



## FIRST ITEM ON THE AGENDA

**Preview of the Programme and Budget proposals for 2008-09 and related questions****(a) Strategy for continued improvement of results-based management in the ILO***Contents*

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1. The purpose of this paper is to propose measures to continue and strengthen the application of results-based management (RBM) in the ILO. It consists of two sections:
  - (i) First, there is a review of the concept of RBM and the lessons that have been learned through the ILO's experience and that of others. Some conclusions are drawn about the implications of RBM for the Office, and about the measures needed to ensure that it continues to be strengthened. This section sets out the basic concepts and model of RBM in the ILO. It also identifies some limitations of RBM, and proposes more systematic evaluation and Governing Body review of programmes as a response to these limitations.
  - (ii) The second section presents a proposed road map for the next stages of RBM implementation in the ILO. The road map is an integrated, time-bound set of milestones against which the Office's progress on RBM can be measured. Milestones are identified concerning integrated management strategies, performance and accountability, reform of the programming cycle and review of the field structure. The road map is placed in perspective through a review of the stages of RBM development to date in the ILO and an analysis of the next stage.
2. The Governing Body has regularly discussed results-based management in the framework of the ILO's programming cycle. In addition to focused discussions based on the evaluation of strategic budgeting at the November 2005<sup>1</sup> and March 2006<sup>2</sup> sessions, RBM has been a central part of discussion of the Strategic Policy Framework (SPF), programme and budget, programme implementation reports, decent work country programmes (DWCPs) and evaluation strategy. There is a clear consensus that, while considerable progress has been achieved, RBM should be reinforced through a planned and verifiable process.<sup>3</sup>
3. The March 2006 paper on a "Framework for future work on results-based management" indicates that the preview of the Programme and Budget proposals for 2008-09 would contain a number of RBM elements in addition to the summary of proposals. To facilitate discussion, the elements related to the longer-term approach to RBM are presented in this paper,<sup>4</sup> while those related to programme and budget proposals are found in the preview.
4. The strengthening of RBM builds upon six years of practical experience, and is facilitated by investments in modern administrative systems and technological support, in particular IRIS. It is also related to the wider processes of United Nations reform.
5. The Programme and Budget for 2008-09 will reflect the Governing Body's discussions and decisions on RBM. Proposals and plans are therefore set out in some detail below.
6. These proposals for strengthening RBM have been developed during a period of intense programming activity throughout the Office. Considerable effort has been devoted to ensuring a coherent approach to preparation of programme and budget proposals; development of DWCPs; improvements in IRIS functionality; and strategy development

<sup>1</sup> GB.294/PFA/8/3.

<sup>2</sup> GB.295/PFA/4.

<sup>3</sup> GB.295/9/1(Rev.), para. 38.

<sup>4</sup> This paper addresses the ten recommendations of the Joint Inspection Unit evaluation on RBM in the ILO. See GB.295/PFA/4.

on human resources, information technology, knowledge sharing and research, and a review of the field structure.

## **RBM in the ILO: Concepts and approaches**

7. This first section presents concepts and approaches that form the basis of the ILO's approach to RBM. It relies on the evaluation of developments in RBM in the United Nations and in national public administrations.<sup>5</sup> This is completed by a summary of the lessons learned from experience thus far as well as the views expressed in the Governing Body. The Governing Body has frequently called for such a review of concepts and lessons learned.
8. At the outset, it is important to clarify that RBM is an evolving tool, with limitations as well as advantages. It cannot capture the totality of what an organization achieves, in particular the intangible contributions that are in some cases of vital importance. It can lead to excessive emphasis on what is measurable instead of what is important, and on short-term results rather than longer-term performance. So long as its limitations are understood and taken into account, RBM can make a major contribution to the relevance, effectiveness and efficiency of an organization.
9. The central principle of results-based management is that an organization must manage and measure its performance against the real-world outcomes to which it intends to contribute. For the ILO, this means that its contribution to making decent work a reality for all working women and men is the ultimate goal that justifies its work programme and its budget. RBM requires clarity about what outcomes are sought and who is accountable for achieving those outcomes. What counts – what must be managed and measured – is the contribution made by the ILO to achieving decent work.
10. It follows from the emphasis on results that the Office should use the means at its disposal in a flexible way to achieve results in a changing social, economic and political environment. This is an essential distinction between an administrative and a results-based approach. Administrative approaches concentrate on inputs and outputs, and measure whether budgets have been spent on schedule against a list of planned activities and

