



Overview of Evaluation of RBSA in the ILO

November 2016

Introduction

The ILO's funding base consists of assessed and voluntary contributions. Voluntary contributions include the Regular Budget Supplementary Account (RBSA), which allows development partners to provide un-earmarked core funding to the ILO, increasing the Office's capacity to deliver and achieve results at the country level. The ILO allocates RBSA funds flexibly when and where they are most needed. RBSA resources are allocated to ODA-eligible countries only, and are aligned with the ILO's results-based framework.

How RBSA is evaluated

ILO Office Procedure Number 63 names the Evaluation Office (EVAL) as being responsible for RBSA evaluation oversight. This Office Procedure establishes the procedural steps and accountability for the use of a RBSA reserve set aside or oversight, monitoring and evaluation; the allocation of these funds and their release; and the respective roles and accountability of headquarters and regions for implementing and reporting on the use of RBSA funds for these purposes.

This reserve can only be used to finance the following:

- The establishment and maintenance of results-focused monitoring and reporting practices in the regions and at headquarters;
- The development of monitoring systems and the establishment of baselines against which to assess and report on results; and
- The conduct of independent evaluations and internal reviews of activities directly linked to RBSA allocations.

Quality control of RBSA evaluations

RBSA evaluations are included in the sample of evaluation reports that are part of regular (two yearly) quality appraisals commissioned by EVAL to external consultants. A review of these studies showed that the average quality rating of the RBSA evaluations is slightly higher than that of non-RBSA evaluations, though the difference is statistically insignificant.

Procedural steps and accountability

Regional offices are responsible for developing evaluation plans for RBSA-funded interventions. These plans indicate how the proposed activities will complement the region's evaluation work during the biennium (see annex). Regions are requested to work closely with EVAL in developing these plans.

The budget for the proposed regional evaluation plan is based on figures provided by PROGRAM. The regional plan is submitted to EVAL for approval as soon as possible after receiving such figures. PROGRAM informs the



regions as and when additional allocations are available, in which case the regions may put forward additional requests. EVAL reviews the plans in consultation with PROGRAM to ensure that the amounts budgeted are reasonable in relation to the use of RBSA in the region.

The resources from the RBSA reserve are released by FINANCE to each region on the basis of the approved plans. Regional offices submit an annual report to EVAL on the use of the resources released for evaluation activities in their regions.

Reporting on RBSA related evaluation findings

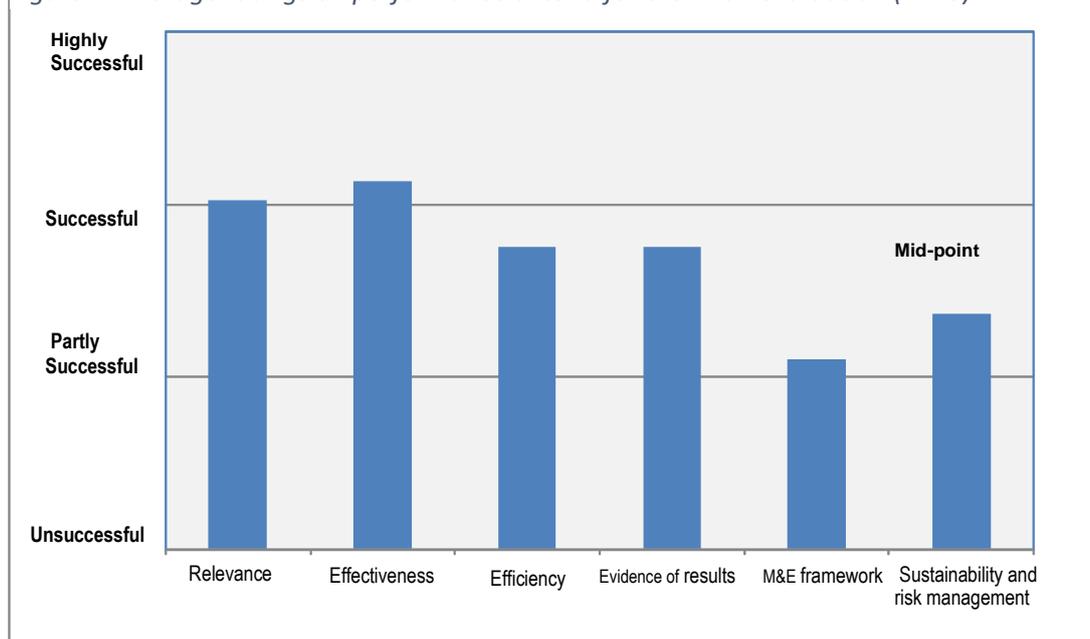
EVAL started informing the GB on the findings of RBSA evaluations in its 2010-11 Annual Evaluation Report (AER). EVAL has continued to report on it as part of the AERs through specific studies or reporting on follow-up to recommendations pertaining to RBSA in its rolling action plan.

