words, we are interested in anything which describes the application of evaluation techniques or contains lessons to be taken into consideration in the planning and execution of projects. The subject areas of interest to the ILO can be gathered from the attached list, selected from the classification of the Administrative Committee of Coordination (ACC). However, in addition, we are of course also interested in other categories to the extent that the lessons learned might be applicable to ILO projects.

.../...

SEP 02 1981
981

Please note that anything prepared on the basis of the materials obtained from outside the ILO will not identify the project title, the country or the agency involved, unless the source is a public document. If you wish to impose further restrictions on your materials, we shall of course follow your instructions. Materials in English, French, Spanish and German will be especially welcome, but if you have pertinent materials in other languages, they will also be gratefully accepted.

--- I am enclosing a copy of the most recent edition of our design and evaluation procedures for technical co-operation projects. It is currently being translated into French and Spanish and we shall be glad to send you copies on request, together with the volume on the design and evaluation of research projects which should (finally) come off the press in the near future.

Best personal regards and many thanks in advance for your help in this endeavour.

Yours sincerely,

G. Schwab
Evaluation Officer
Bureau of Programming
and Management

P.S. If you have already sent relevant materials to the JIU in response to their request and do not have additional copies, please just drop us a line, identifying the documents you believe would be of interest to us. We will arrange with Murray Chase to look at them.

P.S.S. I'll be in Washington next month on home leave and will try to call you.

MAIN AREAS OF ILO INVOLVEMENT IN TECHNICAL CO-OPERATION

1. Co-operatives and self-help institutions
2. Training
   - vocational training
   - management training
   - industry training
3. Employment
   - employment promotion and planning
   - population dynamics
   - remuneration, wages and incomes policy
   - labour-intensive public works (housing and infrastructure, irrigation, land reclamation, soil conservation)
   - technology and industrial development
   - services to small-scale industry
   - integrated rural development (particularly rural industries, handicrafts and village technologies)
   - development strategies, policies and planning (in particular basic needs approach, New International Economic Order)
4. Occupational safety and health
5. Social security
6. Workers education
7. Labour administration
8. Advancement of women
9. Working conditions.

PROCEDURES FOR THE DESIGN AND EVALUATION OF ILO PROJECTS

Volume II
Technical Co-operation

May 1981
(Revised)

Bureau of Programming
and Management

PROCEDURES FOR THE DESIGN AND EVALUATION OF ILO PROJECTS

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FOREWORD

The need for evaluation has been recognised for a long time. The third resolution adopted by the International Labour Conference at its 51st Session (1967) called for the selective evaluation of technical co-operation programmes, and stressed "the usefulness of allocating part of the credits for selected projects to a more systematic evaluation of their objectives, their implementation and the results achieved". On the same theme, the Long-Term Plan for 1974-79[1] stated that "the clear purpose of evaluation should be the adjustment and improvement of ILO programme objectives and methods of action ... The first problem is to develop criteria and methods of evaluation".

While the desirability of determining the impact of work accomplished - in comparison with approved plans - was readily acknowledged, the practical development of a satisfactory method of doing so constituted a genuine challenge. In 1972, the ILO aligned itself with the evaluation methodology and procedures which had been developed by UNDP on the basis of recommendations of an Inter-Agency Study Group on Evaluation. However, time has shown that the UNDP evaluation procedures, while useful and well worth while, do not in themselves adequately fulfil the ILO's management needs for several reasons: they cover only some of the ILO's undertakings, make a limited effort to assess impact and do not readily lend themselves to comparative analysis for the purpose of improvement of project design and implementation.

To remedy this situation the Director-General requested the preparation of a comprehensive design and evaluation system for the ILO. The present series of volumes is intended to satisfy that request.

Volume I, Procedures for the Design and Evaluation of ILO Projects - General, issued in January 1979, explains the approach, the rationale, the characteristics and limitations, and the basic procedures of a design and evaluation system applicable to a wide range of ILO undertakings.

Volume II, prepared for the specific guidance of programme managers and originators of technical co-operation projects, was originally issued in June 1979; the present volume incorporates certain changes and modifications based on almost two years of practical application. Volume III deals expressly with the design and evaluation of research; certain types of meetings may, at a future date, be the subject of yet another volume. The methodology, consistent with initiatives being taken elsewhere in the UN system, is conceived as a service to planners and managers, fully compatible with the existing decision-making process. It does not in any way diminish the need for sound management, nor is it intended to serve as a device for rating the performance of individuals.

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[1] GB.185/PFA/13/6, 1972.

INTRODUCTION

A. CONCEPT AND PURPOSE

Evaluation is the act of discovering how successful we are in achieving our objectives. It is the analytic process which attempts to determine as systematically and objectively as possible the effectiveness, efficiency and relevance of on-going or completed projects by comparing plans with accomplishments to date and explaining significant differences between the two.[1]

The design is the formal framework which establishes in advance the intent, the work plan, the means of ascertaining progress and the assumptions on which the project is based.

It follows that design and evaluation are integral. It would be pointless to attempt "evaluation" (in the sense that the term is used here) unless the design clearly conveyed the desired objectives and the conditions which constitute "success".

Why evaluate? Many ILO projects are experimental in nature. Many factors influence their outcome. Concern continues to grow regarding the effect and impact of international technical co-operation. Are the funds and effort invested worth while? The implementation of technical co-operation projects continues to generate paperwork in ever-increasing quantities, but there is a corresponding dearth of material on the concrete results which have been achieved and on the factors which contributed to success or failure. Questions such as "Whom is this project intended to help?" and "Did it?" must be asked of each and every ILO technical co-operation project.

The premise of design is simply that "thinking a project through" will improve its chances of achieving something, and that such effort needs to be invested before the project starts. The premise of evaluation is, equally simply, that rational decision making requires a steady flow of information on the utility of the work being undertaken, and that consistent information is hard to come by through informal means. The methodology for evaluation described herein seeks to elicit this information from the best-informed people - the project managers themselves.[2]

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[1] For a definition of all key terms used in this paper, see the Glossary (Annex A).

[2] The term "project manager" or "project management" as used in this document refers to the individual(s) responsible for the management of an undertaking, whether project or programme. In the case of technical co-operation projects, the term applies equally to the technical adviser(s) and the national counterparts, if any.

This effort is expected to contribute to:

1. the improvement of on-going projects;

2. project planning; and

3. the evaluation of programmes, strategies and policies based upon information about individual project accomplishments and problems.

The primary agent of evaluation - the project manager - is thus also a primary user of its findings. The methodology described herein does not impose outside performance standards on the project manager, but instead takes the project's own plans and projections as the basis for evaluation. This approach supplements, but will not necessarily supplant, the more traditional forms of evaluation.

B. DESIGN

A good project document will answer the following questions:

(1) What is the project expected to accomplish, if completed successfully and on time?

(2) Why is the project being undertaken? What are the reasons for it? What is the project's underlying rationale?

(3) How is the project to be implemented? What work is necessary in order to achieve the objective?

(4) Who is primarily responsible for the project implementation?

(5) Who are the intended beneficiaries, the target group, who are expected to benefit from the project?

(6) Within what period of time is the project to be carried out and the objective to be attained?

(7) What resources are necessary to achieve the objective?

(8) What external factors are necessary for project success?

A well-designed project is usually characterised by a project document which is logical and complete: the format outlined in these guidelines provides the planner with a place to put each item of information, and permits verification that all the essential points have been covered.

The process usually begins with the identification of a problem, followed by the formulation of objectives, which spell out the decision, action or change in a target group or area which is expected to occur as a direct result of the undertaking.

1. Design components - objectives, outputs, activities and inputs

(a) Immediate objective expresses the particular effect which the project is expected to achieve, if completed successfully and on time.

Example: By 1982, the Vocational Training Institute of Ruritania will be capable of graduating 200 qualified air conditioner technicians annually without external assistance.

(b) Development objective describes the programming level beyond the immediate objective, the reason for the project and the impact toward which the project efforts are directed. Normally, progress toward the development objective will depend on a number of related projects, each meeting its own immediate objective.

Example: The modernisation of the Ruritanian service sector.

(c) Inputs are the resources, goods or services to be provided by the beneficiary country, by the ILO or by other donors.

(d) Activities are the actions necessary to transform inputs into outputs. This category should, for example, answer the question "what will the staff actually do?".

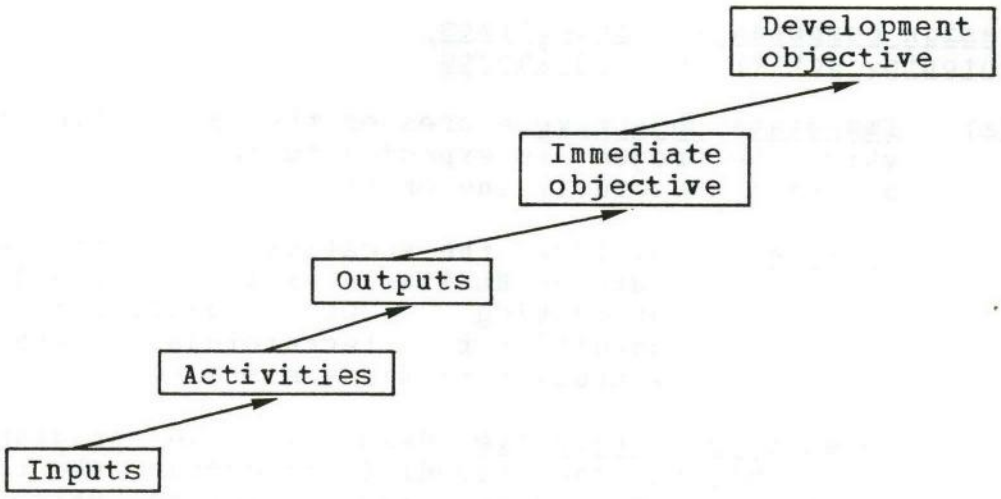
Sample activities:

training staff, conducting research, preparing curriculum outlines, conducting research, ordering equipment, etc.

(e) Outputs are the products that can reasonably be expected from good management of the inputs and activities.

Example: Manpower, funds, experts (inputs) allow training of staff, conducting of research, drafting of curriculum outlines, ordering of equipment (activities) to produce trained operational staff, research reports, completed curriculum outlines and equipment in place (outputs).

In this manner, there is produced a "logical hierarchy" of "means-ends" or "cause and effect" relationship connecting the various levels; each level is necessary for advancement to the one following. The clarification of this relationship or linkage is the basis of the design concept.



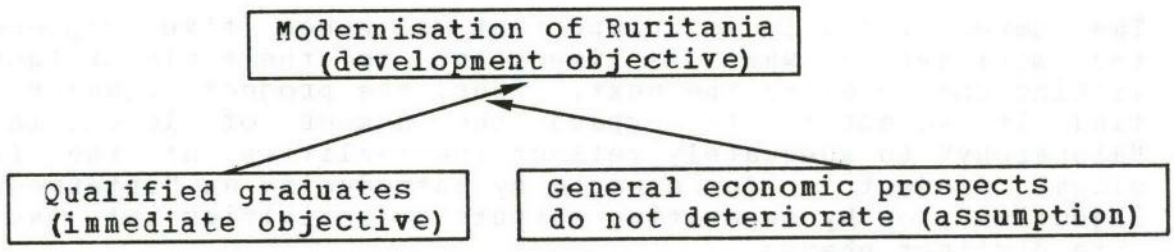
2. Linkages and assumptions

(a) The linkages between inputs and activities and between activities and outputs are normally under the control of project management. By contrast, between outputs and the immediate objective, the possibilities for management to predict and control events greatly diminish. The outputs (completed curriculum outline, etc.) are necessary for - but alone will not guarantee - the achievement of the immediate objective (increased number of qualified air-conditioner technicians). Factors beyond the control of management may block achievement of the immediate objective. Similarly, there is an even greater chance that external factors will hamper attainment of the development objective.

(b) Assumptions is the term for external influences, factors, situations or conditions which are necessary for project success, but which are largely or completely beyond the control of project management.

Example: Qualified vocational training institution staff, a modern curriculum, adequate equipment in place, etc. will result in an increased number of qualified technicians, provided that the annual turnover of training institution staff does not exceed the national average of 15 per cent. In the same manner, better-qualified graduates will contribute to the more rapid modernisation of the country, provided that general market conditions do not deteriorate.

Individually, each step of the hierarchy (inputs, activities, outputs, etc.) is necessary for progress to the next level. However, only with the addition of the assumptions do we identify the necessary and sufficient conditions for progress.

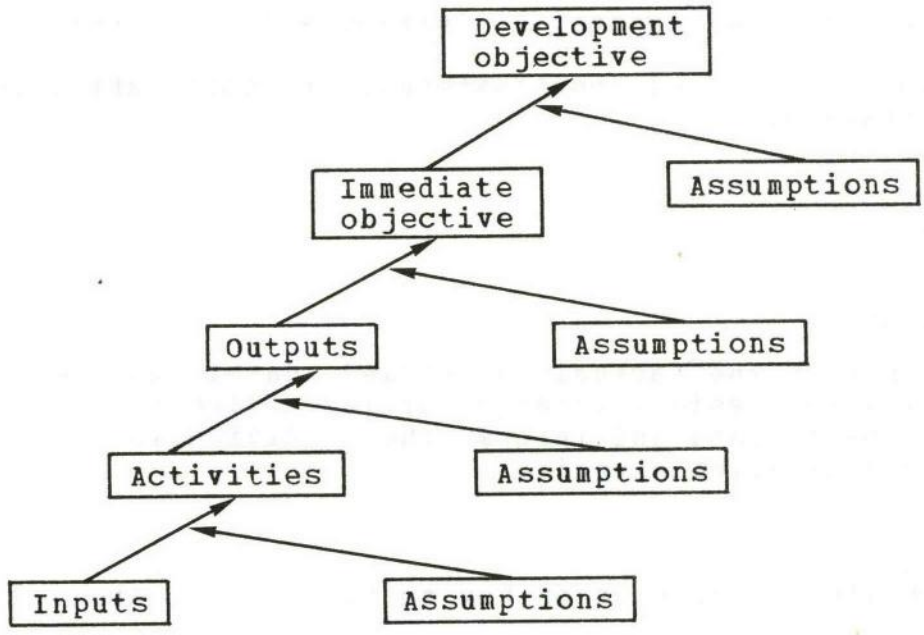


It helps to clearly spell out these assumptions in advance, e.g. at a time when the project design can still be modified. Listing the key planning assumptions in explicit and operational terms helps establish the practical limits of managerial responsibility by separating manageable interests from factors over which management has little or no control.

Taken together, the format permits the designer to show that:

- if the requested resources are made available,
- then certain activities can be undertaken,
- resulting in specified tangible products,
- making it likely that the immediate objective of the project will be achieved, and
- in turn making it reasonable to expect that a significant contribution will be made to the development objective,
- provided always that at each stage certain factors beyond control remain or behave as expected;

or shown schematically:



The number of levels is unimportant (although five represents the minimum) - what is important is the train of thought linking one level to the next. Thus, the project planner may find it necessary to expand the number of levels in the "hierarchy" to adequately reflect the realities of the individual project - for example by introducing an "intermediate objective", or by separating outputs or activities into two or more distinct phases.

3. Indicators

Indicators clarify objectives and permit subsequent measurement or verification of their achievement when the objectives are described in such terms as "viable", "expanded", "improved" without further explanation of the meaning attached to these terms.[1] The establishment of indicators helps to remedy this shortcoming, while at the same time permitting subsequent evaluation. Indicators should be so stated that there is general agreement on what is to be achieved and that both a project proponent and an informed sceptic will agree whether progress has been as planned.

*
* *

Taken together, the design elements summarised above provide the basic information necessary for subsequent review and evaluation:

- well-defined objectives, with indicators at the immediate and development objective levels;
- a design which clearly identifies the various project levels and the causal linkages between them;
- a list of scheduled inputs, activities and outputs; and
- assumptions identified about external factors affecting the undertaking.

C. EVALUATION

1. The process

Sometime before the actual scheduled date, management needs to review the design, arrange for the collection of the necessary performance data and inform the individuals to be involved in the evaluation exercise.

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[1] For a detailed discussion on how to formulate indicators, see I.4 below.

The evaluation process may be summarised as follows:

(a) Determine progress

This consists of the preparation of the evaluation worksheet, showing plans and accomplishments to date. While an integral part of the process, the evaluation worksheet should be prepared before the actual evaluation is undertaken and presented to the evaluation group.

(b) Analaysis of progress

Next comes the analysis of the information collected, the heart of the process. Here it is necessary to examine the following aspects:

- Effectiveness
- Efficiency
- Relevance
- Continuing validity of the design
- Unanticipated effects
- Possible alternatives
- Causality.

(c) Action/decisions and preparation of the summary report

The final step of the process involves deciding whether actions are to be taken or proposed, identifying lessons learned and preparing a report summarising the findings and actions.

2. Interim, terminal and ex-post evaluations

In terms of timing, there are three categories of evaluations:

(a) interim (or on-going) evaluation looks at project outputs, likely effects and impact while the project is being implemented; it provides management and decision makers with the analytical data necessary to assess, and if necessary adjust, policies, objectives, institutional arrangements and resources. The results of interim evaluations may also provide useful information for the planning of new projects;

(b) terminal evaluation is the analysis, at the end of a project or a distinct phase of an undertaking; it provides decision makers and planners with information for future planning and programme evaluations.