<sup>5</sup> There is an extensive and rapidly growing literature on RBM. Many governments provide descriptions of their approaches on their public web sites. See, for instance, a recent update on the experience in the French Government at: [http://www.performance-publique.gouv.fr/pdf/home/article\\_mars2006.pdf](http://www.performance-publique.gouv.fr/pdf/home/article_mars2006.pdf). An update on public administration in Latin America is provided by the Latin American and Caribbean Institute for Economic and Social Planning (ILPES) at: [http://www.eclac.cl/publicaciones/xml/0/13430/SYC\\_29.pdf](http://www.eclac.cl/publicaciones/xml/0/13430/SYC_29.pdf). UN agencies sometimes provide similar information, especially in the context of development assistance projects. UNDP and UNFPA are good examples. Of special interest to the ILO are analyses of the implications of RBM for agencies with the mandate of developing policy guidance and standards and promoting policy change. See *Evaluating policy advice: Learning from Commonwealth experience*, by James Uhr and Keith Mackay (eds.), Canberra: Federalism Research Centre, Australian National University, 1996; Binnendijk, Annette, "Results-based management in the development cooperation agencies: A review of experience", Paris: OECD Development Assistance Committee, 2000; Cooley, Lawrence, et. al., "Report on the institutionalization of results-based management at UNFPA", Washington, DC: MSI; 2000; and "The worth of a garden: Performance measurement and policy advice in the public service", by Mark Schacter, Ottawa: Mark Schacter Consulting, 2006. More general issues are covered in, for example, Montes, Carlos, "Results-based public management in Bolivia," London: Overseas Development Institute, 2003; "Performance measurement and evaluation. Definitions and Relationships", Washington, DC: United States Government Accountability Office, 2005, and "Implementing results-based management. Lessons from the literature", Ottawa: Office of the Auditor General of Canada, 2000.

outputs. Results-based approaches make managers accountable for results, and require that managers actively manage their resources, and adjust activities and outputs to achieve planned outcomes.

11. In the presentation that follows, a simplified RBM terminology is used. The existing terminology has led to a certain amount of confusion and unnecessary complexity. The new terminology focuses on the key results to be achieved, called outcomes, and in particular the outcomes for which the Office is accountable, called immediate outcomes. The ILO has from the beginning used a logical hierarchy to set out its RBM framework. Such hierarchies start from a higher-level statement of mandate and vision, and build downward to the concrete outcomes that are sought within a specified time period. To simplify the overall framework, a three-level hierarchy is proposed below: mandate and vision, intermediate outcomes of constituents and the global community, and immediate outcomes, which are the basis for assessing the performance of the Office.
12. The Constitution of the Organization establishes its **vision and mandate**, its tripartite structure and its authority to set and supervise international standards. The Organization's vision is the Decent Work Agenda, expressed in the four strategic objectives. Widespread global, regional and national acceptance of that Agenda shows that the work carried out by the Office is directly relevant to today's social and economic priorities. The consensus at this high level is unusual in international organizations and constitutes a major advantage for the ILO.
13. The **intermediate outcomes** are established through a process involving the ILO's constituents in several ways. Priorities emerge from DWCPs, from Regional Meetings, from discussions and decisions of the Governing Body and International Labour Conference, and through the discussion of lessons found in programme implementation reports and evaluations. The SPF and programme and budget clarify what the Organization's constituents hope to achieve at global, regional and national levels, and indicate where the Office's efforts should be concentrated. Of course, achievement of the intermediate outcomes goes well beyond the capacities of the Office. This has been made explicit for example by the recent Regional Meetings for the Americas and Asia and the Pacific, which have established goals through 2015 that are responsibilities of the countries themselves.
14. The third level proposed is the Office's **immediate outcomes**. These are real-world results to which the Office's contribution is direct and verifiable. There remain measurement issues at this level, most prominently the mixing of the Office's efforts with those of other partners and the Office's concern for local ownership of results. However, it is possible to specify sufficiently concrete outcomes so that performance can be reported with reasonable confidence. Indicators and targets are developed around immediate outcomes to measure progress towards achieving them.
15. The Office supports achievement of the immediate outcomes through its activities and outputs, which include advisory services, projects directed at increasing constituents' capacities, support to the development of tripartite consensus, and standards development and supervision. For immediate outcomes, the programme and budget provides a strategy narrative that gives context and explains concretely how the expected results are to be achieved.
16. Examples of intermediate outcomes, and immediate outcomes with their associated indicators, are found in the preview of the programme and budget.
17. The proposals made above are designed to simplify the overall framework and to facilitate harmonization of ILO terminology with that increasingly applied in the United Nations