The Evaluation Office, directly, or through its evaluation network, commissions dedicated evaluations of projects or CPOs funded from RBSA or includes RBSA funded activities in its DWCP, policy outcomes, meta-studies or synthesis reviews as appropriate. Below extracts are provided of findings reported through the AERs as well as relevant reports on planned or completed evaluations.

Annual Evaluation Report - 2010-11

During the 2010–11 biennium, a significant portion of the RBSA M&E funds were used to conduct independent evaluations. As part of an effort to improve reporting on the overall performance and effectiveness of RBSA-funded initiatives, an assessment of ten RBSA evaluations was conducted based on the methodology used for a broader meta-analysis of project performance. The performance of these RBSA operations was rated based on the six performance criteria of relevance, effectiveness, efficiency, evidence of intended results, M&E and sustainability and risk management. The results are shown in figure 1.

Figure 1. Average ratings on performance criteria for the RBSA evaluation (n=10)





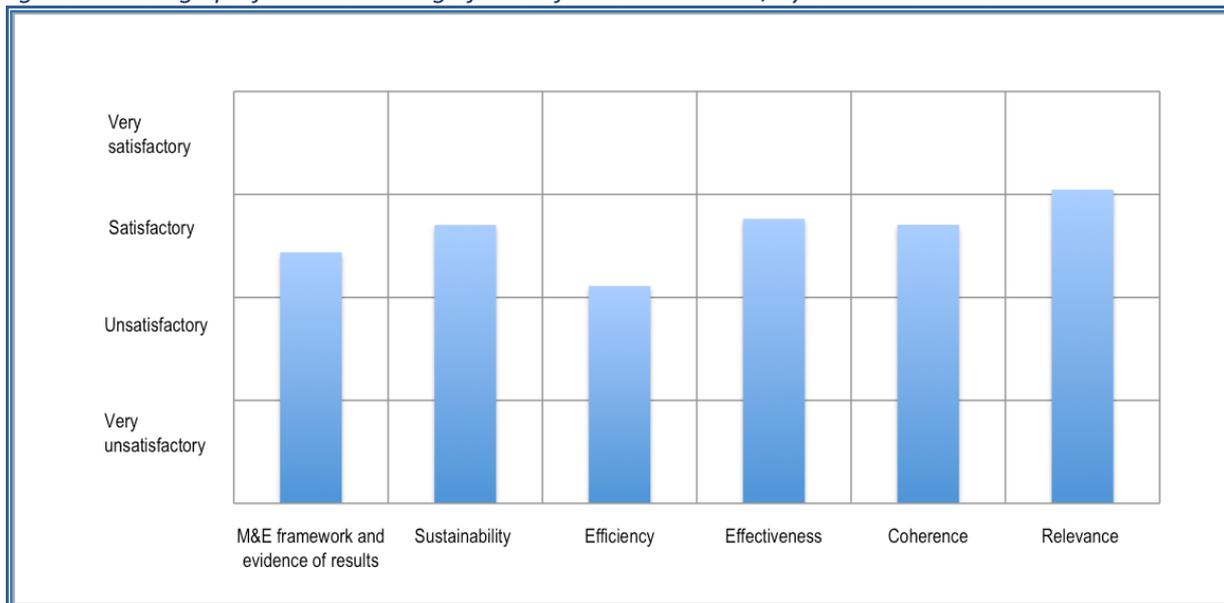
Annual Evaluation Report - 2011-12

The review in this report looked at six evaluations of programmatic work with a sizable RBSA funded component of which four were from Africa and two were from Latin America. Five were independent evaluations and one was internal. Most covered multi-year work programmes for the period from 2009 to 2011, and most RBSA allocations from this period fell under the results framework of multiple DWCPs, so that the scope of the evaluations was mainly thematic.

EVAL conducted another meta-analysis of the ILO's performance based on the six evaluation reports' findings. The analysis criteria included: i) relevance, ii) coherence, iii) effectiveness, iv) efficiency, v) sustainability and impact, and vi) M&E framework and evidence of results.

All sample evaluations followed the UNEG recommended framework for evaluation and also provided useful recommendations and lessons learned. Findings relate to the six reviewed evaluation reports and have to be considered in conjunction with other reports on the overall effectiveness of RBSA funded initiatives. Most RBSA interventions (five of the six) were found to have added value to the achievement of the regional strategy and DWCP outcomes they supported. The assessment of results are presented in figure 2.

Figure 2: Average performance rating of RBSA-funded initiatives, by evaluation criteria