(c) ex-post evaluation refers to a retrospective examination of a project at some time after its completion.

3. Evaluation vs. monitoring

Monitoring and evaluation are basically different, though complementary. Evaluation analyses objective achievement in order to maximise the impact of continuing projects and to provide guidance for the planning of new ones. By contrast, monitoring primarily oversees the physical implementation process to verify that inputs are made available on time and properly utilised. Monitoring concerns itself largely with the transformation of inputs to outputs; it is expected to alert management to (primarily physical) implementation problems, while evaluation is more concerned with immediate and development objectives, i.e. effect and impact. To summarise:

Monitoring		Evaluation
keeps track of daily activities on a continuous basis	-	periodically examines project effect/impact (long-range view)
accepts policies, rules	-	questions pertinence of policies, procedures
looks at production of outputs	-	examines progress towards objective achievement and asks if objectives appropriate/adequate
focuses on transformation inputs to outputs	-	focuses on transformation outputs to objectives
concentrates on planned project elements	-	assesses planned elements and looks for unplanned change, searches for causes, challenges assumptions
reports on implementation progress	-	checks on progress and seeks to identify lessons learned.

*
* *

Obviously this approach to design and evaluation is not the only possible one that could be advanced. However, it has the distinct advantage of providing the Organisation with a unified system (and set of instructions) applicable to most ILO technical co-operation projects and acceptable to most donors.

This volume, "Technical Co-operation", is addressed to project managers and designers; it explains how to prepare a Project Document and how to conduct an evaluation exercise. For clarity, PART ONE below has broken down the process of project design into a series of functional steps, while PART TWO does the same for project evaluation.

PART ONE: DESIGNING A PROJECT

A project document prepared along the following outline provides a solid foundation for subsequent implementation. It will also serve as a valid basis for evaluation, since prior agreement about what the project can and should be able to achieve is the only fair standard against which its results can be measured.

The order of designing a project document suggested below is somewhat arbitrary, and it is quite possible that the designer may wish to prepare the various sections in a different order. In the final document, however, the steps should be in the order presented.

1. Background and context

The first part of the project document will normally consist of a narrative statement, describing the problem or situation which has been observed and which seems to call for action by the ILO. The statement of background and context, which should be brief, serves to set the stage, to "frame the problem" for which a solution is being sought. It should also describe any past efforts, especially by the ILO, to address the problem and the results. It should not describe or seek to justify the project being proposed: there will be ample opportunity to do that further on.

2. The target group (intended beneficiaries)

For whose benefit is the project being conducted? What population group or groups are expected to be better off, either directly or in the longer run, as a result of the project?

Many ILO themes, such as rural development, WEP, PIACT, etc. are conceived with broad target groups in mind. When it comes to designing individual projects, however, the specific target groups often are not clearly enough identified. As a result, it may be discovered at the end of the project that relatively few advantages actually accrued to the intended beneficiaries. Therefore, sound project design requires the identification of the target group and of the measures which will be used to assess the project's impact on them.

For example, if a country's leather industry is being rendered obsolete by technological change, and a project is designed to open up new employment opportunities for the redundant workers, the project designer needs to clearly identify the target group (by number, location, skills, etc.). This will make it possible to construct the project so as to maximise the employment-creation effect on behalf of the

redundant leather workers, rather than creating a number of jobs only to discover later that they had been taken up by employed workers who wanted to change fields.

While descriptions such as "the rural poor" or "underemployed workers" may be appropriate for statements of policy, etc., they are clearly inadequate for individual project documents. A precise description of the target group will help ensure that the benefits of a given project do indeed flow to them. If specific identification is not feasible, the composition of the target group may be narrowed down according to one or more of the following criteria:

(a) geographical area, where a predominant proportion of the population belongs to the target group;

(b) field of activity (farmers with a certain crop or income, landless labourers, sweepers, etc.);

(c) access - or lack of access - to certain services (health, education, etc.);

(d) nutritional status, asset measures (landholding, shelter, livestock, tools), etc.

In most cases, the direct recipient of the project assistance will not be identical to the target group, but rather a governmental or non-governmental agency or organisation, with the expectation of improving the latter's ability to help the target group.

While the project document must clearly identify the target group, this information may, at the discretion of the author, appear either at this point in the document or as part of the objective statements.

3. Objectives

What specific effect is the project expected to achieve within its lifetime and what impact is it intended to have on the target group?

Formulating the objective

A project idea most frequently arises when a problem or situation is observed which seems to invite ILO action. A rough formulation of the objective can often be arrived at by "inverting" the problem described under 1. above. For example:

Problem: The government is unable to carry out manpower requirement studies without outside assistance. This impedes the development of suitable manpower policies. More than a third of the rural labour force is considered underemployed.

Inversion: Government is able to carry out manpower requirement studies without assistance. Effective policies are developed. Fewer people are underemployed.

Means and ends

An objective is a simple expression of a desired end. In formulating an objective, the planner should not confuse ends with means. Such terms as "to study", "to aid", "to improve", "to strengthen", "to stimulate", "to promote", "to co-ordinate", "to provide a focal point", "to assist", "to research", "to guide", and "to discuss" denote means rather than ends and should not be used when stating objectives, in order to avoid confusion between those project elements which are causes and those which are effects:

not "to assist the government in developing a capability to carry out manpower studies",

but "the government's capability to carry out manpower studies will be established by 1982";

At the objective level one is not so much interested in the approaches being used (those are in any event described under "outputs" and "activities") as in the effect the project is expected to have. "To assist", etc., are means to those ends, not ends in themselves.

Multiple objectives

As a general rule, the project should be formulated in terms of a single development objective and a single immediate objective. Multiple objectives often denote ambiguity or the presence of means, rather than ends.

Only few projects have more than one genuine development or immediate objective. When there are multiple objectives at either level, such objectives will either complement each other or compete with each other. Only under carefully controlled circumstances can two or more competing objectives peacefully coexist. Consider the example of a project intended to increase agricultural production while at the same time expanding rural employment: if a capital-intensive strategy were applied, increased production might be achieved but rural employment opportunities might not improve; conversely, if a labour-intensive strategy were used, employment opportunities might expand at the expense of production. In such a situation, the project planner would need to: (a) explicitly define the trade-off relationship and identify the optimum trade-off point; and (b) devise separate progress measures for both the production and the employment targets.

By contrast, complementary objectives can coexist and will generally create fewer problems for the planner. For

instance, a project which combines both handicraft and literacy training, with neither the prerequisite of the other but taking place concurrently, might fit into this category.

Whenever two (or more) objectives are proposed at a single level, a closer examination may reveal that one is really a prerequisite of the other. That is to say, there would be no chance of achieving the second until the first has been achieved. It is not acceptable to compress two such steps into a one-sentence statement; certain words or phrases will often reveal that separate steps have been compressed into a single statement, as in the following examples:

- research institute able to carry out manpower studies in order to develop training policies;
- improve the income of the target group by increasing employment;
- create a better understanding of the effects of population pressures on land ownership through establishment of a research centre.

Such design elements must be stated separately, in logical order.

3.1. The development objective[1]

What is the reason for the project, the broader sectoral objective towards which the efforts of the project are directed? Why is the project being undertaken?

A single project cannot normally be expected to bring about the achievement of a development objective, given the enormity of the problems usually being addressed in relation to the resources available. Rather, a project can be expected to contribute toward the attainment of the development objective by removing basic constraints or contributing one or more necessary elements. Yet the identification of this higher objective level is important. It serves to check on the economic, political and social relevance of the immediate objective (and hence the project), the appropriateness of the project in the light of the ILO's area of competence, and conformity with existing plans.[2]

If carried to the extreme, the development objective could presumably be expressed in terms of "higher over-all quality of life" or something equally amorphous. However, a

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[1] The term "higher-level objective" is used when applied to ILO programmes other than those for technical co-operation.

[2] In the case of technical co-operation projects, for example, the UNDP Country Programme.

single project is unlikely to have a measurable impact on such a broad objective (although it might have an impact on some specific aspect, such as income, job satisfaction, unemployment, etc.).

Once the development objective has been formulated, verify that it:

(a) reflects the reason for the project, the programming level beyond the immediate objective;

(b) comprises a single objective or a group of compatible objectives; it does not contain two or more objectives which are on different hierarchical levels; and

(c) is so stated that progress towards it can be verified.

3.2. The immediate objective

What specific effect is the project to achieve within its lifetime, or directly thereafter? If the project is completed successfully, what improvements or changes are expected in the group, organisation or area toward which the project is directed?

The immediate objective is the situation that is expected to prevail at the end of the project. This level of the project design obviously is of crucial importance, since it will determine the magnitude of the inputs, activities and planned outputs, as well as the process or approach to be employed. The "problem" may be an obvious and pressing one: the best way for the ILO to contribute in a significant way to its solution is seldom as obvious.

The statement of immediate objective should name the party to whom the project is directed, and state the effect which is sought by the end of the project. For example:

> the Labour Ministry of Ruritania will have acquired full technical competence to conduct its own household surveys by 1981.

Once the immediate objective has been formulated, verify that:

(a) the statement says what effect will have been achieved if the project is completed successfully and on schedule;

(b) the project is stated in terms of a single immediate objective, not a collection of sequentially linked targets; alternatively, if the project has two or more objectives, their interrelation, trade-offs, etc. are clearly identified;

(c) the immediate objective is stated in terms of ends, not of means;

(d) there is a reasonable expectation that the achievement of the immediate objective will make a meaningful contribution towards the attainment of the development objective; and

(e) the direct recipient of project assistance (and, if different, the project's ultimate target group) has been clearly identified by this point.

4. Indicators

What evidence, measures or indications will demonstrate that the project's immediate objective has been achieved? What are the observable facts which will provide evidence of progress toward the development objective?

To put it another way, how will the project designer, or anyone else, know whether the project is effective and is having the desired impact on the target group?

Indicators represent a logical extension of the previous step. The objectives are expressions of the project's aims: the indicators are tools to further clarify and more precisely define the objectives and the desired impact upon the intended beneficiaries. This is necessary because only rarely will a project objective, even when formulated as described above, be free of terms which are open to personal interpretation; words such as "improved", "made viable", "enhanced", "reinforced", and "strengthened", for example, all call for subjective judgement on the part of the reader.

In the past, such changes often defied measurement - not because no changes occurred - but because the planner had not made clear what meaning was attached to such words, i.e. what specifically would constitute evidence of achievement. Indicators are meant to perform this role. Not only the objective statement itself, but almost any adjective appearing in a statement of objective ("comprehensive", "viable", "self-reliant", "broad-based", etc.) will have to be qualified by selected indicators to specify the expected changes. Evidence of such changes may not "prove", but will "demonstrate", that the objectives are being met. To say that the effect of the project cannot be measured is very close to admitting that the project is not expected to have a noticeable effect.

The most frequently cited example of an indicator is the clinical thermometer which records body temperature and serves as one possible measure of health or illness. Under certain circumstances, it can serve as an indicator of a patient's response to treatment.

Indicators may be direct or indirect. In either case, they should reflect achievement of the stated objectives.

Direct indicators reflect changes sought by and directly attributable to the project. In the case of an occupational safety project, one indicator might read as follows:

> 3,750 working days lost through industrial accidents in 1978, 2,810 working days lost in 1982.

If the project were designed to address occupational accidents in a particular industrial sector for which reliable statistics of working days lost were not likely to be available, the planner might base the indicators on other sources such as workmen's compensation awards, benevolent society payments, health insurance claims, ambulance calls, or local hospital records - or whatever information the planner has reason to believe would in fact be available.

When a planner is confronted by conditions which are not directly quantifiable, or for which data are unavailable or cannot be gathered economically, he may need to resort to indirect (proxy) indicators. Thus, museums have found that they can use carpet wear-rates as a fairly reliable indicator of the relative attractiveness of various exhibits.

The success of a project designed to improve the water supplies in 5,000 villages might, if the direct measurement of water quality is not feasible, be reflected by change in the prevalence of certain intestinal diseases (if it is known that the Ministry of Health already collects reliable statistics). Changes in the acquisition pattern of certain desirable but non-essential items may better reflect the success of an income-generating project than interviews of beneficiaries who fear that their answers will become known to the local tax collectors. The more indirect the indicator, however, the greater is the risk that extraneous factors unrelated to the project will contaminate the findings. They must therefore be selected carefully.

Most development projects aim at bringing about changes of quality as well as changes of quantity. Project planners often believe that the qualitative changes they are seeking will be "non-quantifiable". True, qualitative changes can be more difficult to measure, but suitable indicators can usually be found nevertheless. Teachers' report cards are a case in point, as are nutritional statistics or most measures relating to various aspects of basic needs satisfaction.

4.1 The need for multiple indicators

Several indicators are better than one. Seldom can any one indicator convey a comprehensive picture of change. Much as the independent evidence of unrelated witnesses is considered necessary to establish the facts, so several indicators, each reflecting a different facet of change, are needed to corroborate achievement.

For instance, in the case of a vocational training project established to alleviate persistent manpower shortages in a country's chemical industry, success cannot be gauged simply on the basis of increases in the number of technicians trained per year. The degree of achievement could be confirmed by including indicators which reflect such factors as whether: (a) a significant percentage of graduates are actually placed in suitable positions; (b) the training meets the requirements of the employers; (c) there are adequate incentives for the teaching staff to limit turnover to an acceptable level; (d) future budgets for the school are sufficient to maintain the plant and replace worn-out equipment; (e) the incentives for graduates are such that the number and quality of applicants for admission to the school will remain sufficiently high to maintain the desired standards; (f) shortages of trained manpower reported by the employment department progressively diminish; and (g) production delays attributed by the industry association to manpower deficiencies decline. These measures, taken together, would clearly be more likely to reflect the achievement of the project objective than a mere counting of the number of graduates.

4.2 Selecting indicators

Several factors need to be kept in mind when selecting indicators. They should be:

(a) Specific - Indicators should be specific in terms of magnitude and time. Terms such as "an increased number" are of little value as part of an indicator since it does not specify what sort of increase is called for. After all, the planner might have in mind a change from 100 to 110 or a change from 100 to 400. Furthermore, when an increase to a specific number is called for - say, 14 employment offices in operation by 1984 - it is necessary to indicate how many such offices exist at the beginning of the project.

(b) Independent - Each development and immediate objective must have its own set of indicators. Since development and immediate objectives will be different, and each indicator is expected to reflect evidence of an achievement, it follows that the same indicator cannot normally be used for more than one objective.

(c) Factual - Each indicator should refer to fact rather than subjective impression. It should have the same meaning to a project advocate and an informed sceptic.

(d) Valid - The indicators taken together should reflect the effect of the project rather than the effect of external factors.

(e) Based on obtainable data - Indicators should draw upon data that are readily available or that will be collected as part of the project administration.

4.3 Source(s) of indicator data

The availability of indicator data, especially on the immediate objective, is of paramount importance. Immediate objective indicators for which data are not readily obtainable, or for which no specific collection arrangements are made as part of the implementation process, usually are of little value. As a matter of fact, experience has shown that data which are to be collected exclusively for the purpose of measuring progress somehow often do not get collected.

As part of the indicator section, explain how, when and where the data for each of the indicators are to be obtained. It is the responsibility of the designer to verify that the required data can in fact be made available when needed, or that arrangements for the collection of the necessary data are made part of the project design.

Once the indicators have been selected and the data sources identified, make the following checks.

At the development objective level, verify that:

(a) the indicators selected are such that, if fulfilled, progress will have been made towards the attainment of the development objective;

(b) the indicators are, to the extent possible, verifiable and specific, with possible source(s) of the indicator data identified;

(c) the indicators are not merely restatements of the outputs or the immediate objective indicators - they reflect whether the development objective is being attained, not that the project has been carried out;

At the immediate objective level, verify that:

(a) the indicators reflect the statement of objective, the end of project status; fulfilment of the indicators should signal achievement of the immediate objective;

(b) the indicators are verifiable and specific in terms of target group, quantity/quality, and time;

(c) the indicators are not merely restatements of the outputs;

(d) the objective (as reflected by the indicators) can be achieved in the proposed time span, given the outputs;

(e) each indicator is traceable to an output or output assumption. In the event this linkage is not apparent, it is explained in the project document; and

(f) the document makes it clear when, where and how the indicator data will be obtained.

5. Outputs

What kind and how many of outputs will need to be produced with the inputs provided and activities undertaken in order that the immediate objective might be achieved?

Outputs are the products of completed activities. As such, outputs differ substantially from the objective, which is the effect the project hopes to achieve. As a rule of thumb, if the production or realisation of certain elements is under normal circumstances largely within the power of project management, and provided that the requested funds, personnel or facilities are made available, it is in all probability an output and not an objective.

Many planners also find it difficult to distinguish between outputs and activities; the following examples of outputs may help clarify the difference:

- quidelines on tool selection prepared
  not guidelines on tool selection being prepared;

- 20 persons trained in calculator repair
  not 20 persons being trained in calculator repair;

- research report completed
  not research being conducted;

Other examples of outputs:

- recommendations formulated for consideration by expert meeting;

- meeting report prepared and distributed;

- translation equipment installed in Ministry of Labour's industrial relations centre;

- local institute staff has adequate transportation to permit weekly visits to handicraft centres (result of provision of commodities - motorbikes).

Note that the outputs result from the completed actions of the project team.