system. The resulting framework concentrates on the level where the Office performance can be measured.

### Revised logical framework

Logical framework level	Function
Vision and mandate	Clarifies the Organization's aspirations, mandate and comparative advantages
Intermediate outcome	Goals of the Organization's constituents. Determines priorities for ILO action
Immediate outcome	States the expected direct results of the Office's interventions
Indicator	States the criteria or data that can be used to verify or measure achievement of the immediate outcome
Target	For each indicator, states the level of achievement that is expected in a specific time period
Strategy	Provides context for immediate outcomes and explains how they will be achieved
Outputs and activities	What the Office and its staff produce and deliver
Inputs	Resources, including human resources, financial resources and infrastructure

- 18.** A key RBM issue lies in the role of implementation reporting and evaluation. Implementation reporting concentrates on the level of achievement against targets over a defined time period. Evaluation examines the effectiveness and efficiency with which immediate outcomes are achieved, but it also addresses the issue of whether immediate outcomes are effectively supporting constituents' priorities. This issue is further addressed in the "Lessons for the future" below (see lesson 4). Increased evaluation would give the Governing Body greater confidence in the effectiveness and relevance of the Office's action, while leaving to indicators and targets their proper function of monitoring within-biennium performance. This paper as a whole proposes a stronger role for evaluation. This would permit the Governing Body and Conference to consider ILO performance in ways that fit better with the complexities and nuances of the ILO's work.
- 19.** Finally, RBM has important implications for governance. It enables governing organs to determine the results to be achieved, and to hold the Office accountable for its performance in achieving those results. The Governing Body can make RBM more effective precisely by emphasizing outcomes over activities, and by reviewing performance in relation to outcomes. At the same time, RMB gives managers flexibility in the ways resources are used to achieve those outcomes.

### Lessons for the future

- 20.** The experience gained so far by the ILO with results-based management points to the need to continue to improve the implementation of RBM. It also provides a number of key lessons for the future.

#### **Lesson 1: Constituents' contributions to achieving results should be more systematically integrated in the programme framework**

- 21.** The achievement of real-world results requires the involvement of the ILO's constituents. The Office by itself cannot change policies, and its support to the preparation and implementation of those policies is no substitute for the will and resources of the parties

directly concerned. In this sense, the results sought by the Office are largely the constituents' achievements, often with the support of other partners.