The evaluations indicated that the RBSA-funded interventions supported country programme outcomes, but were often not linked to a clear logical framework and a monitoring system. This was largely due to the uneven use of a monitoring system for the CPO to which the RBSA was linked. Most evaluations found that while the CPO's purpose, outcomes and outputs were clearly defined, measurable indicators and milestones for tracking progress were far less evident. Exceptions were RBSA allocations that supplemented initiatives funded through traditional technical cooperation projects for which logical frameworks and monitoring systems were available and aligned with the relevant CPO.

Several evaluations found that more frequent performance reporting that covers a wider range of criteria was needed for effective oversight of the CPO and for identifying lessons learned. This is strongly encouraged in the revised DWCP guidelines, but not compulsory.



Roughly half the evaluations noted that in cases where different ILO Offices were involved (CO, RO and HQ) in collaborating to deliver the RBSA-supported CPOs, there were challenges related to ambiguity over roles and responsibilities. As the ILO moves further towards allocating RBSA for CPOs, it will need to guide staff in how to merge practices previously established for either regular budget programming or technical cooperation programming.

Annual Evaluation Report - 2012-13

In the AER 2012-13 report, the assessment was based on the meta-analysis of four evaluations, of which three were cluster evaluations that covered multiple CPOs spread across different countries in the regions: two were from Africa and one was from the Americas. The fourth evaluation covered CPOs with major RBSA from the former Yugoslav Republic of Macedonia. Together, these evaluations covered 23 CPOs and two regional programme outcomes. The evaluations were scoped to assess CPOs for which a large share of support was being financed through RBSA.

The overall assessment on ILO performance, as reflected in the four evaluations, suggests that the RBSA support to the African region on promoting social dialogue and to the former Yugoslav Republic of Macedonia for complementary activities under DWCP yielded very satisfactory results. RBSA support to African countries for employment promotion scored much lower, suggesting that RBSA funds were not used to such good effect. However, performance of individual CPOs covered in the evaluations had varied levels of success. Political instability also had a negative impact on some. The ratings for RBSA allocations for forced labour CPOs in Brazil and Peru were dragged down because of negligible monitoring and evaluation and weak sustainability measures.

The CPOs that received major RBSA contributions were well designed in terms of relevance and coherence. Scores also indicated that RBSA funds were used effectively in promoting core areas of the ILO's mandate in accordance with the countries' priorities. Analysis indicates that RBSA funds have contributed to capacity building, progress towards ratifications, legislation and knowledge products with long-term impact.