Many outputs may need to be produced well before the end of the project; in those instances, give the scheduled completion dates. If certain outputs are to be produced over the entire period of the project (as in the case of a continuous fellowship programme), state how many are to be produced at the end of year 1, year 2, etc.

State the outputs. Then verify that:

(a) outputs are so stated that their realisation can be verified, in terms of quantity and time;

(b) outputs are stated as the result of activities rather than as activities proper;

(c) all key outputs necessary for achieving the immediate objective are listed;

(d) each output can be traced upward to the immediate objective level;

6. Activities

What activities need to be undertaken in order to produce the desired outputs?

These are the actions, the research, the tasks to be carried out by the project staff. Activities usually describe what project management does, the "means" by which "inputs" are transformed into "outputs". For each output, then, there will normally be one or more activities.

State the activities; then verify that:

(a) activities are so stated that their implementation can be verified, in terms of quantity and time;

(b) activities are stated in terms of actions being undertaken rather than as completed outputs;

(c) all key activities necessary for achieving the outputs are listed;

(d) there are no activities listed whose effects cannot be traced upward to the output level.

Most projects require a work plan or detailed implementation schedule. Whenever such a document is prepared during the design stage, it can be used in place of the list of activities. On the other hand, this list of activities does not replace a work plan or implementation schedule.

7. Inputs

What money, personnel, materials, services, etc. are to be provided by the ILO, funding agency, other donors, and/or the benefiting country(ies)?

Major inputs by all key parties should be identified.

They should convey a realistic picture of what is to be provided by the donor, by the ILO (e.g. experts, equipment, technical backstopping, etc.) and also by the co-operating agency of the recipient government (e.g. buildings and accommodation, administrative and secretarial services, national staff, recruitment of trainees, selection of fellows, amendments to regulations, etc.).

Inputs should normally be listed by source (funding agency, recipient country or countries, ILO, other donors) and should show, as appropriate:

- type (experts, equipment, fellowships, etc.)
- number or amount
- length or duration of assignment
- cost
- qualification or field of specialisation
- date by which to be provided (not "as soon as possible" - try to fix a realistic date)
- purpose for which provided.

The listing of inputs should include all <u>personnel</u> resources. For the "Chief Technical Adviser" and other positions, a complete "Job Description" is often required as part of the project document; but as a minimum, the project document should contain a short statement of basic qualifications and functions for each position.

e.g. 9 m/m Consultant in Management Development $42,400
(months 3 to 12 of the project) to advise on the determination of mid- and long-term manpower requirements in the managerial categories and on the establishment of a permanent national manpower development institution. Qualifications required: university degree in business administration, management or economics; wide knowledge of productivity improvement programmes; experience in planning management development schemes for different levels of supervisors in various economic sectors, preferably at the national level in one of the developing countries of Africa; fluent English, French an asset.

If the type of expertise required is not fully known at the time the project document is prepared, give whatever information is available and indicate on what basis the personnel inputs have been computed. (In order to permit timely recruitment, personnel requirements should be communicated promptly to P/COTEC.)

Whenever there is a sizeable equipment component or a subcontracting component for equipment, materials, supplies and related services under negotiation, and in all cases where the total amount exceeds US$300,000, the Technical Co-operation Equipment Section (EQUIPRO) should be actively involved. The degree of detail required in listing commodity inputs will vary from project to project. However, all inputs which are essential to an understanding of the project should be itemised, e.g.

- 3 motorbikes (by 7/80) for weekly visits to handicraft co-operative workshops, including operating expense over the length of the project 3,800

- printer's fees (tenth month of the project) for publication of the manual 4,000

List the key inputs; then check that inputs are stated in terms which can be traced to activities rather than as passive resources.

8. Institutional framework

What will be the institutional framework of the project in the recipient country and how will it contribute to the successful implementation of the project?

The information in this section should specifically:

(a) provide a résumé of pertinent information regarding the counterpart agency's physical location, purposes, programmes, physical, financial and staff resources, as well as its place within the over-all government (or national) machinery;

(b) identify and describe other agencies or organisations or projects which will have an indirect role in the implementation of the project and explain the nature and significance of their relationship to the project;

(c) give the location of the project's headquarters and, where relevant, describe the geographic area within which the project will operate and the reasons for its selection;

(d) explain the arrangements that will be made for achieving the necessary co-ordination among and between the agencies/projects/areas concerned; and

(e) provide, where the establishment of a co-ordinating body for the project is envisioned, details about its location, structure, membership, functions and modalities of operation.

9. Prior obligations and prerequisites

What prior obligations and prerequisites are necessary for the successful implementation of the project?

The description should specify the actions - and only those actions - which would have to be undertaken by the Government on the one hand, and by the ILO (or other executing agency) on the other, prior to carrying out project activities, and indicate the dates by which they will have to be completed.

The description should normally be in two parts. The first part, captioned "Prior obligations", should list those actions whose fulfilment is a condition for ILO assistance to the project. The second part, captioned "Prerequisites" should list those actions whose fulfilment is necessary for efficient and effective project implementation, but is not a condition for ILO assistance.

The description of prior obligations and/or prerequisites should in particular cover:

(a) legislative and other actions concerned with the establishment of the institutional framework of the project;

(b) budgetary or other actions concerned with the mobilisation and delivery of government inputs in the required quantities and of the required quality on a timely basis;

(c) selection, preparation and release of national staff who need advanced education or training under fellowship arrangements prior to carrying out project activities; and

(d) the provision of documents, statistics and other information required for the project.

10. Assumptions

What events, conditions or decisions outside the control of the project are necessary for the success of the project?

External factors largely outside the control of project management, but important to the success of the project, should be stated in the form of assumptions.[1]

Why state assumptions? Why call attention to uncertainties inherent in the project? Primarily, because projects may stand or fall on the basis of such external

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[1] For some illustrative assumptions, see Annex B.

factors. The planner can reduce the uncertainty in which the project will operate (and establish the bounds of managerial responsibility) by specifying the situations which must be "taken as given" if the project is to achieve its objectives, but over which the participants (ILO, co-operating government agency, donor) have little or no control. Furthermore, stating such assumptions does not imply that the project's design is defective, only that the designer is being realistic. A single project is only one of many forces at play, and usually a relatively small one at that. Uncertainties abound at every level of the project; the project components are by themselves unlikely to bring about progress from each design level to the next. These factors are necessary but only with the addition of assumptions are the conditions established which are both necessary and sufficient for progress to the next level. In moving from the immediate to the development objective level, for instance, the project may be intended to complement a programme of the government, of another UN agency, or of a bilateral donor; it thus may be known in advance that the ILO's project will only succeed if the others do as well. The very fact of stating such expectations concerning "third parties" will start the project off on a sounder and more realistic foundation.

The assumptions identified in the project document should be well founded, precise, highly probable and comprehensive.

Well founded. After stating each assumption, the planner may wish to add why the assumption has a good chance of materialising, e.g.:

> Legislation to reduce import duty on raw material for handicraft industry by 50 per cent will pass by 1 January 1980. (The Ministers of Trade and Labour have announced their support, the Trade Union Federation has made an official representation, and a parliamentary drafting committee has been established.)

This suggests that some checking is often required before an assumption can be stated. For example, high chronic underemployment in an area where a rural labour-intensive public works project is planned does not necessarily mean that sufficient manpower will always be available; it could turn out that key project phases requiring peak-manpower-levels coincide with the planting or harvesting season.

Precise. The assumptions should be stated in operational terms rather than nebulous hopes. Thus:

not "Researchers will have access to all necessary data"

but "The Economic Ministry will provide the government's trade statistics by 1 July 1980. (This is the normal release date. Last year the figures were delayed but the processing problem appears to have been overcome.)".

Stating assumptions in this manner may also serve to alert the project management to opportunities that may arise to make recommendations or exert influence, when appropriate, in order to increase the probability of an assumption materialising.

Highly probable. This point is critical. A project based on a set of assumptions which are unlikely to materialise is in trouble before it starts. Obviously some assumptions may be more important than others, ranging from the highly desirable to the absolutely indispensable. It is quite unlikely that a project which is based on several essential assumptions, each of which has only a limited chance of being realised, will be successful.

The list of assumptions should be comprehensive in that it includes key external factors at all levels of the project which at the time of the project design is considered necessary for the achievement of the project objectives.

Note: Under assumptions do not list (a) prior obligations and prerequisites or (b) inputs to be provided by one of the parties to the project; these are not things over which the parties to the project have no control.

It should never blithely be assumed that the target group wants the project. Reasonable efforts should always be made to confirm this beforehand. This is not to suggest that the target group is bound to accept the eventual recommendations or findings of the project, but merely that the target group or their spokesmen agree that the project should take place. If such an assumption were made and turned out to be untrue, the potential contribution of the project would likely be nil.

10.1 Assumptions (immediate objective to development objective)

What events, conditions or decisions outside the control of the project are necessary so that the achievement of the immediate objective will contribute to the attainment of the development objective?

10.2 Assumptions (outputs to immediate objective)

List the assumptions necessary so that the immediate objective will be achieved once the outputs have been produced.

10.3 Assumptions (activities to outputs)

List the assumptions, in addition to the activities listed, which are necessary for the production of the outputs.

10.4 Assumptions (inputs to activities)

List the assumptions necessary in order for the activities to be undertaken once the inputs are available. Once the assumptions have been listed, verify that:

(a) planned performance, at each level, together with the assumptions, create the necessary and sufficient conditions for progress to the next level;

(b) each assumption has a strong probability of materialising; and

(c) whenever possible, assumptions are stated in operational terms so that project management can recommend or inspire action by others to increase the probability of an assumption materialising.

11. Project rationale (optional)

H.L. Mencken once observed that "for every problem there is a solution that is simple, direct and wrong". Under step 1., background and context, a problem was described. The steps that followed constituted a particular recommended approach.

At this point in the project document, the planner may wish to explain the reasons for recommending a particular approach or strategy. He may wish to discuss why, under the circumstances, the proposed solution is considered more timely or acceptable than some obvious alternatives. The planner may wish to add information essential to an understanding of the project, or to develop any aspect of the previous steps which requires further amplification. He may wish to discuss why it is the ILO that should be conducting this project, or describe how the project fits into a unified, integrated, co-ordinated or multi-disciplinary approach.

This section is optional; it may be used, however, if the balance of the project document does not adequately convey the reasoning underlying the recommended approach.

12. Project Document Outline (Form 1) (optional)

The inter-relation of the various design components can be seen at a glance in the Project Document Outline (Form 1). Use of this form is optional, but can be helpful in organising the various design components and in putting them into their proper perspective, thereby making it easier to prepare the document narrative.

The information presented in the Outline must obviously be limited to key aspects in summary form. Thus, for example, for a personnel input, the following entry might appear:

- 9 m/m training specialist (by 8/79) to develop curriculum $45,000

or where the project starting date has not been fixed

- 6 m/m technologist/economist (months 3 through 8) to appraise alternative building materials $27,400

The Outline (Form 1) showing the questions appropriate to each section appears overleaf, followed by a completed Outline for a sample project.

PROJECT DOCUMENT OUTLINE

Form 1

Project Title: Country: Length:

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	IMPORTANT ASSUMPTIONS
1. Development or Higher-Level Objective: What is the reason for the project, the broader sectoral objective towards which the efforts of the project or programme are directed? Why is the project being undertaken? Who are the intended beneficiaries? What impact is being sought?	1.1 Indicators of Project Impact: What are the means of verifying the accomplishment of the development (or higher-level) objective? How will project management, or anyone else, know that the project is making the hoped- for contribution towards the achievement of the objective at this level?	2.2 Immediate to Development or Higher-Level Objective: What are the events, conditions or decisions outside the control of the project which must prevail in order that the achievement of the Immediate Objective may contribute to the attainment of the Development or Higher-Level Objective?
2. Immediate Objective: What specific effect is the project to achieve within its lifetime, i.e., if the project is completed successfully, what improvements or changes could be expected in the group, organisation or area towards which the project is directed?	2.1 Indicators of Objective Achievement (End of Project Status): What evidence, measures or indications will confirm that the project's Immediate Objective is being or has been achieved? What are the objectively verifiable conditions or situations which are expected to exist if the project achieves its Immediate Objective?	3.1. Outputs to Immediate Objective: What are the events, conditions or decisions outside the control of project management which, together with the project Outputs, are necessary for the acievement of the Immediate Objective?
3. Outputs: What Outputs (kind and number) will need to be produced (with the Inputs provided and Activities undertaken) in order for the Immediate Objective to be achieved?		4.1 Activities to Outputs: What are the events, conditions or decisions outside the control of project management which, together with the project Activities, are necessary for the production of the Outputs?
4. Activities: What Activities need to be undertaken by the project team in order to produce the desired Outputs?		5.1 Inputs to Activities: What are the events, conditions or decisions outside the control of the project management which are necessary in order for the Activities to be undertaken once the Inputs are available?
5. Inputs: What goods and services (personnel, equipment, training, etc.) are to be provided by the (a) government, (b) ILO, (c) funding agency, or (d) other donors, to permit undertaking the necessary Activities which in turn are expected to produce the scheduled Outputs?		

PROJECT DOCUMENT OUTLINE

Project Title: Handicraft Development in the Western Region Country: Ruritania **Length:** 3 years

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	IMPORTANT ASSUMPTIONS
Development Objective: New and lasting employment opportunities for underemployed artisans (currently working involuntarily less than 30 hours per week)	Indicators of Project Impact: 1. Houses built under the Gov. Housing Development Programme incorporate at least 80% of locally produced handicraft components. 2. 50-60% of workshops opened after Year 2 are still working after Year 5.	Immediate to Development Objective: 1. Scheduled Government housing construction programme in W.R. carried out as per plan 2. Continuation of national strategy of balanced development 3. Continuation of national policy favouring labour-intensive technology 4. Previously established artisans can successfully compete with new entrants
Immediate Objective: Training Centres and supporting services capable of stimulating local production of basic household goods and construction components currently being imported into the area	Indicators of Objective Achievement (End of Project Status): 1. 80 workshops established by graduates of Training Centre. 2. 70% of graduates employed in their own trade 3. Centre able to train 110-120 people in 5 crafts p.a. without international expertise. 4. Development Bank grants 30-35 loans annually to artisans. 5. 15-20 requests each for craft and management advisory services satisfied annually	Output to Immediate Objective: 1. Centre staff turnover does not exceed 15-20% per annum 2. Marketing Co-op project implemented 3. Builders willing to use local products 4. Raw material transport cost remains stable 5. Trained artisans willing to leave Centre and establish independent workshops 6. Credit policy formulated and implemented 7. Sufficient artisan trainees available
Outputs: 1. Training selection criteria established and accepted by Employment Centre (Month 3) 2. Suitable sources for quality supplies identified (5 months after project starts) 3. Equipment installed and workshops reorganised (Month 6) 4. 3 qualified staff of Development Bank working on artisan promotion (Month 18) 5. 2 Centre instructors for management advisory services trained (Month 18) 6. 10 crafts instructors for Centre and advisory services trained (5 by Month 18, 5 Month 30) 7. 180 artisans trained in 5 crafts (90 by Month 18, 90 Month 30) 8. Teaching materials completed for 5 crafts (Month 30)		Activities to Outputs: 1. Sufficient number of qualified candidate trainers available 2. Pay scale sufficient to attract and retain qualified Centre staff 3. Sufficient number of trainees available 4. Trainee drop-out rate does not exceed 30%
Activities: 1. Prepare criteria for selection of trainees (Month 1-3) 2. Investigate supply sources for raw materials and transport facilities and establish quality criteria for supplies (Month 1-4) 3. Install equipment and reorganise workshops (Month 1-6) 4. Designate and train Development Bank staff for artisan promotion (Month 13-18) 5. Train or upgrade 15 instructors in 5 crafts and management services (Month 7-30) 6. Training programme for 220-240 artisans in 5 crafts (two 12-month courses betw. Month 6-30) 7. Develop teaching material and curricula for 5 courses (entire period)		Inputs to Activities: 1. Support obtained from UNDP to speed up customs formalities 2. Physical facilities (electricity, tools, transport, etc.) available for installation of equipment
Inputs: A. Donor 1. 36 m/m CTA - handicrafts, promotion, organisation - $_____ 2. 5 experts - carpentry, ceramics, metal work, plumbing, clay (Month 1-30) 150 m/m $_____ 3. Equipment - kiln, vehicles, shop equipment, expendable materials - $_____ B. Recipient Country 4. Counterpart and management personnel, Centre and Development Bank (partial) $_____ 5. 5 staff at Development Bank (Month 12-36) 120 m/m $_____ 6. 250 m/m admin. and support staff - accountant, drivers, secretaries (Month 1-36) $_____ 7. 15 instructors - crafts and management services (7 by Month 6, 8 Month 18) 354 m/m $ _____ C. ILO 8. 6 m/m tech. adv. services, small-scale industry promotion (Month 1-3, 12-15) $_____		

13. Reporting and monitoring schedules and evaluation plan

Reporting

List the various reports (financial, progress and terminal) which the project management is required to submit during and at the completion of the project; alternatively, state where the relevant instructions are to be found. Since these requirements vary widely, depending on the source of funding, no example is given here. If appropriate, the staff time and other costs of preparing these reports should be provided for in the project itself.

Monitoring

To the extent known at the outset, identify any special monitoring requirements (e.g. technical reviews) to be met during the life of the project.