22. Ownership of results is a major source of motivation and legitimacy, and paves the way to success in achieving and sustaining results. This is one of the most fundamental lessons of development efforts, and has a strong influence on the orientation of development assistance and United Nations reform. It is a key element of DWCPs.
23. The contribution of constituents to the achievement of results does not absolve the Office from a responsibility to focus on immediate outcomes. Through advocacy, knowledge and services the Office can, in the right conditions, do much to move forward an agenda of policy change and effective policy implementation. The responsibility of the Office is to concentrate its limited resources on key opportunities for change.
24. The Office has always argued that working with constituents and tripartism are an essential comparative advantage in all the Organization's work. The emphasis on outcomes based on RBM shows that this advantage can be further strengthened. In particular, the process of developing DWCPs demonstrates that the ILO's work in countries can be based on clearer indications from constituents and other partners on their priorities for policy change and action. Their deeper involvement could lead to greater focus and impact, with the Office's limited resources targeted on achievable results.
25. Local involvement of constituents and United Nations partners is especially important in the new framework that is emerging at country level for development assistance.
26. Recognition that there needs to be greater involvement of constituents, particularly at country level, within an RBM framework has led to a request from the Office for extra-budgetary support to DWCP planning, which forms the basis for technical cooperation delivery. The Office has recently received the approval of the Netherlands for a project that supports involvement of constituents in formulating and evaluating DWCPs in selected countries. DWCP capacity building – for both constituents and ILO staff – also constitutes a core element of a new DFID-ILO Partnership Framework Agreement (PFA) with the United Kingdom under consideration.

## **Lesson 2: The Office should focus on priorities and propose coherent policy solutions**

27. Programme implementation reports and programme evaluations have highlighted the need for the ILO's programmes to achieve greater focus, with due attention to issues of capacity, critical mass and coherence.
28. In many cases focus is difficult to achieve. The ILO has a wide mandate, a tripartite constituency, and country, regional and global responsibilities. There is extensive demand for ILO support on a multiplicity of social and labour issues. In attempting to meet the large number of requests, programme managers are tempted to spread resources thinly, not wishing to disappoint constituents with real needs and legitimate expectations.
29. Fragmented activities increase the risk that proposed policies and programmes will be poorly coordinated and even contradictory. The Office has invested significantly in demonstrating the greater effectiveness of policy coherence and reduced fragmentation. It has introduced planning, programming and budgeting measures to encourage priority-setting and collaborative action, for example through DWCPs.

30. The need for focus and policy coherence has implications for both field and headquarters programmes. One major issue is the targeting of resources to support DWCPs, where the impact is likely to be high. This issue is already being addressed through DWCP planning supported by IRIS, but needs further reinforcement. Another issue is the planning of research and practical outputs so that they respond to needs in countries. This has been a major focus in the development of Programme and Budget proposals for 2008-09, in particular through revision of indicators and strategies using inputs from the regions. Finally, Office-wide coordination is being reinforced to avoid fragmentation and overlaps, in particular for research, statistics and publications.

### **Lesson 3: Management accountability should have wider scope and clearer definition**

31. The use of RBM has included a significant shift in the Office's approach to accountability. Accountability of managers for performance is being enhanced, but more can be done.
32. Creation of the technical sectors and streamlining of the departmental structures has clarified management responsibility for the outcomes identified in the programme and budget. IRIS systems support resource allocations to all outcomes and to DWCPs, making it possible for managers at headquarters and in the field to identify the contributions of their units to collaborative action and to support to countries.
33. Programme managers have clear responsibility for the efficient use of resources, but there is a need for more explicit goals and assessment criteria. Resource pressures have led to more rigorous management of budgets for travel and contractual services. More explicit accountability for efficiency could encourage more systematic application of such measures.
34. Accountability of managers for programme performance can similarly be improved. More measurable performance indicators in the Programme and Budget for 2008-09 will help. These indicators are more clearly focused on outcomes that the Office can actually influence and for which managers can be held accountable. They need to cascade downwards into performance objectives and work plans for units and individuals.
35. The Human Resources Strategy endorsed in November 2005 calls for a performance management system that places emphasis on managers' performance. This will be a cornerstone of strengthened accountability.

### **Lesson 4: Performance indicators are not a complete solution to measurement issues**

36. RBM requires a significant shift in performance reporting. From reporting on inputs (budgets), activities and outputs (advisory services delivered, publications produced, meetings held), RBM requires organizations to justify their performance in relation to their contribution to the achievement of specified outcomes.
37. Performance measurement and reporting on outcomes is not scientifically exact. The economic and social outcomes to which the ILO contributes often take years to achieve, they may be influenced by a wide range of external factors (e.g. political instability, natural disasters, measures taken by other institutional actors) and they usually require the efforts of a variety of partners. This creates problems of attribution – of being able to assert with a reasonable degree of certainty that an outcome such as a decline in the incidence of child labour in a particular country or region is the result of something the Office did. Moreover,

results that are achieved over longer periods are difficult to capture in a biennial reporting cycle.