The efficient use of resources was found somewhat unsatisfactory, although financial resources made available under RBSA were used efficiently in most cases once allocated. Time delays in approvals and release of other funding sources supporting the same CPO budgets were also at fault. The score on the sustainability and impact of the results is on the higher side of "satisfactory", while monitoring and evaluation and evidence of results scored lowest, due to weak monitoring and evaluation systems applied to activities receiving RBSA funds.

Overall, the results are very similar to what was found in a previous assessments that showed average satisfactory performance.

Following consecutive reporting on RBSA evaluation findings in three AERs a set of recommendations were included in the last one (AER 2013-14) and approved by the Governing Body:



Recommendation: Keeping in view the increase in outcome-based funding, EVAL recommended that the Office should update existing RBSA monitoring and evaluation guidelines or introduce new guidelines to include the planning and budgeting of monitoring and evaluation of outcome-based funded activities.

Recommendation: Country Offices and PROGRAM should weigh the potential areas of continued support under RBSA well in advance. This will help these offices to identify and prioritize early on where better results could be achieved through additional financial support.

Recommendation: CPOs receiving major RBSA contributions or outcome-based funding should be evaluated in a timely manner, preferably towards the close of the DWCP, and even as part of a DWCP evaluation or DWCP reviews, to maximize the “use of evaluation”.

The Annual Evaluation Reports 2013-14, 2014-15, and 2015-16

The three subsequent AERs did not include a dedicated section on RBSA but focussed on follow-up through its rolling plan of action on follow-up to recommendations emanating from AERs. Since then annual updates have been provided to the GB. Below the latest updated provided in the AER 2015-16 is given:

Regarding the recommendation that the Office should update existing RBSA monitoring and evaluation guidelines or introduce new guidelines to include the planning and budgeting of monitoring and evaluation of outcome-based funded activities the Office responded (2016 status):

“Templates for outcome-based funding proposals and reporting have been developed and systematically applied. Evaluation practices for outcome-based funding partnerships have been agreed upon in close cooperation between PARDEV, EVAL and outcome coordinators. As regards RBSA, an internal review of this funding procedure, conducted in August 2014, provided further input for the improvement of programming and RBSA allocation within an integrated resource framework. Building on these developments, a revision of RBSA and outcome-based funding allocations and appraisal processes is underway as part of the Implementation Plan of the Field Operations and Structure and Technical Cooperation Review. As per new guidelines on RBSA for 2016–17, issued in December 2015, the appraisal and decision process is time-bound (i.e. a maximum of 15 days after submission of proposals)”.

Regarding the recommendation that country programme outcomes receiving major RBSA contributions or outcome-based funding should be evaluated in a timely manner, preferably towards the close of the DWCP, and even as part of a DWCP evaluation or country programme review, to maximize the “use of evaluation” the response of EVAL was (2016 status):

“All high-level and DWCP evaluations include a review of RBSA-funded activities as part of the analysis. A follow-up the EVAL RBSA synthesis review of 2013 is still under consideration. A substantial number (29) of dedicated evaluations of RBSA funded activities has been



undertaken in the last 5 years as illustrated in **Annex I** and an additional 10 (Africa 3, Asia 1 and Europe 6) are planned for the current biennium 2016-17.

Regarding the recommendation that country offices and PROGRAM should weigh up the potential areas of continued support under RBSA, well in advance the Office responded (2016 Status) :

“PROGRAM, in collaboration with PARDEV, continues its work aimed at streamlining the RBSA appraisal, decision and allocation mechanism, building on improvements made in 2015 in response to the findings of the 2014 internal RBSA review. The new guidelines for 2016–17, issued in December 2015, include clear roles and responsibilities for appraisal and a well-defined timeframe for the whole process”.

Concluding remarks

It should be noted that all evaluations in the ILO, self-, internal, and independent, take into account RBSA funding when it is part of the funding mix. In addition, from time-to-time, the ILO conducts thematic evaluations to show how RBSA contributes to subsets of Country Programme Outcomes. Annex I contains a list of these special evaluations.