Evaluation

Every project document should include an Evaluation Plan, containing the following information:

(a) Frequency and timing

The following represents the minimum schedule for evaluations of technical co-operation projects:

- for projects under 18 months' duration, on completion of the project;
- for projects of 18-30 months' duration, near the mid-point of implementation and also upon completion;
- for projects in excess of 30 months, every 12 months and also upon completion.

More frequent evaluations may be necessary under certain circumstances (for example in the case of a pilot study due for early replication, need to make advance decision on extension, change of circumstances surrounding the project, non-realisation of key assumptions, etc.) and can of course be scheduled accordingly.

The evaluation schedule should take account of existing reporting and monitoring requirements and key decision points in order to avoid duplication of effort and to allow one exercise to contribute to the other. An evaluation carried out before some key funding decision, a tripartite monitoring review, a country programme review or the visit of a technical mission will be much more meaningful than one which takes place after such events.

(b) Evaluation participants

The composition of the group depends on the type of project, setting, individual functions, staff capabilities, etc. The following guidelines are proposed for consideration:

Minimum participation

- project management "team" (chief national and executing agency officials);
- representative of recipient country government organisations most directly concerned with the project (in the case of regional projects, these might come from one or more representative countries);
- representative of the funding agency (if other than ILO);
- regional technical official and/or ILO Area Office officials.

Suggested additional participants

- representative of local (in the case of regional projects, regional) employer and worker associations;
- other technical experts, both national and international, particularly those involved in the same project or other projects of a similar nature;
- representative of the target group.

(c) Parties responsible for the collection of data required for the evaluation, including any outside assistance or funding needed.

(d) Orientation and training required. Project managers, who will normally have the primary responsibility for conducting evaluations, should be familiar with the concept when the time comes for evaluation. The same may not be true of the other participants in the evaluation such as government officials, outside contractors, or employer and worker representatives. If pre-evaluation training is judged desirable, estimates of costs and timing should be included.

Note: The over-all evaluation plan, i.e. the scope, frequency and required resources, must remain appropriate to the size, cost, importance and complexity of the project. A sample evaluation plan for a 36-months' project is shown on the following page.

SAMPLE

13.1 Evaluation plan

(a) Frequency and timing

The project is to be the subject of an evaluation at the end of year 1, year 2 and at the end of the project. In the event consideration is given to extending the project beyond the original 3-year period, an evaluation will be conducted before such a decision is to be reached.

(b) Evaluation participants

It is intended that the following should participate:

- CTA and counterpart (chairmen)
- representatives of Ministries of Rural Development and Labour
- head of District Employment Office
- representative of Handicraft Workers Association
- ILO Area Office Director.

Also to be invited:

- Regional Handicraft Adviser
- representative of SWODA (funding agency)
- representative of local employers' organisation.

(c) Parties responsible for the collection of data

Project management will have primary responsibility for the collection of data necessary for the evaluation review, working in close co-operation with the Development Bank (in regard to data on the number of loans), the District Employment Service (re. placement of graduates) and the Government Housing Development Office (re. housing built incorporating locally produced handicraft components). All of these agencies have indicated their willingness and ability to help develop the information needed.

(d) Orientation and training required

The CTA has received adequate training in the application of the evaluation methodology prior to posting; no further training or assistance will be required.

14. Design review

Before finalising the design, please make sure that the following factors have been covered to your satisfaction:

(a) The inputs, activities, outputs and immediate objective, together with the assumptions on each level, will create the necessary and sufficient conditions to bring about progress to the next level.

(b) The "logic of the project" is sound: if the requested inputs are provided, the proposed activities are undertaken, the outputs are produced, and the assumptions prevail, there is likely to be observable progress toward the objective, as reflected by the indicators. The project makes sense.

(c) The scale of the project is large enough to have some impact on the problem described.

(d) Lessons learned in previous projects in the same technical and/or geographical area have been taken into account.

(e) The project document shows how the project is related to national or regional development priorities.

(f) The target group is identified.

(g) If the project is a "first phase", the document provides some information on the "second phase".

(h) Withdrawal of the ILO on completion of the project will not place unrealistic strains on the recipient country, in energy, managerial and technological skills, financial resources, etc.

(i) If this is a "pilot project", the cost and feasibility of eventual replication have been taken into consideration.

(j) The document makes clear why, amongst all the UN agencies, the ILO should be conducting the project. The relation to ILO priority themes, the ILO's particular competence in the field, and/or the tripartite component, all emerge from the project document.

(k) Adequate provision (source, cost, time) has been made for the collection of the necessary baseline and performance (evaluation) data. The cost and effort required to collect these data are reasonable.

15. Project document format

The Project Document will normally consist of the following sections:

- Cover page
- Narrative section
- Project document outline (optional)
- Reporting, monitoring and evaluation schedule.

In most cases, the Project Document will also require a signature page. Since the format will vary widely according to the project type and source of funding, no instructions for the signature page are given here.

[Cover page]

International Labour Organisation

PROJECT DOCUMENT

Project title and number

Geographical coverage

Project language

Project site or venue

Starting date

Duration

Donor

Donor contribution

ILO contribution

National contribution

Co-operating government agency in recipient country

PROJECT DOCUMENT

NARRATIVE SECTION

This section should provide answers to the questions of Part One, Designing a project:

1. Background and context
2. Target group
3. Development objective
   - 3.1 Indicators
   - 3.2 Source of indicator data
4. Immediate objective
   - 4.1 Indicators
   - 4.2 Source of indicator data
5. Outputs
6. Activities
7. Inputs
8. Institutional framework
9. Prior obligations and prerequisites
10. Assumptions
11. Rationale (optional)
12. Project Document Outline, Form 1 (optional)
13. Reporting, monitoring and evaluation schedule

PART TWO: EVALUATING A PROJECT

Evaluation critically examines actual or potential results in order to improve the effectiveness of continuing projects and to provide guidance for the planning of new ones. Evaluation represents an attempt to learn from the collective experience of persons knowledgeable about or involved in the project. Some projects go ahead roughly as planned, and present few worries for their managers; others encounter unforeseen difficulties and never reach their objective, even after exceptional efforts on the part of the staff.

Evaluation should be a constructive discussion among interested parties, a collaborative effort rather than a judicial review. Only if those involved in the evaluation understand the proper approach to the exercise from the outset can the time and effort devoted to the process yield the desired benefits.

Evaluation can take many forms, depending on the specific purpose and objective of the evaluation and whether it is carried out by outside consultants, donor representatives, in-house personnel, the project staff or a combination of any of these.

The intensity and depth of an evaluation and a description of the aspects to be addressed will normally be established through the terms of reference. Although evaluations carried out by any of the above groups are likely to address the same basic questions, supplemented by such others as might be determined by the evaluation objectives, the following guidelines are designed for evaluations carried out by the project management. In applying this process, project management becomes both the primary agent and the main user of evaluation. Within certain limits, the selection of the evaluation team under these circumstances is likewise management's prerogative, although the value of the exercise will normally be enhanced by involving a number of persons connected with the project and representing varied viewpoints, experiences and skills. Broad representation will usually result in a more comprehensive review of project status, promote a better understanding of the project and facilitate the implementation of decisions taken. Finally, of course, the review represents a valuable learning experience for the participants.

For guidelines regarding the selection of participants, please refer to Part One, step 13(b).

The evaluation process normally can be divided into three phases:

1. Preparation for evaluation
2. Conduct of evaluation
3. Preparation of report and recommendations.

1. Preparation for evaluation: evaluation worksheet

Unless specifically provided for otherwise, it is the responsibility of the project manager to arrange for the collection of certain data relating both to the achievement of stated objectives (as reflected by selected indicators) and project performance (as reflected by inputs received, activities undertaken and outputs produced). About a month before the event, he should prepare an "evaluation worksheet" for use by the evaluation team. Much of the information can simply be copied directly from the project document or from the optional Project Document Outline (Form 1). Objectives, assumptions, indicators, etc. should not be altered at this stage, either in order to reflect the current status or in anticipation of the evaluation findings.

EVALUATION WORKSHEET

Development objective

(a) What is the development objective?[1]

(b) What indicators of development objective attainment were identified in the design?[1]

(c) Have any facts been observed which tend to confirm that the project is making a contribution towards the attainment of the development objective?

(d) Unless covered under (c) above, state whether the project is having, or likely to have, the desired impact on the target group (intended beneficiaries)?

Immediate objective

(a) What is the immediate objective?[1]

(b) What indicators are to confirm achievement of the immediate objective?[1]

(c) For each such indicator, what data have been collected? What facts have been observed which tend to confirm that the immediate objective is being or has been achieved?

(d) What major assumptions were identified as necessary for the achievement of the development objective?[1]

(e) For each assumption, show whether it has materialised, remains valid or is no longer valid.

Outputs

(a) List planned outputs.[1]

(b) For each output, identify portion scheduled or intended for completion during period covered by report.[1]

(c) For all outputs, list present status.

(d) What major assumptions were identified as necessary for the achievement of the immediate objective?[1]

(e) For each assumption, show whether it has materialised, remains valid or is no longer valid.

Activities

(a) List scheduled major activities.[1]

(b) For each activity, identify portion scheduled or intended for completion during the period covered by this report.[1]

(c) For all activities, list present status.

(d) What major assumptions were identified as necessary for the production of the output?[1]

(e) For each assumption, show whether it has materialised, remains valid or is no longer valid.

Inputs

(a) List planned inputs.[1]

(b) For each planned input, identify portion scheduled or intended for provision during the period covered by this report.[1]

(c) For inputs, show those provided to date.

(d) What major assumptions were identified as necessary for undertaking of the activities?[1]

(e) For each assumption, show whether it has materialised, remains valid or is no longer valid.

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[1] As shown in the project document, project document outline or last evaluation report.

2. Conduct of evaluation: progress analysis

The evaluation worksheet (and Project Document Outline, if available) should be submitted to the members of the evaluation team as early as possible in advance of the evaluation review. The group should first agree on whether the worksheet (and Outline, if provided) correctly reflects the design as a whole and the previously established objectives, indicators and assumptions, and whether performance to date has been adequately reflected. Once agreement on this has been reached, the evaluation team can compare the results with the projections through the application of seven distinct but inter-related analytical tests.

2.1. Effectiveness

To what extent has the project achieved, or is likely to achieve, its objectives?

Has the project made the anticipated progress towards the realisation of the scheduled outputs? Judging on the basis of the data collected for each indicator, is it likely that the immediate objective will be achieved? Similarly, does the available evidence suggest that a meaningful contribution towards the attainment of the development objective will be made and that there will be the desired impact on the target group? Obviously, some changes in outputs from those originally planned can be expected in the type of projects undertaken by the ILO. By the same token, accomplishment of indicator targets may vary from projections. Any divergence from plans is not automatically a sign of trouble. However, substantial shortfalls or the need to make major downward revisions in the case of continuing projects should give cause for reflection. The question to be asked at this point is whether the objectives have been achieved or if there is a reasonable expectation that projections will be met and, if not, whether the objectives are still attainable. (Record under II.1 of the evaluation report.)

2.2. Efficiency

Do the expected project results continue to justify the cost?

The present methodology permits only a limited measurement of efficiency by ascertaining whether the balance between inputs on the one hand and outputs and immediate objective achievement on the other remains essentially as originally planned. A conscious decision was presumably made during the design phase that the expense was appropriate in relation to the results expected. In the event that extensive changes of inputs, outputs or the immediate objective are needed, or in case the project schedule is changed significantly and as a result costs increase. This balance needs to be reassessed. (Record under II.2 of the evaluation report.)

2.3. Relevance (significance)

Does the project continue to make sense?

There is the basic question whether, under the circumstances prevailing at the time of the evaluation, the original objective is still as relevant as when initially proposed. The relevance test, though frequently neglected, is of the utmost importance in view of changes which frequently occur between planning and implementation. Political, economic or other factors or the effect the project has had during its initial implementation period will often change the setting and rationale to an extent that the expansion, extension or cancellation of the project becomes warranted. The test in this instance is a determination whether the project's immediate and development objectives are still worth pursuing. (Record under II.3 of the evaluation report.)

2.4. Continuing validity of the project design

Is the design itself still logical and coherent? Is there a reasonable expectation that the planned inputs, activities and outputs, together with the appropriate assumptions, will lead to the achievement of the objectives?

If the answer is negative, the project will almost certainly fail to have the desired effect, even though some good may result from the outputs produced. In any event, the project obviously is heading for serious trouble and needs to be carefully re-examined.

If on the one hand it is found that the inputs were delivered more or less as originally planned, resulting in the planned activities and producing the expected outputs, one may conclude that the project's technical, administrative and managerial constraints have been successfully overcome. If the outputs, in turn, had the anticipated effect at the immediate objective level, the hypotheses underlying the project probably were valid and appropriate.

If, on the other hand, there have been significant deviations from expectations, the reasons need to be determined. They might be the result of technical, administrative or managerial problems, a faulty hypothesis, an unexpected external factor, or an incorrect assumption. (Record under II.4 of evaluation report.)

2.5. Unanticipated effects

Is this project having any significant unexpected effects, whether beneficial or detrimental?

Despite the best efforts of planners, projects often have unexpected results, especially in the uncertain socio-economic environment in which organisations such as the ILO operate. The process of periodic evaluation provides the occasion for identifying major unexpected factors and, in the case of continuing projects, considering appropriate action to maximise (or minimise) these effects. Is there any evidence of unanticipated effects which should be considered in planning future projects? (Record under II.5 of the evaluation report.)

2.6. Identification of alternatives

Is there, or would there have been, a more effective or more efficient way to approach the problem being addressed by this project?

Problems can be addressed in a number of ways. Health conditions might be improved through employment, productivity through health care, nutrition through family planning, etc. The choice is a difficult one. While it is perhaps somewhat unreasonable to expect management to opt for a different strategy during a project's implementation, the question of alternative approaches to a given problem should certainly receive serious thought as a project nears its end. Based on past experience, which approach to the problem might have met with greater success or could have been achieved at lower cost?

This information will be especially valuable when follow-up activities or similar problems elsewhere are being considered. (Record under II.6 of the evaluation report.)

2.7. Causality

What factors affected project performance?

By now, the review will have considered a large number of factors which have either contributed to or retarded project progress. Their identification is indispensable for deriving both short-range (for feedback into the project) and long-range (for future planning) benefits from the exercise.

The evaluation report form includes a checklist of factors which may have affected project performance in a negative or positive way. The participants in the review are called upon to determine for each factor whether performance has been negative, as anticipated or superior, and also indicate if the factor has played an important role in project performance. All factors judged to be not applicable should be so marked. Pertinent factors which do not appear on the checklist should be added in the spaces provided, as should any clarifying or explanatory comments.

Marking these factors may prove difficult, since the participants in the review are likely to have different

perspectives. The discourse in itself can have a beneficial effect. There also may be a tendency to frankly identify shortcomings of performance, and then mark the factor "as anticipated". While this may seem the expedient thing to do at that moment, it is likely to delay initiating necessary remedial action and fail to provide lessons for future planning. In addition, it occasionally leads to the somewhat embarrassing situation of a project encountering serious trouble while, according to past statements, most, if not all, performance factors had been essentially "as anticipated".

It can rightfully be argued that factors affecting the performance of any single project will usually depend on unique circumstances which are not likely to recur. However, if aggregating the data shows that the same problems crop up in a wide range of projects, then future planning must take these into account. (Record under II.7 of the evaluation report.)

3. Preparation of report: over-all conclusions, revisions and recommendations

This final and most important phase of the evaluation exercise consists of (a) stating over-all conclusions, (b) revising the project design, as necessary, (c) deciding on actions to be undertaken or recommendations to be made (continuing projects), and (d) identifying the lessons learned from terminating or completed projects.

3.1. Over-all conclusions (all projects)

On the basis of the analysis of project progress provide a concise narrative evaluation statement. (Record under III.1 of evaluation report.)

3.2. Project revisions (continuing projects only)

In the light of the analysis of project progress, identify any necessary or desirable changes in the project design. These revisions should be reflected in the responses to the questions posed under III.2 of the evaluation report. (The revised objectives, indicators, outputs, etc. will form the basis of any subsequent evaluation exercise.)

3.3. Decisions/recommendations (continuing projects)

Most decisions or recommendations will be the direct result of the tests to which the project is subjected under step 3. above. Even the causality test, which is intended primarily for long-range purposes, may serve to identify

actions to be taken; for example, any factor rated important which is also rated negative presumably demands management's urgent attention.

Action identified as being necessary or desirable will need to be shown on page 1 of the evaluation report form. Some decisions may require action or approval by headquarters, the funding agency, etc., while others presumably can be made and implemented locally by the review participants. The decisions and recommendations should show who will be responsible for the necessary action or approval and when it is required. (Record under I.1 and/or I.2 of the evaluation report.)

While the evaluation report is expected to record the action/decisions taken or proposed, it is not designed to serve as a means of requesting or initiating such action. If any actions either need to be undertaken or authorised by parties not directly involved in the review (ILO headquarters, government agencies, funding agencies not participating in the evaluation, etc.), normal operating procedures and regular channels of communication should be followed.

3.4. Lessons learned (terminating and completed projects)

In the case of terminating and completed projects, the evaluation team will normally not propose new actions as a result of its work, unless there is to be some follow-up activity, and thus there will be no need to complete sections I.1 and I.2. Instead, section III.4 of the evaluation report (lessons learned and recommendations for future planning) is to be completed. Here, project management has the opportunity to identify, at the time of project completion, any lessons learned which might be applicable to other projects, as well as to make recommendations regarding appropriate timing for a follow-up evaluation. This sort of information is important in any event, but imperative if there is any possibility of another project along similar lines being undertaken at a later date, by which time the original staff members may no longer be available.