38. Indicators address these measurement and reporting problems. Together with time-bound targets, indicators are intended to give managers and governing organs a reliable idea of whether expected results are being achieved. The Office has had difficulty, however, in devising indicators that satisfy the Governing Body. A detailed examination of the ILO's indicators has been carried out in the framework of preparation of the Programme and Budget for 2008-09, and some specific reasons for these problems have been identified. Briefly summarized, the problems mainly relate to attempts to put too many elements into indicators so that they are no longer specific enough to allow clear reporting. These problems are understandable. Programme managers want to promise a performance that seems important and therefore attracts resources. Based on training, checklists and other tools, and advice to managers, the indicators for 2008-09 should be closer to the SMART<sup>6</sup> criteria frequently advocated.
39. Another reason for problems with indicators is the assumption that they can measure all the ILO's performance, and do so within a biennial time frame. Discussions in the Governing Body on the need for more qualitative indicators suggest that means are necessary to address the complexity of the policy change process, and to assess performance over more realistic periods. This can only be properly done through reform of the programming cycle and a clearer distinction between evaluation and performance measurement.
40. An important factor distinguishing performance measurement from evaluation is that evaluation involves a rigorous examination of outcomes and attribution. In contrast, the purpose of performance measurement is to report on progress toward outcomes, rather than to establish whether in fact outcomes have been realized or to what extent they are attributable to the contributions of a particular agency. Given the nature of the Office's work, its performance reporting system needs to incorporate elements of both evaluation and performance measurement.

## **Lesson 5: A deeper process of organizational change is needed**

41. Application of RBM in the ILO's specific environment faces a number of risks and constraints, which should be addressed through a more systematic approach to organizational change.
42. The biennial approach to results measurement can focus managers on short-term delivery, whereas the ILO's objectives require sustained and in-depth effort. This point is further developed below in the discussion of the programming cycle.
43. Coherent policies on social and labour issues require inputs from different parts of the Office, and therefore collaborative working methods among technical sectors and between headquarters and the regions. Despite the difficulties, management systems should reward collaborative action and teamwork.
44. The competence and loyalty of ILO staff, who are highly motivated by the goals of the Organization, stand in balance to these risks and constraints.

<sup>6</sup> SMART indicators are commonly considered to be specific, measurable, achievable, realistic and time-bound.

45. The main measures to promote organizational change thus far have been centred on tools and training. IRIS increasingly offers means to improve the substantive planning of work and to monitor the use of resources. The management and leadership development programme has now reached a large number of first-level managers. Training opportunities related to RBM are increasingly available, for example on formulation of indicators and DWCPs. These measures are valuable and should be continued and strengthened, but they are not sufficient. Without adequate incentive structures, the effect of training may be lost, and frustration may set in.
46. A recurring theme in the Governing Body's discussions on RBM has been the need for a results culture. This could help to consistently focus the Office's efforts on real-world outcomes, and would encourage joint efforts and shared accountability. The foundations for a results culture are diverse and require long-term efforts. To give but one example of the action needed, career planning should promote experience in different departments and regions, as well as collaboration with all three constituents, while still permitting specialization and depth of knowledge. Through this and many other measures, a coherent approach to the introduction of a results culture is a major theme for the future of RBM in the ILO.
47. Within the mandate and vision of the Organization, ILO officials strive to encourage dialogue, build credibility over the longer term, adapt to local realities and give credit to constituents. The contribution of these "soft" characteristics to results should be valued. What can be reinforced is a sharper focus on key opportunities for change. The role of constituents in this process should not be underestimated, particularly in terms of agreement on the most effective and efficient use of the Office's limited resources.
48. The most critical short-term support for a results culture will come from the new performance management system to be introduced in line with the Human Resources Strategy. This will make results-based work planning more relevant in daily work.
49. To support further action, an organizational change advisory committee has been established. It reports to the Director-General and includes representation from all parts of the Office. A senior organizational change officer has been appointed in the Department of Programming and Management. The main activities so far have been directed at obtaining external advice as well as information on the organizational change programmes of other United Nations agencies and national administrations. Future work in this area includes an examination of accountability and authority within the Office, as well as in-depth study, with external support, on measures to overcome constraints on the strengthening of RBM. The study will emphasize organizational culture, the capacity available to support change and the data requirements for measuring results.