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Annual Evaluation Report
2015-2016

October 2016



Annex 1. RSBA evaluations and evaluations with some RBSA funding, 2010 - 2016

Please note that all evaluations are accessible via EVAL's new application, called *i-eval* Discovery which is accessible here: <http://www.ilo.org/EvaluationDashboard>. Just type in the TC symbol of the evaluation report. This link will be replaced with a new one once the application is formally launched in early 2017.

| Title | TC Symbol | Country(ies) | Region(s) | Theme(s) | Funding source | Evaluation type | Evaluation timing | Evaluation nature | Admin Unit | Technical Unit | Year of completion |
|--|---------------|----------------|---------------|--|--------------------------------------|----------------------|-------------------|-------------------|-------------------------|----------------|--------------------|
| RBSA Evaluation of gender mainstreaming in Asia: Equality and decent work promotion for Asian women - Final Evaluation | RAS/08/04/RBS | Asian Regional | Asia | Employment - Local economic development, Work conditions & equality - Gender equality, Work conditions & equality - Working conditions, Enterprises - Enterprise development, Employment - Skills Development, Employment - Employment creation, Organizational issues - Decent work | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Asia and the Pacific | GENDER | 2010 |
| Modernización laboral de la industria azucarera en México - Final Evaluation | MEX/08/01/RBS | Mexico | Latin America | Work conditions & equality - Working conditions, Governance & tripartism - Labour relations, Sectors - Agriculture | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | CO-Mexico | CO-Mexico | 2010 |

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| Pilot project on active labour market policies for advancing gender equality through decent employment for women in Turkey - Self Evaluation | TUR/08/01/RBS | Turkey | Europe | Governance & tripartism - Labour administration, Work conditions & equality - Gender equality, Organizational issues - Decent work | Regular Budget Supplementary Account | RBSA funded activity | Final | Internal - Project | ILO-Ankara | GENDER | 2010 |
| Améliorer les capacités institutionnelles pour la gouvernance des migrations de main-d'oeuvre en Afrique du Nord et de l'Ouest - RBSA funded internal evaluation | INT/00/000/AAA | Africa regional | Africa | Work conditions & equality - Migration | Spain, Agencia Española de Cooperación Internacional | RBSA funded activity | Final | Internal - Project | CO-Addis Ababa | MIGRANT | 2011 |
| Promoción de políticas para trabajadores/as con responsabilidades familiares con dimensión de género en América Latina y el Caribe - Final Evaluation | RLA/08/02/RBS | Americas regional | Latin America | Work conditions & equality - Gender equality, Work conditions & equality - Working conditions | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | DWT/CO-Santiago | GENDER | 2010 |
| Increasing employability of young women and men in CIS through establishment of sub-regional training network - Final RBSA Evaluation | RER/04/52/NET | Europe regional | Europe | Enterprises - Start and Improve Your Business SIYB, Employment - Youth employment, Enterprises - Enterprise development, Enterprises - Social finance, Employment - Skills | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | DWT/CO-Moscow | DWT/CO-Moscow | 2010 |

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| | | | | Development, Employment - Vocational Training, Employment - Employment creation | | | | | | | |
| RBSA Interventions on Green Jobs in Asia - Final Evaluation | RAS/08/01/RBS | Asian Regional | Asia | Enterprises - Sustainable enterprises, Development - Sustainable development, Enterprises - Green Jobs, Employment - Employment policy, Employment - Employment creation | ILO Internal Customer | RBSA funded activity | Final | Independent | RO-Asia and the Pacific | RO-Asia and the Pacific | 2010 |
| Integrated approach to move Serbia forward towards the implementation of the Decent Work Country Programme - RBSA Evaluation | SRB/08/06/RBS | Serbia and Montenegro | Europe | Organizational issues - Decent Work Country Programme | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | DWT/CO-Budapest | DWT/CO-Budapest | 2010 |
| Sub-regional initiative on promoting gender equality in the World of Work in Lebanon, Syria and Jordan - RBSA Evaluation | RAB/10/01/RBS | Arab States | Arab States | Work conditions & equality - Gender equality | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Arab States/DWT-Beirut | GENDER | 2010 |