4. Distribution of the evaluation report

The distribution of evaluation reports needs to be limited to encourage candid comments; at the same time, reports must be available to those with a legitimate need. In effect, this means that only those directly involved in the funding, supervision, implementation and backstopping of a project should have regular access to evaluation reports. Only the central evaluation unit (PROG/EVAL) should receive copies of all reports, to permit the review of the technical quality and internal consistency of the evaluation exercise (but not of the projects) and the future analysis of groups of projects.

A copy of the completed evaluation report should be despatched within 15 days of the conclusion of the evaluation to each of the following:

- recipient country(ies) government organisation(s);
- funding agency (if other than ILO);
- ILO area office;
- ILO regional office;
- technical unit, ILO/Geneva) including copy of "evaluation worksheet"
- PROG/EVAL, ILO/Geneva)

It may also be desirable to provide a copy to each participant in the evaluation, if different from the above.

5. The project evaluation report format

The following evaluation report form should be used for all routine evaluations carried out by project management. For a detailed discussion of each of the categories, see PART TWO, 2. and 3. (pages 40-44) of the above text.

A copy of the completed evaluation report should be despatched within 15 days of the conclusion of the evaluation to each of the following:

- recipient country(ies) government organisation(s);
- funding agency (if other than ILO);
- ILO area office;
- ILO regional office;
- technical unit, ILO/Geneva) including copy of "evalua-
- PROG/EVAL, ILO/Geneva) tion worksheet"

It may also be desirable to provide a copy to each participant in the evaluation, if different from the above.

5. The project evaluation report format

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PROJECT EVALUATION REPORT

Contents

- Summary page
- Analysis of progress
- Over-all conclusions, revisions and recommendations

Project No:	Project Title:
Type of Project: ☐ Inter-regional ☐ National ☐ Research ☐ Regional ☐ Other - specify	
Area covered by Project:	

Technical Field:	International Financing Agency(ies):	Total international contribution (US$): Total government contribution (US$):
Date Project Document signed:	Project Duration:	Participating Executing Agency:
Participants in evaluation:		Date of present evaluation: Period covered by evaluation: From: ..... To: .....

I. EVALUATION RESULTS (continuing projects only)
1. Action /Decision required or recommended as a result of this evaluation.

Unit/ Agency Responsible	Action/Decision Required or Recommended	Action/ Decision Deadline

2. Issues resolved, decisions taken locally as a result of this evaluation and not reflected in 1:

II. Analysis of progress

1. Effectiveness

To what extent has the project achieved, or is likely to achieve, its objectives? Does the project benefit, or is it likely to benefit, the target group?

2. Efficiency

Do the expected results continue to justify the cost? If changes in inputs, outputs, length of the project or objectives are proposed, will the continued execution of the project remain economically worth while?

3. Relevance (significance)

Are the objectives still worth pursuing? Does the project continue to make sense? Is it as relevant as when originally planned?

4. Continuing validity of the project design

Is the design still logical and coherent? Is there a reasonable expectation that the planned inputs, activities and outputs, together with the appropriate assumptions, will lead to the achievement of the objectives?

5. Unanticipated effects

Is this project having any significant unexpected effects, whether beneficial or detrimental?

6. Identification of alternatives

Is there, or would there have been, a more effective or more efficient way to approach the problem being addressed by this project?

7. Causality

What factors affected project performance?

On the attached checklist, please indicate whether performance during the period covered by the evaluation has been negative, as anticipated or superior, and also indicate if the factor has played an important role in project performance. All factors judged to be not applicable should be so marked. Pertinent factors which do not appear on the checklist should be added in the spaces provided, as should any clarifying or explanatory comments.

II.7. PERFORMANCE ANALYSIS

(CAUSAL FACTORS)

	Not applicable	Performance vs Expectations: Negative	Performance vs Expectations: As anticipated	Performance vs Expectations: Superior	Check, if important
A. TECHNICAL ASPECTS					
1. Personnel					
a. UN/ILO job descriptions appropriate to project/local needs					
b. UN/ILO experts qualifications compared to job descriptions					
c. Adequacy of UN/ILO expertise to project/local needs					
d. Ability of UN/ILO staff to communicate expertise to local staff					
e. Assimilation of expertise by national staff					
f. Availability of technically qualified local personnel					
g. UN/ILO man-years available					
h. Government man-years available					
Other factors and/or comments :					
2. Strategy					
a. Adequacy of UN/ILO funding					
b. Adequacy of government funding					
c. Application of new techniques in country/region					
d. Strategy appropriate to local needs					
e. Strategy appropriate to local cultural/technological conditions					
f. Dissemination/multiplier effect of expertise provided					
g. Complementarity with other expertise existing/provided					
h. Adequacy of national counterpart institution					
i. Availability of reliable data/statistics					
Other factors and/or comments :					
3. Equipment					
a. Quality of equipment procured with international resources					
b. Local capability to maintain/repair project equipment					
c. Quality of equipment procured/available from Gov't. resources					
d. Adequacy of equipment to local technological needs					
e. Timeliness of receipt of necessary equipment					
f. Installation/use of equipment					
g. Complementarity between equipment and training					
h. Complementarity between equipment and expertise					
Other factors and/or comments :					

	Not applicable	Performance vs Expectations: Negative	Performance vs Expectations: As anticipated	Performance vs Expectations: Superior	Check, if important
4. Training (on-the-job and fellowship)					
a. Suitability of training to trainees' background					
b. Suitability of training to trainees' assigned position					
c. Suitability of training to local needs					
d. Suitability of trg. to local cultural/technological conditions					
e. Length of training					
f. Suitability of training institution (fellowship training only)					
g. Opportunity of trainees to apply new knowledge					
h. Suitability of manuals/teaching materials					
i. Complementarity between training and expertise					
j. Turnover of trainees (on-the-job)					
k. Turnover of fellowship recipients					
l. Availability of qualified trainees/fellowship applicants					
m. Return of fellowship recipients to project-related positions					
Other factors and/or comments :					
B. PERSONNEL					
1. ILO/International Personnel					
a. Awareness/agreement on project objectives					
b. Awareness/agreement on strategies/plans					
c. Adherence to programme/schedules					
d. Provision/continuity of project leadership					
e. Willingness to work outside duty station					
f. Adequacy of allowances					
Other factors and/or comments :					
2. Government Personnel					
a. Awareness/agreement on project objectives					
b. Awareness/agreement on strategies/plans					
c. Adherence to programme/schedules					
d. Availability/continuity of project leadership					
e. Willingness to work outside duty station					
f. Adequacy of salaries and allowances					
g. Qualified personnel remaining in project positions					
Other factors and/or comments :					

	Not applicable	Performance vs Expectations: Negative	As anticipated	Superior	Check, if important
C. MANAGEMENT/ADMINISTRATIVE SUPPORT					
1. UNDP (UNDP-funded projects only)					
a. Support in preparing project documents/revisions					
b. Clarity/appropriateness of procedural guidelines					
c. Timely provision of project funds					
d. Response to requests for assistance					
e. Guidance on local procedural formalities					
f. Support in recruitment of local staff					
g. Support in selection of local consultants					
h. Support in obtaining supplies					
i. Support in letting sub-contracts					
j. Payment of salaries/allowances/expenses					
k. Guidance on local political/institutional situation					
l. Co-ordination with related projects					
Other factors and/or comments :					
2. ILO Headquarters					
a. Support in preparing technical parts of draft project document					
b. Support in developing technical strategy					
c. Overall adequacy of technical backstopping					
d. Support in preparing project documents/revisions					
e. Guidance/assistance on design/evaluation methodology					
f. Clarity/appropriateness of procedural guidelines					
g. Timely provision of project funds					
h. Response to requests for assistance					
i. Support in obtaining supplies					
j. Support in letting sub-contracts					
k. Payment of salaries/allowances/expenses					
l. Guidance on local political/institutional situation					
m. Co-ordination with related projects					
n. Timely recruitment of international staff					
o. Timely procurement of equipment					
p. Timely placement of fellows					
q. Co-ordination within ILO Headquarters					
r. Timely reply to administrative consultations					
s. Usefulness of replies to consultation					
t. Guidance on policies and procedures					
u. Clear assignment of project authority/responsibility					
Other factors and/or comments :					

	Not applicable	Performance vs Expectations: Negative	Performance vs Expectations: As anticipated	Performance vs Expectations: Superior	Check, if important
3. ILO Area/Regional Offices					
a. Support in preparing technical parts of draft project document					
b. Support in establishing and defining objectives					
c. Support in developing technical strategy					
d. Guidance on project background					
e. Guidance on national political/institutional situation					
f. Guidance on ILO procedures and policies					
g. Guidance/assistance on local administrative formalities					
h. Guidance/assistance on design/evaluation methodology					
i. Promotion/co-ordination of local contacts					
j. Replies to queries					
k. Support in recruitment of local staff					
l. Support in selection of local consultants					
m. Support in obtaining supplies					
n. Support in letting sub-contracts					
o. Secretarial help/support					
p. Payment of salaries/allowances/expenses					
q. Co-ordination with related projects					
Other factors and/or comments :					
4. Government					
a. Provision of physical facilities and equipment					
b. Availability of secretarial help					
c. Provision of office material/equipment					
d. Provision of transport facilities					
e. Provision of storage facilities					
f. Guidance on administrative formalities					
g. Support in undertaking administrative formalities					
h. Maintenance and repair of equipment					
Other factors and/or comments :					

	Performance vs Expectations				
	Not applicable	Negative	As anticipated	Superior	Check, if important
5. Other Participating Agencies					
a. Timely recruitment of staff					
b. Timely purchase/provision of equipment					
c. Timely placement of fellows					
d. Timely replies to administrative queries					
e. Usefulness of replies to queries					
Other factors and/or comments :					
D. EXTERNAL FACTORS					
a. Government receptiveness to change					
b. Continuity in economic/social policy					
c. Enforcement of relevant legislation					
d. Support by employers' organisations					
e. Support by workers' organisations					
f. Co-ordination among Government agencies					
Other factors and/or comments :					

III. Over-all conclusions, revisions and recommendations

1. Over-all conclusions (all projects)

On the basis of the analysis of project progress and any other factors deemed appropriate, provide a concise narrative evaluation statement.

2. Project revisions (continuing projects)[1]

In the light of the findings resulting from the analysis of project progress, identify any necessary or desirable changes in the project design.

(a) Development and immediate objectives

(i) In the light of the current circumstances, do the development and immediate objectives remain fully appropriate? If not, state revised objectives.

(ii) If any indicators or targets are no longer appropriate because of changed objective(s), or for any other reason, show previous and revised indicators.

(b) Outputs

If any outputs are no longer appropriate in view of changed objectives, experience to date or other circumstances, show previous and revised outputs.

(c) Activities

If any activities are no longer appropriate or feasible in view of changed outputs, inputs or other circumstances, show previous and revised activities.

(d) Inputs

If any inputs are no longer necessary or obtainable in view of changed circumstances or plans, show previous and revised inputs.

(e) Assumptions

If any assumptions on any of the above levels are no longer valid, how is this likely to affect the achievement of the next level? Are new assumptions to be added?

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[1] In lieu of a narrative response, you may prefer to prepare and submit a revised project document outline.

3. Actions/decisions (continuing projects)

Actions or decisions required or recommended as a result of this evaluation should be shown on the cover page under I.1, while issues resolved or decisions taken and not reflected under I.1 should be noted under I.2 (use extra page if necessary).

4. Lessons learned (terminating or completed projects)

Please provide the following information for terminating or completed projects:[1]

(a) Project planning

Given the benefit of hindsight, was it appropriate to undertake the project in the first place? On the basis of what is known now, should the project have been planned differently? If so, how?

(b) Project objectives

Comparing final project accomplishments with initial objectives, to what extent have the latter been actually achieved? Have the objectives remained basically the same throughout the project? If not, why not?

(c) Project strategy

(i) Have there been major changes in the strategy followed during the project? If so, why?

(ii) Are there any recommendations of a general nature regarding the strategy to be followed in similar projects in the future?

(d) Management

What, if any, have been the primary management problems encountered in the course of the project? What recommendations can be made to improve management of future projects?

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[1] While completion of this section is required only for terminating or completed projects, comments on continuing projects will be very much appreciated.

(e) Administrative support and backstopping

(i) What, if any, have been the primary administrative support and backstopping problems encountered in the course of the project?

(ii) What recommendations are made to ILO area/regional offices, UNDP, multi-bilateral donors, ILO headquarters or government to improve support and backstopping of future projects?

(f) External conditions

(i) Have unexpected events favoured or delayed achievement of objectives? Were these events unique or might they have been anticipated?

(ii) What particular conditions or events should be specifically considered in planning future projects of the same type or in the same area (country)?

(g) General comments

On the basis of the experience gained with the project, what factors not covered above should be kept in mind in planning future projects of this type or in the same area?

(h) Follow-up

Is any follow-up action or evaluation recommended? If so, what, how and when?

(i) Evaluation

From the project point of view, how do you assess the evaluation requirements? In retrospect, do they appear thorough or perfunctory? If an interim evaluation was carried out, did it contribute to the further development of the project?

ANNEX A

GLOSSARY OF TERMS

Activity: The action taken (training staff, preparing reports, etc.) to transform inputs (funds, training facilities, expert services) into outputs (trained staff, reports prepared, etc.). See also: Workplan.

Appraisal: The critical assessment of the relevance, feasibility and potential effectiveness of a project/programme prior to making a decision whether to undertake it.

Assumption: An external event or action which must take place, or a condition which must exist, if a project is to succeed, but over which project management has little or no control.

Beneficiary: See "Target Group".

Causal Relationship: See "Linkage".

Development (or higher-level) objective: The term characterises a programming level beyond the immediate objective; it provides the reason for the project or programme and describes the desired end towards which the project efforts of the specialised agency, the financing agency and the beneficiary country or countries are being directed. (The equivalent term "higher-level objective" is used outside the field of technical co-operation.)

Design matrix or logical framework: See "project document outline".

Effectiveness: The extent to which a project/programme is successful in achieving its objective(s).

Efficiency: The "productivity" of the implementation process - how economically inputs are converted into outputs and achievement of objective(s).

Evaluation: The process of comparing (project/programme) objectives with results, employing methods which reduce dependence on subjective judgement, in order to assess the extent to which these objectives have been or are being achieved, and to analyse the reasons for any discrepancy. Such evaluation may be interim (of continuing projects), terminal (of terminating or completed projects) or ex post (after the completion of the project or programme).

Follow-up: Actions taken or scheduled in order to utilise information gained or lessons learned from the monitoring or evaluation process.

Higher-level objective: See development objective.

Immediate objective: The change which is to be created or accomplished by the project with a view toward correcting an identified problem; the effect which the project is expected to achieve, if completed successfully and on time.

Impact: The changes produced - usually at the development objective level - in a situation as a result of a project/programme which has been undertaken; for instance, the impact of the project on the target group.

Indicator: An explicit and objectively verifiable measure - either direct or indirect (proxy) - of the achievement of an objective.

Inputs: Goods, funds, services, personnel, and other resources provided with the expectation of undertaking specific activities, producing outputs and achieving objectives.

Intended beneficiaries: See "Target group".

Linkage: The interrelationships between levels of a project design, i.e. between the means and ends. (Example: IF inputs A are provided, THEN activities B can be undertaken; IF activities B are undertaken, THEN outputs C can be produced; etc.)

Monitoring: Continuous or periodic surveillance of the physical implementation process to ensure that input deliveries, work schedules, outputs and other required actions are proceeding according to plan.

Objective: The purpose and aim of a project/programme, describing the desired state which is expected to be achieved within a given period and directed towards an identified target group or area.

Outputs: The specific products that can reasonably be expected to be produced by the project with the inputs provided and activities undertaken in order to achieve the stated objective.

Programme: A group of projects or services directed toward the attainment of specific (usually similar or related) objectives.

Project: A planned undertaking, a unit of management, designed to achieve certain specific objectives within a given budget and within a specified period of time.

Project Document Outline (sometimes also referred to as the logical framework or design matrix): A summary of project design which shows the key segments of a project and their inter-relationships as well as the expected consequences of completing each segment successfully.

Project manager/management (project "team"): The individual, group or office responsible for the supervision, day-to-day administration and implementation of a project or programme.

Relevance (Significance): The degree to which the rationale and objectives of a project/programme are, or remain, pertinent, significant and worth while in relation to the identified priority needs and concerns. (A project may be effective and efficient, yet not be relevant if it makes little or no contribution to meeting development objectives and priority needs.)

Significance: See "Relevance".

Target group (Intended beneficiaries): The specific group (underemployed, women, rural poor) for whose benefit the project or programme is undertaken; closely related to impact and relevance.

Workplan: A management tool to organise the implementation of a project's activities; it involves the scheduling of the substantive and administrative work required to transform inputs (resources) into outputs (results); see also "activities".

ANNEX B

SOME ILLUSTRATIVE ASSUMPTIONS

For the sole purpose of clarifying the concept, the following random list suggests some factors which might appear as assumptions in typical ILO technical co-operation projects. In most instances, it would still be necessary to add the reasons which lead the planner to believe that the assumption will materialise.

Attention is also drawn to the point raised at the end of Part One, step 10., to the effect that if any of the project signatories has agreed to meet certain prior obligations or prerequisites, these should not be listed under assumptions. Some of the factors listed below would thus be activities or outputs if the party mentioned were a project signatory, but assumptions if the responsibility of some third party. Thus, the first example would need to be listed under activities rather than assumptions if the Ministry of Education were the counterpart agency.

Ministry of Education develops curriculum for co-operative management training course at least three months before beginning of 1981 autumn semester.

Qualified national trainees available in sufficient numbers.

Ability of counterpart institution to compete with private industry for qualified personnel.

Availability of qualified personnel for on-the-job and fellowship training.

Retention of trained personnel in functions for which trained.

Salaries and amenities are such as to motivate professional personnel to work outside duty station.

Fellowship recipients return to assigned positions.

Co-operation of X agency obtained as agreed.

The banking system has or will develop adequate capacity to provide additional loans.

Increased production remains a government priority.

The local marketing and pricing mechanism will continue to provide incentives for increased production.

Commercial banks continue to be interested in lending to small entrepreneurs.

Needed changes in legislation will be passed in reasonable period.

Previous manpower studies were reasonably accurate.

Ministry of Labour develops national labour market information system.

Domestic pricing policies will not penalise small producers.

Prices will provide adequate incentives to small producers.

Access to markets will continue to improve for small producers.

Rate of growth of the economy is sufficient to expand rural employment opportunities.

Prices of domestic and imported inputs will increase by not more than 10 per cent per year.

Small producers will be receptive to improvements in technology.

Demonstrable improvements resulting from pilot project will lead to its propagation among producers.

The supply of credit made available to target population through institutional sources will continue to increase.

Limited effect of production increase on price per unit.

Data/statistics are reliable.

Demand for commodity_X continues at current rates.

Small producers actually seek and obtain necessary credit.

Availability of credit and technical assistance will bring about desired changes in current practices and increases in production.

Government will continue price policies, fiscal support, extension, research and other programmes in favour of sector_X.

Other donors will implement present plans for financial and technical assistance.

Desire on part of people not actually seeking employment to upgrade their standard of living.

Appropriate labour relations and labour protection laws supported by Government and approved by legislature.

Industry favours formalised training programme over current informal training practices.

The Civil Service Commission establishes improved salary structures and new personnel policies for the central and regional offices.

Relevant agencies will be willing to collaborate in the planning activities.

Ministry personnel able to establish rapport with target area population.

Ministry able to involve local government and other central government agencies in programme.

Government willing to make some potentially unpopular political decisions on basis of research findings.

Technical capacity and reputation of planning agency is likely to result in adoption of a major part of its recommendations.

No major changes in world price of raw materials.

Suitable raw materials available in adequate quantities.

WORLD BANK / INTERNATIONAL FINANCE CORPORATION Mr. Weiner ① SK ② E-1204 726 - UN

OFFICE MEMORANDUM

TO: Files DATE: March 14, 1980

FROM: Harold B. Dunkerley

SUBJECT: Discussions with International Labour Office - February 26, 1980

1. The meeting was held as a follow-up to earlier discussions between Mr. J.P. Martin (Chief, Bureau of Programming & Management) and Mr. Mervyn Weiner on possibilities of cooperation in evaluation of projects. Eight senior ILO staff representing different ILO interests in urbanization participated. 1/

2. A wide-ranging discussion on design and evaluation tended to bring out significant differences in needs and experiences in using alternative methods but may lead to further useful exchanges of ideas on objectives and techniques. The need for specific design of evaluation processes and information flows based on clearer specification of objectives as an integral part of project preparation was particularly stressed. Mr. Martin's office is at present trying to develop, and secure adoption for, a standardized approach to evaluation within ILO with accompanying procedures and formats. 2/ There is evidence of opposition within ILO to the idea of a generalized approach and the complexity of the reporting proposed. Our urban projects appear more complex than the activities for which the ILO system has been primarily designed. Needs for evaluation of progress towards objectives vary according to the stage of urban project implementation. Problems of information gathering, presentation and interpretation for urban projects require consideration in the context of modification of original design during project implementation, as well as subsequent projects. The local capacity for monitoring and evaluation, and hence the appropriate design, may vary significantly between first and subsequent projects. The fact that we had not yet reached the stage of evaluation at formal project completion--let alone tracing impacts through later years--had not been appreciated. Nevertheless, a framework for checking the steps needed has obvious attractions and in this context the ILO experience is directly relevant to further development of our own approach.

3. While work is continuing under Mr. Bhalla's direction on diaggregated methods of evaluating employment components, it became clear that this is still at a very early stage of development. The report on an initial study of the contribution to national economies of eight ILO rural industry and handicraft promotion projects 3/does not indicate any major breakthrough. Emphasis now appears to be swinging towards how to build in evaluation in the original design of such technical assistance projects.

4. The program of studies of very small-scale enterprises in developing countries is now the major focus of Mr. Bhalla's section of the ILO. With the help of a large grant from Switzerland and cooperation with local agencies,

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1/ See list of participants attached as Appendix I.

2/ The two volumes produced by Gerald Schwab on "Procedures for the Design and Evaluation of ILO Projects" are available in my office and contain many useful ideas.

3/ "Assessing Technical Cooperation: the Case of Rural Industry." International Labour Review, Vol. 117, No. 3.

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studies 1/ have been made in five French-speaking African countries leading to recommendations for further action in the case of Mali, Togo, Mauritania, and Rwanda. Follow-up missions are due to leave in about two month's time. Upper Volta and Gambia are asking for similar studies. Work is also progressing on a study in Bombay slums (separately funded) with Nigeria also interested. The Swiss authorities have recently expressed concern about possible overlap with other international agencies (? with the Bank in one country) and are interested in further bilateral promotion of SSE's as an outcome. I suggested, since the number of countries in which such ILO operations are being undertaken is small, the adoption of a type of procedure at the beginning of such ILO projects, similar to that used by the UNDP under which the Bank could express "special interest" when there appears potential for related activities, might facilitate cooperation. The ILO Statistical Service is also looking into problems of presentation of data on the informal sector. A joint UNDP/ILO mission to Guayaquil, Ecuador, to assess training requirements and to propose operational activities is at an advanced stage of preparation. We are promised draft TORs.

5. The modular training program has advanced considerably and could shortly be of considerable interest to the Bank for inclusion in components in urban and other projects. A status report is attached as Appendix II. It appears that discussions for trial applications in Kenya are now progressing well despite the earlier delays in connection with possible pilot schemes for the Dandora sites and services project. The delays and failure to keep us informed were attributed to a sequence of staff changes within this ILO program.

6. On further cooperation with the Bank in the urbanization field, it was felt that many opportunities continued to be missed. The problems of differing objectives, approaches and styles were frankly acknowledged as also the considerable attempts that had been made over the past three or four years to promote joint activities. Nevertheless, it was felt that better communication of programs and routine discussions such as this one were highly desirable. I suggested that the monthly review of the status of projects and press releases on our urbanization projects could help fill some of the gaps from our side. The ILO is developing a computer system for information on projects in the pipeline which would lead to periodic reports which they hope to send us in due course. The possibility of a "special interest" procedure for SSE's is noted above.

Attachments

cc: Messrs. Churchill, Strombom, D.Jones, D.Cook, Kahnert, Sandstrom, Sud, Madavo, Simmons (URB); Scott (LCPUR); Chittleburgh (EDC); Weiner (DGO): Mrs. Boskey (IRD); Steckhan (Paris); Tolbert (IDF); Linn (DEDRB); Sirken, Sivaramakrishnan (EDI)

HBDunkerley/pab

1/ Reports are available in my office.

APPENDIX I

February 26, 1980

Meeting with ILO

Participants

ILO

Mr. J.P. Martin (Chief, Bureau of Programming & Management) in the Chair.

Mrs. A. Beguin (Chief, Employment & Development Department)

Mr. Ajit Bhalla (Employment & Development Department)

Mr. K. Mostafavi (Vocational Training Branch)

Mr. S. Ayoub (Training Policies Branch, Training Department

Mr. G. Schwab,)
)
Mr. G.A. Gust) Program/Evaluation Branch
)
Mr. J.G. Petit)

World Bank

Mr. Harold B. Dunkerley, Senior Adviser, Urban Projects Department

March 14, 1980

Status of M.E.S. Development

1. During the First Phase 1975-mid 1978, research and development work was carried out on the design, structure and feasibility of learning materials for M.E.S., and refinement of the M.E.S. system itself. This work was carried out under the SIDA project and also using Regular Budget resources. During this research and development phase, extensive consultations took place with institutions and specialists involved in the development and design of vocational training systems and materials.

Some 3000 pages of draft learning material were developed during this research and development phase in the fields of Turning, Milling, Measuring, Reading of Drawings, Domestic and Industrial Electrical Installations, 3-Phase Motor Controls, Concrete and Shuttering, Automotive Engineering and Gas and Electric Arc Welding. These learning materials were field tested in India, Pakistan, Philippines, Surinam, Ghana, Egypt and Germany.

2. The results of these field testing activities led to the conclusion that much simpler texts should be used, and many more drawings included in the learning material. Also, that the material should be developed in small self-contained elements, each covering a specific topic. This and subsequent meetings of specialists in the field and at ILO HQ led to the publication of the paper "Modules of Employable Skill - Principles and Practices", and to the establishment of a common style and format of learning materials for M.E.S. which was given the title "The Learning Element". Each learning element has a training objective, covers a specific topic and ends with a progress check precisely matched to the training objective. The learning material is addressed to the trainee and contains all that a good instructor would say, show or demonstrate to the trainee. The whole is arranged in a sound pedagogical sequence to ensure thorough and relevant training in the topic concerned.

3. On the basis of detailed analyses, lists of learning elements were established within each of the occupational areas of Mechanical Engineering, Electrical Engineering, Building Construction and Automotive Engineering, and so-called Selection Charts were designed. These charts enable the training programme compiler to select the learning elements necessary to provide training matched to a given Job and/or Training Specification. In short, to tailor the training to precisely match employment requirements and the existing level of knowledge of the trainee.

The results of the first phase were documented and this report, entitled "Report on the Development Phase of the ILO/SIDA Research and Development Project in Vocational Training Methods and Techniques", has been printed and distributed to all field offices, CTA's, and institutions concerned.

4. Parallel with the above, an analysis of the tasks performed within standard clerical and secretarial occupations was made and this was compiled in the form of a catalogue, which is available as an official ILO publication in English, French and Spanish. Sales results are good and reprinting must be envisaged.

5. After consultations with field experts, the ITU and various manufacturers, an analysis was made of the Radio and TV Electronics field resulting in the establishment of priorities for training and lists of tasks to be performed. Learning elements are expected to be produced in this area during 1980, subject to the availability of funds.

In consultation with field experts, a first analysis on the needs and priorities in the field of Agricultural Machinery has been compiled. Further work on this is scheduled during 1980.

6. By the end of 1979 some 230 learning elements had been produced in the fields of Mechanical, Electrical and Automotive Engineering, Building Construction, and Reading Technical Drawings, for utilisation in the field. Incorporated in these learning elements are approximately 4,600 pages of text and some 11,500 illustrations.

With these learning elements now available, training programmes are being compiled for implementation in various member countries where ILO projects are operational.

7. During the last three years, Workshops have been held on M.E.S. principles and practices and the introduction of M.E.S. training programmes. These Workshops were held in Indonesia, Jordan, Kenya and Bulgaria.

8. A "Handbook on Practices" and an "In-Plant Training Manual" have been compiled, which deal with all aspects of the design and implementation of M.E.S. training programmes within undertakings. These have been printed and distributed.

A comprehensive M.E.S. handbook is presently under preparation which will cover the needs of staff training for all aspects of M.E.S. programme design and implementation. This handbook will cover the following topics:

- Determining Tasks within a Job
- Determining Task Elements within a Task
- Determining Variable Factors
- Determining Learning Elements
- Writing Learning Objectives
- Writing Progress Checks
- Writing Learning Elements
- Writing Instructors' Guides
- Writing Trainees' Guides
- Formative Evaluation of Learning Materials
- Writing Training Specifications
- Assembling a Bank of Learning Elements into a Learning Package
- Assembling Learning Packages into Modules of Employable Skill
- Analysing a Vocational Training System
- Using Self-Learning Packages
- Adapting Learning Elements for Special Conditions
- Validating Learning Materials

9. As concluded with the SIDA Technical Advisory Group on the M.E.S. development, future work will concentrate on the preparation of learning elements and their introduction into training projects and programmes. The material should be made available to developing countries as quickly, simply and cheaply as possible. For further work, beginning with the year 1980, a preliminary analysis of the number of learning elements required in different occupational areas has been made, resulting in the following estimates:

Automotive Engineering	-	1,170	learning elements
Mechanical Engineering	-	1,045	" "
Electrical Engineering	-	1,200	" "
Building Construction	-	2,860	" "

Furthermore, in 1980, preparation of learning elements will start in the field of Water Supply, Plumbing and Pipefitting, Sanitary Installation, Arc and Gas Welding and Electrical Appliances, for which expertise has already been contracted. As far as preparation of learning elements for Refrigeration (especially for Vaccine Stations) is concerned, negotiations are underway to carry out this work in collaboration with WHO and ELECTROLUX. In the field of Commercial Training, a task analysis for the occupational area for Accountancy Clerks is foreseen to be carried out also in 1980/81. Furthermore, a start on the preparation of learning elements for Agricultural Machinery and Radio/TV has to be made.

It is clear that this enormous volume of work to be done cannot be undertaken by ILO alone. First contacts/negotiations have been undertaken with UNDP and the authorities of the Federal Republic of Germany to produce learning elements in field projects and/or donor countries such as the F.R.G., but under ILO's overall technical guidance and coordination. It is also hoped that more funds might become available under the Regular Budget, thus enabling the ILO to take over the leading role in this developmental work.

It is the considered opinion of the officials in F/PROF that the M.E.S. system is gaining more and more ground and recognition as being an effective and efficient means of training.

10. It is also desirable to mention here that learning elements at different skill levels and for appropriate tasks can, and will be used in our Vocational Rehabilitation programmes.

The ILO/SIDA Regional Project for East African countries - "Skill Development for Self-Reliance" - will follow the M.E.S. concept in training activities and learning material production.

11. In the field of Commercial Training, four training packages had been produced and are at different stages of field testing and/or revision:

(i) The training package "The Layout of a Business Letter" consisting of:

- a printed story board
- an instructor's guide

- a trainee's guide with exercise material
- one sound cassette
- 58 colour slides

has been field tested in six countries, i.e. Ghana, Kenya, Sierra Leone, Sudan, United Kingdom, Zambia.

An analysis of the results of field testing is under preparation. Subsequent revision and selling is foreseen.

(ii) The training packages "Telephone Techniques", "Filing" and "Duplicating" consisting each of:

- an instructor's manual
- colour slides
- OHP transparencies
- master cards for exercise purposes and handout material
- two sound cassettes for telephone techniques,

is being tested in nine countries, i.e. Botswana, Cameroun, Ghana, Kenya, Namibia (UNIN), Nigeria, Sierra Leone, Sudan, Zambia.

The results of field testing will be incorporated in a revised version of these three packages, which are also intended for sale.

ABRIDGED INFORMATION ON WORLDWIDE INTEREST IN MODULES OF EMPLOYABLE SKILL

An article appeared in the German periodical "THE VOCATIONAL SCHOOL", Hannover, describing the M.E.S. scheme as a means of improving training conditions particularly in developing countries. This article raised considerable attention throughout the world; additional details were immediately requested, among others by the following institutions, agencies, ministries:

FACULTY OF BUSINESS ADMINISTRATION AND COMMERCE of the Alberta University, Canada; the Department of EDUCATION, Government of the Northwest Territories, Canada;

NATIONAL MANPOWER AND YOUTH COUNCIL, Philippines, with a proposal to support a pilot project embodying the new system;

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY, Ottawa, Candada;

NATIONAL EDUCATIONAL MEDIA, Inc., California, U.S.A.

DATAGRAPHIC Inc., Pennsylvania, U.S.A.;

METAL TRADES, Paris, France;

The Minister of EMPLOYMENT AND SOCIAL INSURANCE, Cameroon.

The GOVERNMENT OF GABON showed keen interest in adopting the M.E.S. methodology upon availability of supporting learning materials.

The initial general interest shown proved to be fully motivated and led to the establishment of continued exchange of views, negotiation of projects and organisation of meetings, as below:

- Information about M.E.S. learning materials will be included in a permanent U.N.E.S.C.O. display. This organisation was ready to give ILO free access to their illustration bank, guidelines and training materials, ILO reciprocating the services.

- I.B.R.D., in relation with an appraisal procedure in PAKISTAN, stated their "full support to the concept of flexibility and the use of Modules of Employable Skill". They would be interested in using M.E.S. material in their sites and services and also upgrading projects for training purposes.

- In BANGLADESH, an I.B.R.D. appraisal report indicated that the Ministry of Manpower planned to introduce an accelerated modular training programme at all T.T.C.s.

- U.N. TRAINING AND EXAMINATION SERVICE were interested in the M.E.S. approach to clerical and commercial training. A comprehensive catalogue of tasks and their related skills for clerical and secretarial occupations was readily available to form the basis for curriculum development and preparation of M.E.S. learning materials in this occupational area.