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| Social security quantitative training for Africa (Quatrain) - RBSA Final Evaluation | RAF/10/02/RBS | Africa regional | Africa | Social protection - Social security, Employment - Training, Employment - Vocational Training | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Africa | RO-Africa | 2011 |
| Évaluation thématique indépendante du support du Compte Supplémentaire du Budget Ordinaire sur Protection Sociale - Evaluation RBSA | INT/00/000/AAA | Africa regional | Africa | Organizational issues - Institutional capacity, Social protection - Social protection | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Africa | SOC/POL | 2013 |
| Apoyo al desarrollo de políticas públicas para la promoción de las cooperativas en Bolivia - Evaluación RBSA | BOL/10/01/RBS | Bolivia | Latin America | Enterprises - Cooperative | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Latin America and the Caribbean | EMP/COOP | 2012 |
| RBSA support towards achieving the 2010-11 Biennium CPOs on employment in Africa (Outcome 1-3) - RBSA Evaluation | INT/00/000/AAA | Africa regional | Africa | Employment - Employment policy, Employment - Employment creation | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Africa | RO-Africa | 2012 |
| Evaluation of MIGSEC: Extending social security to African migrant workers and their families - RBSA Evaluation | RAF/08/02/RBS | Africa regional | Africa | Social protection - Social security, Social protection - Social protection | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Africa | RO-Africa | 2012 |
| Apoyo al combate al trabajo forzoso en Brasil y Perú (RBSA) - Final cluster evaluation | INT/00/000/AAA | Americas regional | Latin America | Child labour, forced labour & trafficking - Forced labour | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Latin America and the Caribbean | DECLARATION | 2012 |

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| Asignaciones de Fondos RBSA 2010-2011 en Apoyo a Organizaciones de Trabajadores y Organizaciones de Empleadores | INT/00/000/AAA | Americas regional | Latin America | Governance & tripartism - Social dialogue, Constituents - Workers' organization: Capacity Building, Constituents - Employers: Capacity Building, Governance & tripartism - Labour relations, Governance & tripartism - Labour inspection | Regular Budget Supplementary Account | RBSA funded activity | Final | Independent | RO-Latin America and the Caribbean | DIALOGUE | 2012 |
| Review of RBSA projects in the former Yugoslav Republic of Macedonia - Final Evaluation | INT/00/000/AAA | Macedonia the f y Rep of | Europe | Organizational issues - Decent work | ILO Internal Customer | RBSA funded activity | Final | Independent | DWT/CO-Moscow | DWT/CO-Moscow | 2012 |
| Improving institutional capacity for governing labour migration in Africa: Special focus on North and West Africa - Final internal RBSA evaluation | INT/00/000/AAA | Africa regional | Africa | Constituents - Government: Capacity Building, Work conditions & equality - Migration | ILO Internal Customer | RBSA funded activity | Final | Internal - Project | RO-Africa | MIGRANT | 2011 |

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| Independent Evaluation of African Country Programme Outcomes (CPOs) Funded from RBSA in the Thematic Area of Social Dialogue | INT/00/000/AAA | Africa regional | Africa | Governance & tripartism - Social dialogue, International Labour standards - Freedom of association, Organizational issues - Decent Work Country Programme, Governance & tripartism - Labour inspection | ILO Internal Customer | RBSA funded activity | Final | Independent | RO-Africa | RO-Africa | 2013 |
| Diálogo social para la generación de empleos productivos y trabajo decente en la agroindustria de la caña de azúcar, turismo y PYME - Evaluación final | MEX/12/01/RBS | Mexico | Latin America | Sectors - Agriculture | ILO Internal Customer | RBSA funded activity | Final | Independent | CO-Mexico | CO-Mexico | 2013 |
| Report of the Independent Evaluation of African Country Programme Outcomes (CPOs) funded from 2012-2013 RBSA in the Thematic Area of Social Protection | INT/00/000/AAA | Africa regional | Africa | Social protection - Social protection, Sectors - Agriculture | ILO Internal Customer | RBSA funded activity | Final | Independent | RO-Africa | SOCPRO | 2015 |
| Enhancing collective bargaining and amicable settlement of labour dispute mechanisms in Bosnia and Herzegovina, the | SBU/12/02/RBS | Europe regional | Europe | Governance & tripartism - Labour administration, International Labour standards - Labour standards, | ILO Internal Customer | RBSA funded activity | Final | Independent | DWT/CO-Budapest | DIALOGUE | 2015 |