- W.H.O., in a meeting organised to acquaint their officials with the M.E.S. methodology, acknowledged the value for their organisation of the M.E.S. approach, in particular in respect of the training problems connected with the Water Development Decade, the programme in Vector Biology and the Immunisation programme.

- The same appreciation was expressed by U.N.I.C.E.F., W.E.P., F.A.O. and U.N.E.P., who agreed that the ILO play a leading role in training to effectively control pollution and energy preservation.

- THE FINNISH AID ASSOCIATION, involved in the setting up of a training centre Taiz, YEMEN ARAB REPUBLIC, was prepared to field test learning materials in the electrical field.

- A Belgian private firm (DE MEYER.ZELZATE, Gent) was interested in field testing building construction M.E.S. materials in one of their projects in ALGERIA and ensure the translation into French.

- The BELGIAN FUND FOR BUILDING CONSTRUCTION TRAINING was ready to order available learning materials and suggested including their list in the international catalogue edited by the INTERNATIONAL FEDERATION OF BUILDING CONSTRUCTION CONTRACTORS.

- Representatives of the German firms listed below visited ILO Headquarters to obtain detailed information on the M.E.S. training system. They would acquire software and/or join ILO in the production of learning materials for application in developing countries, and also for the inland market:

  VOLKSWAGEN (Kassel); SIEMENS A.G. (Munich); Philipp HOLZMANN A.G., Building and Construction; Fried. KRUPP GmbH (Düsseldorf); ELBAG, Electrical and Electronic Equipment manufacturers (Weisel); P. GRIES GmbH and Co., Building Construction (Lahnstein), DORNIER (Ludwigshafen), LIEBHERR (Biberach), the GERMAN CONFEDERATION OF INDUSTRIES (B.D.I.), Working Group for Developing Countries (Köln).

- Particular interest was shown by the GERMAN AGENCY FOR TECHNICAL CO-OPERATION (G.T.Z.) (Eschborn), which granted financial support for the development of M.E.S. learning materials in the field of automotive occupations.

- The University of KASSEL (Federal Republic of Germany) undertook a theoretical study of the M.E.S. concept as compared with the traditional VT system and concluded by recognising its interest for developing countries.

- The IRISH INDUSTRAIL TRAINING AUTORITY (AnCO) was impressed with the progress made so far in M.E.S. development and anticipated success in field trials.

- The INDUSTRIAL TRAINING RESEARCH UNIT of the U.K. Training Services Agency (Cambridge) found the M.E.S. material of obvious relevance to industrial development in developing countries.

- The INDUSTRIAL TRAINING BOARD of Singapore requested M.E.S. materials for their training institutions.

- The STAMFORD GROUP OF COLLEGES (Singapore and Malaysia) was greatly impressed by the methodology adopted in presenting the learning elements and considered it to be of great appeal to students from developing countries.

- THE CENTRAL STAFF TRAINING AND RESEARCH INSTITUTE, Calcutta, disseminated widely information on the M.E.S. system and engaged in the production of teaching materials.

- The Rural Project Agency of the MINISTRY OF PUBLIC WORKS AND HOUSING, of Ethiopia, was eager to obtain available M.E.S. sets in the field of building construction and to undertake the translation into Amharic.

- Officials of the BRAZILIAN TRAINING AUTHORITY (S.E.N.A.I.) offered to start translating M.E.S. materials into Portuguese.

- In the DOMINICAN REPUBLIC, in accordance with the adopted legislation, the INFOTEP (Vocational Training Institute) will introduce the M.E.S. methodology.

- The COSTA RICA National Training Institution I.N.A. were interested in confronting the advanced modular training system developed by themselves with the M.E.S. scheme.

- An Educational Officer of the BRITISH CONSTRUCTION INDUSTRY TRAINING BOARD had discussions with the ILO specialist in Building Construction regarding the possibility of solving their training problems by adopting the M.E.S. training system.

- The governments, employers and workers' representatives of the ILO TRIPARTITE BUILDING, CIVIL ENGINEERING AND PUBLIC WORKS COMMITTEE were unanimously very favourable towards the presentation of the M.E.S. scheme and prototype materials; they requested, in the Conclusions and Recommendations of the Meeting, to strive forward in the further development of the modular approach to training.

- At a meeting of the Technical Committee of CINTERFOR, Montevideo, it was suggested that the adaptation for LATIN AMERICAN countries of the CINTERFOR basic collections to the M.E.S. system approach be studied.

- In addition, the ILO regional VT institutions, ARSDEP for ASIA and CIARDFOR for AFRICA, were expected to play an active role in the promotion, development and implementation of M.E.S. training. CIARDFOR proposed to translate M.E.S. learning elements into French as they become available.

- Field testing and/or pilot application of M.E.S. has been or is taking place in the following countries:

  BANGLADESH, BRAZIL, BULGARIA, CYPRUS, EGYPT, INDONESIA, IRAN, JORDAN, KENYA, MALAYSIA, PAKISTAN, PHILIPPINES, QATAR, SANTA LUCIA, SYRIA, UGANDA.

- The GAMBIA National Vocational Training Act (1979) specifies that the national training programmes will consist of "practical and theoretical self-contained units (Modules of Employable Skill"".

- The SWEDISH INTERNATIONAL DEVELOPMENT AUTHORITY (S.I.D.A.) was the first sponsoring agency in 1974 which supported the ILO Vocational Training Branch in its research and development project in Vocational Training Methods and Techniques. Exchange of experience was then also initiated more systematically with advanced countries and contacts established with national authorities and organisations in Ireland, Sweden, U.K. and Germany.

- The FEDERAL REPUBLIC OF GERMANY (FRG) gave its financial support in 1976 to an ILO executed project in EGYPT for the Introduction of Modern Training Techniques for Vocational Training applying M.E.S. This project was mainly concerned with the building construction industry, the textile industry and the mechanical industries.

- Additional support to the realisation of national building construction objectives of the Egyptian NationalTraining Organisation of the Ministry of Development and New Communities is under consideration.

- Negotiations with donors are in course for the development of M.E.S. learning elements in the field of commercial and secretarial training, as well as in the field of agricultural machinery.

- U.N.D.P. supported the holding in Nairobi, KENYA, of an inter-regional seminar on Vocational Training Systems Design and application of M.E.S.

- Another sub-regional Vocational Training System Workshop was organised under R.B.T.C. in Amman, JORDAN, for national Vocational Training directors and ILO experts of the region to review the prospects of M.E.S. development and application in JORDAN, IRAN, BAHRAIN, KUWAIT, QATAR, YEMEN ARAB REPUBLIC and EGYPT. Streamlining action to facilitate experimental work and preparation for implementation was recommended. As a direct result of this meeting, a paper on "M.E.S. Principles and Practices" was issued.

- The government of SWITZERLAND had accepted to finance an Asian regional seminar on M.E.S. which was held in Jakarta, INDONESIA, for the purpose of introducing the M.E.S. concept to a number of countries in Asia, as well as orienting and informing senior Vocational Training Specialists of latest developments. Notes collected on the conclusions of this meeting were issued in the form of a "Handbook on Practices" for the purpose of standardising the M.E.S. approach internationally.

- A substantial article on the M.E.S. methodology and its field-testing in Asia appeared in the November 1979 issue of the SWISS REVIEW OF VOCATIONAL EDUCATION.

- Further financial assistance was granted by the government of SWITZERLAND for the organisation of a follow-up technical meeting on M.E.S. implementation in the Asian region. The meeting, which will be hosted by the government of the PHILIPPINES, will look into the possibility of establishing uniform criteria for skill standards and certification at both national and regional levels and organise the exchange of Asian M.E.S. specialists within the region, in conformity with the T.C.D.C. (Technical Co-operation between Developing Countries) concept.

- An invitation was extended to the ILO by KODIS (Winterthur), Swiss Centre concerned with the co-ordination, documentation and information for vocational training in developing countries, to make a formal presentation of the M.E.S. system, more specifically of the design and production of learning elements, at their next general meeting, wholly dedicated to M.E.S.

- The AUSTRALIAN DEPARTMENT OF INDUSTRIAL RELATIONS (Melbourne), the SWISS FOUNDATION FOR TECHNICAL ASSISTANCE (Zürich), the U.S. DEPARTMENT OF LABOUR (Office of Foreign Financed Programs) (Washington), enquired about the availability of M.E.S. learning materials for immediate application.

- A group of VT officials from the MINISTRY OF LABOUR, JAPAN, were introduced to the system and showed keen interest in its practical application, as well as to the preparation of the learning elements.

- Further practical implementation of M.E.S. in EGYPT was discussed with visiting senior officials of (a) the MINISTRY OF INDUSTRIES and (b) the MINISTRY OF SOCIAL AFFAIRS, and the holding of a training workshop for both ministries was recommended.

- The CARITAS CONTINUING AND ADULT EDUCATION SERVICE, (Hong Kong) expressed appreciation for the presentation of the M.E.S. system and suggested their active participation in the application of the scheme.

- Researchers from DARMSTADT (F.R. Germany) and LINZ (Austria) universities, preparing thesis on training methodologies, choose to dwell upon the M.E.S. concept; they visited ILO Headquarters and carried out extensive discussions with M.E.S. specialists on the subject.

F/PROF
December 1979

16.10

ILO

March 14, 1978

Mr. Gerald Schwab
Evaluation Officer
Bureau of Programme
Budgeting and Management
International Labour Office
CH-1211 Geneva 22
Switzerland

Dear Mr. Schwab:

Thank you for your letter of March 7 and the attached draft report. You may expect to receive comments on your draft in due course.

I enclose for your information a copy of the Annual Review of Project Performance Audit Results that you asked for, and also a copy of the Standards and Procedures pamphlet governing the evaluation function in the Bank, for background information. Any comments you or your associates may have on either of these documents would be most welcome.

Sincerely yours,

Mervyn L. Weiner
Director-General
Operations Evaluation

cc: with cc: incoming letter to Mr. Kapur: Mrs. Boskey

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INTERNATIONAL LABOUR OFFICE
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Réf. BIT/ILO nº PROG/PC 11-2

Votre réf. nº

Mr. Mervin Weiner,
Director General,
Operations Evaluation Department,
IBRD,
1818 H Street, N.W.,
WASHINGTON, D.C. 20433
(USA)

- 7 MAR 1978

Dear Mr. Weiner,

According to a press release received by this office, the Bank has recently published its "Annual Review of Project Performance Audit Results". Judging from the information contained in the release, the Report would be of considerable interest to us, both in terms of the methodology employed and the findings. It would therefore be greatly appreciated if we could receive a copy.

The arrival of the press release reminded me that not too long ago, a World Bank consultant whose name I regrettably am unable to recall, urged me to forward to your attention a copy of a paper which was in preparation at the time. The first draft of the document in question, Procedures for the Design and Evaluation of ILO Projects, has in the meantime been completed and is currently being circulated within the Organisation for comments in anticipation of revision and (hopefully) subsequent adoption by the ILO. A copy is enclosed.

It would be very much appreciated if you, or any members of your staff, would care to let us have the benefit of your comments regarding any part of the enclosed draft.

Sincerely yours,

Gerald Schwab
Evaluation Officer
Bureau of Programme
Budgeting and Management

Konnie Schaefer
ILO
file
Evaluation - ILO

Distribution:

Director-General
Members of the Management
Activities Board
Chiefs of Technical Departments,
Bureaux and Division

PROG/MAB.75/M.5/2
30.7.75

MANAGEMENT ACTIVITIES BOARD

Project Evaluation in the ILO: Some Preliminary Proposals

Note by PROGRAM

Introduction

1. The purpose of this paper is to seek an endorsement of the project evaluation concept and the associated proposals for the development and introduction of an evaluation procedure as part of ILO activities.

2. There is an apparent need for evaluation in the ILO. Today, one cannot point with confidence to the difference, if any, that most ILO technical assistance projects have made in the lives of the intended beneficiaries. It has not been established that one approach has been more effective than another in reducing poverty, providing quality training, improving conditions of work or enhancing employability. Lack of a solid information base about the performance of past and present projects poses severe limitations on the ILO's ability to map out sound future projects which reflect the lessons learned and the experience gained.

3. There is a decline of UNDP projects in the ILO. The reasons for this decline are not clear. But it is reasonable to assume that the lack of project evaluation may have been a causative factor. The UNDP or host governments may have concluded, probably on the basis of inconclusive information, that certain ILO projects did not meet their intended objectives, and decided to discontinue or not renew their support. If in fact such judgements were made, the availability of

an evaluation procedure may have contributed to a more informed decision-making process. Since, evaluation is designed to assist decision makers to obtain reasonably objective information about projects and programmes in a regular fashion so that lessons learned can be applied to current planning decisions or to future operations.

4. Given the apparent need for evaluation, this paper attempts to, first, review the background and justification for evaluation in the ILO. Secondly, to present a brief description and definition of the scope and approach of evaluation. Thirdly, to suggest some specific steps for implementation and present an initial plan of action. Lastly, to outline some functional responsibilities which illustrate the need and extent of Office-wide involvement in evaluation

I. Background

A. The recognition of the need for evaluation

5. In recent years, the ILO, its sister agencies within the UN system as well as governmental and non-governmental organisations have come to recognise both the need for and the value of evaluation and have begun to re-assess their thinking on the subject, their approach to it and the purposes they can make it serve. Some ten years ago, for example, the Economic and Social Council endorsed the establishment of an Inter-Agency Study Group on Evaluation by the Administrative Committee on Co-ordination[1], in which the ILO has participated throughout. Among its tasks, the study group was to "examine and recommend measures ... [for the] inclusion and strengthening of 'built-in' evaluation procedures as part of project and programme management"[2]; some of its work has already been embodied in the UNDP procedures for project evaluation.

6. The UNDP guidelines[3] for evaluation, which were instituted in the early 1970s, seek to make explicit what evaluation sets out to

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[1] Economic and Social Council Resolution 1151 (XLI) Part I, para.2.

[2] Draft Terms of Reference for the Study Group, page 1.

[3] UNDP Operational and Financial Manual, Chapter VI "Project Monitoring, Review and Reporting" (New York, 17 September 1973), Annex I, page 1.

accomplish: (i) to determine how adequately the project's immediate purposes are being attained and its effectiveness in helping the government to achieve the relevant sectoral and/or national development objectives; (ii) to identify the factors which may have facilitated or deterred the achievement of the project's immediate purposes and ultimate objectives; and (iii) to make recommendations for future action." The guidelines also specify the format to be followed and the types of information necessary for completing each section and sub-section of the project evaluation report. The extent to which the ILO follows these guidelines will be touched upon in the next section. Suffice it to say, at this time, that the unstructured nature of the UNDP guidelines make a systematic approach to evaluation difficult.

7. Long before the introduction of UNDP evaluation guidelines the ILO recognised the need for project evaluation. The International Labour Conference, at its Fifty-First Session (June 1967), "unanimously adopted a resolution and conclusions ... which inter alia emphasised (a) the need for a selective approach in evaluation without devoting to the latter resources out of proportion to its objectives, and (b) the usefulness of allocating part of the credits for selected projects to a more systematic evaluation of their objectives, their implementation, and the results achieved."[1]

8. More recently, while no specific mention was made of evaluation in re-organisation Circular 2/62, certain technical departments were convinced enough of its value to specifically note their requirements for "evaluation of progress", "post-project evaluation" and "follow-up" in draft circulars written in response to ILO Circular 3/9 which requested "each department, bureau and division ... [to set forth its] terms of reference and responsibilities."[2]

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[1] Administrative Committee on Co-ordination, COORDINATION/R648, 13 March 1968, page 4, para. 16. See also: ILO, Resolutions Adopted by the International Labour Conference at its 51st Session, Geneva, 1976, page 15, paras. 18-20.

[2] ILO Circular 3/9 Organisational Structure, 5.2.75, para. 3.

B. Evaluation in the ILO

9. In keeping with the various commitments, the ILO has "evaluated" in a general way. There have been the in-depth reviews, the Review and Evaluation reports of the Regional Advisory Committees and project evaluation missions; furthermore, in December of this year there will also be the first tripartite evaluation mission (to Ghana) which is to be appointed by the Governing Body in connection with the African Advisory Committee. Yet, despite these "evaluation" activities, it is difficult to identify any one "evaluation" report which would withstand rigorous analysis by skilled evaluators. This is not to say that the intrinsic value of these reports is questionable, but that they do not represent an objective and informative evaluation exercise.

10. A review of the present "state of the art" of evaluation in the Office has been conducted by PROGRAM for the purpose of this paper. It revealed that even with the UNDP guidelines for evaluation there was a wide gap between what has been broadly espoused on paper and what was actually taking place in practice. There were no identifications of causative factors nor any measures of project effectiveness as suggested by the guidelines (see discussion in previous section). It should be pointed out, however, that although the UNDP reporting guidelines call for "clarity and precision in the description of project purposes, clarity and comprehensiveness in the enumeration of project activities..." and "specification of the scope of the targets to be attained"[1], such directives alone are unlikely to sufficiently reduce the propensity to present vague expressions of expectations or intended results. The excessively unstructured nature of the UNDP methodology does not appear to provide an instrument that would influence or compel those associated with project design and evaluation to frame target statements in precise, readily verifiable terms.

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[1] UNDP Operational and Financial Manual, op.cit., Chapter VI, Annex II, pages 1-7.

11. Practice begins to digress from policy at the very point where the aims or objectives - be they long-range or immediate - of the project are defined. The PROGRAM review found that the objectives in the sample of projects examined, for instance, were so hazy and ambiguous with no indicators of success (either at various designated points in the life of the project or at its termination) that it would either be extremely expensive or well nigh impossible to evaluate "progress" in the true sense of the word.

12. The point is obvious: if there are neither clear, precise objectives nor indicators of the progress that is to be reached at various points during the life of the project and at its conclusion, if the evaluator is unable to determine what the situation was at the beginning of the project and what was to have been accomplished by that point in time, there is little tnagible information which may be used in an assessment of the project apart from the proverbial "gut" feeling that things are going well or not. What happens all the same in the ILO, as well as in other agencies, is that "evaluation" missions are, nevertheless, organised, even though the project manager is the sole individual capable of evaluating, since it is only he who can rightly claim to know the real situation. It is also obvious that the project manager is the one who is most deeply involved in the life of the project and perhaps at the same time the one who is least likely to be able to evaluate objectively - that is, unless the indicators he has to report on have been clearly established beforehand.

13. In the absence, then, of quantitative and qualitative indicators to report on, "management control procedures ... provide the essentials of evaluation."[1] That is to say, the systematic reporting and inspection visits noted earlier concentrate rather on the delivery and effectiveness of what technicians call the project inputs: the experts to be recruited, the kind of equipment to be delivered and the time-frame, the fellowships to be administered. There is, of course, a place for such details in this report; it is simply not to be mistaken for evaluation.

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[1] Economic and Social Council Official Records, Annexes, Agenda item 12, Document No. E/4338, page 18, para. 62.

14. It is true that project managers are also required to include in their progress reports "details of the work done during the period under review, the problems encountered and the current state of development, plans for implementation during the next reporting period, an account of consultations with responsible authorities, etc."[1] Here, too, however, the details of project management should not be confused with the evaluation of the effects and progress of the same project. They should be viewed only as an input into the evaluation process.

15. From the foregoing discussion it is apparent that so much emphasis has been put on evaluation that the term has become an "elastic word that stretches to cover judgements of many kinds."[2] For example, there seems to be a divergence of opinions regarding the conceptual and definitial differentiations between inspection and evaluation. Although the two are intimately related, there are clear and necessary differences between inspection procedures and evaluation.

C. Inspection versus evaluation

16. Inspection is overseeing the decision-making process in project implementation to assure that actions and decisions represent the mutual agreement of the host country, ILO and UNDP (or other donors) and that project inputs are properly utilised and actions are occurring in the planned frame. Consequently, the aim of inspection is to correct any apparent deficiencies in implementation and operational procedures, among others: (a) the timely delivery and supply of equipment; (b) the placement of experts; (c) the availability of appropriate field facilities; (d) encouraging co-operation from host governments; and (e) assure the timely flow of evaluative information from the field to the relevant offices as prescribed and formulated by the ILO evaluation procedures.

17. Evaluation has three major analytical components: (a) the assessment of effort (inputs); (b) the assessment of effectiveness (including outputs); and (c) the assessment of project or programme

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[1] Economic and Social Council Official Records, Annexes, Agenda item 12, Document No. /4338, page 18, para. 63.

[2] Carol Weiss, Evaluation Research (N.J. Inglewood Press, Prentice Hall, 1972), page 1.

impact. Inspection is in effect the measurement of effort, that is, an assessment of input (workload) without regard to output. Effectiveness, on the other hand, measures the results of effort rather than the effort itself - it requires a clear statement of objectives. Finally, project impact measures the extent to which effective performance is adequate to meet the stipulated needs of the intended beneficiaries.

18. Clearly, inspection is an integral part of the evaluation process and the effectiveness with which it is carried out bears directly on the efficacy of the evaluation exercise. The mixing of the concepts of evaluation and inspection is understandable in that they are so closely related. It is expected, however, that the foregoing and the discussion that follows will assist in formulating the terms of reference for the inspection function in a way which will complement the evaluation procedure and thus yield a valuable management tool for ILO's decision-making process.

II. Evaluation: Its scope and approach

19. Evaluation is a necessary foundation for effective implementation and judicious modification of our existing technical assistance projects. It provides the information we require to strengthen weak projects, fully support effective projects and implement changes in those which simply are not fulfilling the intended objectives. The focus of evaluation is to improve project design, operations and results - to accomplish meaningful change - by reducing the risk inherent in programme or project decisions.

20. Evaluations exist to facilitate intelligent decision making. The most common decision questions are "How good is the project?", "What effects are we having?", "Is the project working as we expected?", "What lessons can we learn from the success or failure of certain projects and how can these lessons be applied to other projects?" In order to provide answers to these questions, we expect an evaluation process to be characterised by the words "analytic", "realistic", "significant" and "operational".

21. Analytic - The evaluation should summarise quantitative and qualitative data about the project, but must go beyond the presentation of data - it has to relate this data to the objectives of a project and to recommend corrective action, if necessary. The recommendations must be supported by objectively developed data placed in an appropriate time frame. Causal relationships must be specified so that the linkages between project operations, indicators and results are unmistakable.

22. Realistic - Recommendations must be acceptable to those who must implement them and within the capacity of anticipated resources. This means that when project changes are required, they must be dealt with in a pragmatic manner and tested against the resources available for their effective execution.

23. Significant - The evaluation should focus on major problems and the evaluation results should establish the significance attached to each recommendation. In essence, this means that the impact of each recommendation or alternative must be defined so that responsible personnel have a reliable basis for determining its urgency.

24. Operational - The evaluation results should be stated clearly and concisely and be formulated in such a way that they lead to action. Where alternative solutions to a problem are presented for choice, they should be accompanied with appropriate analyses (cost/benefit, etc.) or other qualifying information so that the bases for choice are understandable.

A. Scope

25. The nature of any evaluation is influenced by the purpose for which the evaluation is undertaken, i.e. the decision(s) which administrators must take and the information requirements which the evaluation must supply. While evaluation can vary according to the purpose for which it was intended, it is safe to assert that the primary concern of evaluation to the ILO should be with project impact, project management and project environment.

1. Project Impact

26. This is the essence of the evaluation system: How well does the project meet its assigned objectives? How is success measured? Are costs commensurate with benefits? Do the assigned objectives continue to be relevant and necewsary in view of changed operational conditions? Ideally, it may be possible to determine the project's impact by means of previously defined, articulated objectives toward which the activity has been directed since inception, using indicators identified within a systematic framework and regularly reported. In practice, progress in this area is likely to run up against the problem of inadequate definition of objectives (see section on ILO evaluation), lack of evaluative information and an absence of evaluation considerations when projects are planned. If this is the case, distinctions may have to be made between the stated and implied objectives of ILO and those of the host country or other interested parties. In some cases of confused, conflicting or unrealistic objectives, it may be desirable to guide the evaluation activity to defining new objectives toward which the project can be specifically directed and expected to accomplish. It is believed that many of our ongoing technical assistance projects may require such a review.

2. Project Management[1]

27. Meaningful improvement in project impact can result only from identifying the controllable sources of project strength and weakness. Project management capability can be viewed under three headings:

(a) Policy and Project - are the policies under which the project operates conducive to effective impact? Or inhibitory, conflicting or otherwise limiting? Does the planning phase reflect realistic and achievable project objectives? Is there mutual understanding between ILO and host country project operators and administrators as to the targets to be achieved?

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[1] Project management is a typical example of the interrelationship between evaluation and inspection. Duplication in effort will have to be avoided by introducing appropriate administrative procedures.

(b) Implementation - do operating procedures, methods and resources lead to the effective and efficient accomplishment of project objectives?

(c) Information System[1] - is project data of adequate quality and relevance available in an appropriate format to allow project managers to take timely action? Or to permit effective evaluating of progress?

3. Project Environment

28. Conditions beyond control of project management, i.e. national or international economic or political conditions or a drastic turn of events in other field conditions, may have as much effect on project impact as the controllable factors. The stimulatory or inhibitory effects of the environmental conditions must be considered in arriving at any conclusions about the project's performance or likely future course.

B. A suggested approach to evaluation

29. At first glance, the scope of evaluation described in section A above may appear too cumbersome and costly for examination of the ILO's technical assistance projects. In fact, the format allows the widest latitude in the degree of sophistication and analysis applied to the collection of data, and the examination of causative linkages. It is quite feasible to develop an evaluation process which is simple, easy to comprehend and pragmatic in its scope. The amount of additional work imposed on project managers is likely to be minimal since some existing work will be displaced, in particular as compared to the present system of field progress reports which require a disproportionate effort on the part of project personnel and yield very little evaluative purpose.

30. The ILO's evaluation procedure will need to be extremely flexible. The broad variety of projects in a variety of programmes require an evaluation procedure which can be readily applied without

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[1] The establishment of such a system is currently under consideration.

extensive modifications. The general framework of the potential ILO evaluation procedure may be stated as follows:

(1) A procedure would be developed which would ensure that evaluation begins when project planning is initiated, for instance in the country programming procedures. This entails that project staff (both headquarters and the field) in consultation with UNDP, host government, and other donors, lay out a project design, including a specific hierarchy of objectives, progress indicators and assumptions about necessary conditions for accomplishing project objectives. This will, in effect, set the stage for the evaluation.

(2) A procedure would be developed to ensure that selected projects are evaluated at periodic intervals in the course of the project's life. This may be referred to as a "recursive" evaluation procedure or, as Michael Scriven[1] suggests, "formative" evaluation. It would be undertaken by chiefs of technical departments, project managers, UNDP and host government personnel, with a view to providing management with the necessary information for corrective action and for improving results of ongoing activities. The task is to look at objective data about the delivery of project inputs progress towards the production of project outputs, and whether this progress is making a significant contribution, as planned, to the achievement of project objectives. To facilitate "recursive" evaluations, regular and systematic information flows would be established between the field operation, headquarters personnel and the regional office.

(3) A procedure would be developed to establish periodic evaluation review sessions at the local level. The purpose of these meetings would be to undertake an interactive review among interested and responsible parties of the "recursive" project evaluations and to

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[1] Michael Scriven: "The methodology of evaluation" in Perspective Curriculum Evaluation, ed. Ralph W. Tyler, Robert M. Gagné and Michael Scriven, AERA Monograph Series on Curriculum Evaluation, No. 1 (Chicago, Rand McNally and Co., 1967), pages 39-83.

reach conclusions with respect to recommended actions by the evaluation findings. The desired approach in the review is a collaborative effort rather than a judicial inquiry. The attendance at evaluation review sessions will be based on the existing tripartite practice in which host government, ILO and UNDP or donor take an active part. It will be undertaken by the three parties through their own staff available in the country. Personnel from ILO or UNDP headquarters or consultants which may be selected will participate when the "recursive" evaluation review requires additional expertise or the more objective judgements of outside persons.

(4) Subject to the availability of resources either from UNDP or other donors, a final summary report of selected projects will be prepared by a special evaluation mission comprised totally or in part of officials and consultants who have not been involved directly with project formulation and implementation. The summary report is conceived as a low-cost by-product of the evaluation process and would be designed to provide concise information regarding lessons to be learned for the design of projects of similar types.

31. This general four-step evaluation process reflects only an initial approach.[1] The presentation of a detailed procedure must await further investigation of the scope for developing ILO's evaluation procedure including a review of the practices in other international agencies. Nevertheless, immediate action toward the establishment of an ILO evaluation procedure could be undertaken, as proposed in the following section.

III. Proposed Plan of Action

32. The following steps towards the development of an evaluation procedure in the ILO are preliminary in nature and require amplification prior to the initiation of activities. In fact, it is expected

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[1] The procedures and steps would probably vary according to the nature and size of the project. For instance, a small project consisting of a few expert man-months, or consisting essentially of the provision of equipment, would almost certainly not be subjected to the same type or degree of evaluation as large-scale, long-term projects. In general, it is expected that the ILO procedures of selecting projects for evaluation would dovetail those suggested by the UNDP.

that a detailed evaluation work plan will be prepared on the basis of the actions proposed below, many of which could be carried out concurrently.

(1) Good evaluation requires widespread involvement. Thus, it is proposed to organise an evaluation methodology seminar to which all concerned areas of the ILO would be invited to attend. The seminar will be conducted by experts in the field of evaluation and who are currently carrying out evaluation activities in various international organisations.[1] Programme managers and others involved in the technical assistance activities in the ILO may see evaluation as a disruptive and "risky" investigation which may fail to grasp the content and specific technical aspects of the programme or which may be taken out of context. The seminar is likely to be an effective means of sensitising officials to the need and purpose of evaluation. It will highlight the many advantages and gains that project managers and others can obtain from programme evaluation and project rating - the former to help them identify successful approaches and the latter to help them identify successful local projects.

(2) Survey the experiences of other international organisations with evaluation studies and draw from their strengths and weaknesses in developing ILO's evaluation procedure.

(3) Develop and introduce a system of objectively verifiable indicators into new ILO projects, to facilitate measures of progress towards project objectives. It is imperative that during the project formulation stage objectives be examined and a "built-in" evaluation procedure be incorporated, as the International Labour Conference requested us to do in 1967.

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[1] A similar seminar on evaluation was sponsored by OECD in June 1973 in Amsterdam. The participants were delegates from international aid-giving agencies in 15 countries and 6 international organisations, among them IBRD, UNDP, UNIDO, UNESCO, IADB and ADB. For a description of the seminar's deliberations, see OECD: Aid Evaluation: The experience of members of the Development Assistance Committee and of international organisations (Paris, OECD, 1975).

(4) Select a few representative ongoing technical assistance projects for immediate evaluation. Based upon this initial evaluation attempt and the experiences derived therefrom, the development of a permanent evaluation procedure for ILO will follow.

(5) Develop technical skills in evaluation (by means of workshops) and provide technical advice to departments within the ILO for their own evaluation effort. The ultimate objective being that the "recursive" evaluation will be carried out by programme/project managers with periodic assistance from a central evaluation staff.

(6) Develop a permanent evaluation system including a structured procedure to obtain data that is both relevant and specific.

33. The frst three proposed action steps can be performed in a relatively short period of time and results may be obtained quickly. It is estimated that within a six months period all three activities can be completed. The remaining action steps will undoubtedly take longer, however, the framework for an evaluation procedure will have been introduced through the activities proposed in step 3 and, shortly thereafter, through the activities in step 4. The speed with which the final evaluation procedure is developed and introduced into ILO's activities depends to a large extent on the available resources and perhaps more importantly on the co-operation of the technical departments and the encouragement received from ILO's manager.

IV. Proposed functional responsibilities

34. Responsibility for evaluation should be placed at a level appropriate to the decisions it is designed to assist, and reflect the conviction that learning from experience needs to be treated not as an end in itself but as one element of the planning cycle. Evaluation is and must be understood to be, first and foremost a responsibility of managers at all levels - the project manager, chief of headquarters departments, directors of offices in the field. They would, for instance, be principally responsible for steps (1) to (3) in

the procedure suggested in paragraph 30 above. In addition, it would seem necessary to designate a unit in the Office which would have central responsibility for developing and adopting evaluation procedures and for advising, guiding and monitoring the application of those procedures, and analysing the results. Specifically, the responsibilities of such a central unit might be:

(1) Arranging for the conduct of final project evaluation, i.e. step (4) of paragraph 30 above. The major responsibility for "recursive" evaluation and alternative programme strategies should rest with the technical departments' chiefs, project managers (chief technical advisers) and the tripartite system of review described earlier, because these are the parties who know the project and have control over input and process variables.

(2) Assisting programme managers in defining project objectives and in determining for which of these objectives suitable progress measures can be developed.

(3) Approving the design of all evaluation studies undertaken by the ILO.

(4) Ensuring and requesting that project proposals emerging from the various departments contain a planned evaluation element in them.

(5) Participating on request in "recursive" evaluation activities.

(6) Disseminating significant results of evaluation studies to department chiefs, ILO management and the relevant Governing Body committees as required.

(7) Co-ordinating and assisting project-level officials in developing appropriate evaluation skills.

(8) In collaboration with COORD, assisting in identifying the need for special inspection missions to the field to rectify "problem" areas and keeping informed of action taken thereafter.

(9) Developing appropriate forms for use in the evaluation procedure and maintaining a follow-up system of resulting recommendations.

(10) In collaboration with COORD, developing and establishing formal systems to disseminate "recursive" evaluation results through

printed materials, briefings and direct means to regional offices, programme managers, UNDP, host government counterparts and other relevant parties.

35. These responsibilities might best be located in PROGRAM in view of its mandate for programme planning and evaluation in general and for management audit. However, their precise location and the resource requirements should be determined in the light of the studies and other action proposed in paragraphs 32-33 above.

FORM NO. 249
(10–74)

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Réf. n° PROG/PC 11

Mr. Christopher Willoughby,
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1818 H Street N.W.,
WASHINGTON, D.C. 20433,

(USA)

28 JUIL. 1975

Dear Mr. Willoughby,

The ILO is in the process of reviewing the possibility of introducing evaluation into its activities. In this connection, I would welcome an opportunity to meet with you during my forthcoming visit to the United States, to discuss and learn about evaluation procedures in your organisation.

I shall telephone your office during the first week of August in order that we may arrange a mutually convenient time and date for an appointment.

I look forward to meeting you.

Yours sincerely,

K. Schaefer

K. Schaefer,
Bureau of Programme Budgeting
and Management.

2501
AUG 4 1975

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