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| former Yugoslav Republic of Macedonia and Moldova - Final Evaluation | | | | Governance & tripartism - Labour relations, International Labour standards - Labour legislation | | | | | | | |
| Improving labour market data sources in Myanmar through support to the National Labour Force and School-to-Work Transition Survey - Final Evaluation | MMR/12/01/RBS | Myanmar | Asia | Organizational issues - Data Collection and Analysis | ILO Internal Customer | RBSA funded activity | Final | Independent | ILO-Yangon | RESEARCH | 2015 |
| Los Planes Nacionales para la Prevención y Erradicación del Trabajo Infantil y la Protección del Trabajo Adolescente (periodo 2006-2010 y 2011-2015) - Evaluación final | INT/00/000/AAA | Argentina | Latin America | Child labour, forced labour & trafficking - Child labour | ILO Internal Customer | RBSA funded activity | Final | Independent | DWT/CO-Santiago | IPEC | 2016 |
| Strengthening tripartite social dialogue: Assessment of RBSA-funded outcomes 2014-15 - Final evaluation | INT/00/000/AAA | Europe regional | Europe | Governance & tripartism - Social dialogue, Work conditions & equality - Gender equality, Constituents - Workers' organization: Capacity Building, Constituents - Employers: Capacity Building, | ILO Internal Customer | RBSA funded activity | Final | Independent | DWT/CO-Moscow | GOVERNANCE | 2015 |

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| | | | | International Labour standards - Labour standards, Governance & tripartism - Labour relations | | | | | | | |
| Independent thematic evaluation of the Social Finance Programme 2005-2010 - Cluster evaluation of GLO/07/08/GAT, GLO/09/01/LUX, Swiss Development Corporation and other German RBSA funds | GLO/07/08/GAT | Inter-regional | Inter-Regional | Enterprises - Public Private Partnerships, Enterprises - Social finance, Enterprises - Global supply/value chains | ILO Internal Customer | Project evaluation | Final | Independent | ED/EMP/MSU | ED/EMP/MSU | 2011 |
| RBSA Support to Selected Country Programme Outcomes (CPOs) Concerning Promotion of Employment during the 2012 - 2013 Biennium | INT/00/000/AAA | Africa regional | Africa | Social protection - Social protection, Employment - Employment creation | ILO Internal Customer | Project evaluation | Final | Independent | RO-Africa | EMPLOYMENT | 2015 |
| Reducing vulnerability to bondage in India through promotion of decent work (RVBIPDW) for projects GLO/06/58/UKM, GLO/06/59/NET, INT/04/67/IRL and | IND/11/02/CAN | India | Asia | Organizational issues - Decent work, Organizational issues - Capacity building | Canada, International Development Research Centre | Project evaluation | Interim | Independent | DWT/CO-New Delhi | DECLARATION | 2011 |

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| RBSA - Midterm Cluster Evaluation | | | | | | | | | | | |
| Skills development and employment services for the construction sector in the Gaza Strip (has RBSA component)- Final Evaluation | PAL/10/01/SDC | Occupied Palestinian Territories | Arab States | Employment - Skills Development | Switzerland, Swiss Agency for Development and Cooperation | Project evaluation | Final | Independent | RO-Arab States/DWT-Beirut | EMP/SKILLS | 2013 |