## **RBM road map**

50. The Governing Body has asked for a road map on the next steps to be taken in the implementation of RBM, showing the relationship between the different components of RBM as well as providing time-bound milestones against which progress can be measured. This section sets out the elements of such a road map, followed by a table of time-bound milestones.
51. The Governing Body's request for an RBM road map has led to a re-examination of the stages that have brought us to the current situation. This helps to show what progress has already been made and what remains to be done. This retrospective look at the implementation of RBM in the ILO is not a claim that specific milestones in these first six years were planned in advance. Indeed, a rigid plan established in the early years of RBM

could well have slowed rather than enhanced progress. There was certainly a need to move flexibly in response to the problems and opportunities that emerged and to the priorities identified by the Governing Body. The development of DWCPs is an example of an important innovation that was essential to further progress, but that required experience to identify. A rigid framework could well have obstructed developments arising from *Working out of poverty*<sup>7</sup> towards the African Summit and its follow-up, or from the World Commission on the Social Dimension of Globalization to *A fair globalization: The role of the ILO*.<sup>8</sup> The road map should therefore be updated regularly and implemented flexibly.

52. The rest of this section sets out the stages of RBM introduction in the ILO, with emphasis on the third stage covering the rest of the SPF period 2006-09. This is summarized in the table at the end of the section.

### Stage 1: Introduction of strategic budgeting (1999-2001)

53. In the second half of the 1990s, the need for change in the ILO was evident. The regular budget had been stagnant for many years, and extra-budgetary resources were falling. The environment in which the Office worked had become more competitive. The ILO was often seen as an inward-looking organization, well respected in specific fields but not at the leading edge. National systems of industrial relations, social protection and development were changing rapidly, but the ILO had difficulty in positioning itself well to face the inevitable challenges. Internally, the Office was fragmented and its administrative systems needed updating. The Director-General elected in 1998 to take office in 1999 had committed to a programme of strategic reform.
54. The incoming Director-General proposed ambitious plans for changes in the ILO. The opening paragraph of the Director-General's Programme and Budget proposals for 2000-01, delivered in the very first days of his mandate in March 1999, states:

This budget presentation sets in motion a process of strategic budgeting following the Governing Body meeting of November 1998. It moves away from the previous structure based on 39 major programmes to a new one centred on four strategic objectives and their corresponding organizational objectives.

55. Following publication of the Director-General's Report *Decent work* and its discussion by the International Labour Conference in June 1999, it was clear that there was a consensus of governance and top management about the substantive direction of the Organization and the need for organizational change to support reinvigoration and redirection of the Office's work. This consensus was a major achievement. It permitted rapid internal change as well as the start to a repositioning of the ILO on the international stage.
56. The following steps were taken rapidly:
- a Senior Management Team was established to provide substantive coordination;
  - the Office was restructured around the four strategic objectives;
  - eight InFocus Programmes were established to encourage innovation;

<sup>7</sup> Report of the Director-General, International Labour Conference, 91st Session, June 2003.

<sup>8</sup> Report of the Director-General, International Labour Conference, 92nd Session, June 2004.

- a new Human Resources Strategy was developed;
- external audits of specific management areas were undertaken; and
- new procedures for planning, budgeting, evaluation and reporting were introduced:
  - results-oriented programming was applied to all planning, programming and implementation reporting documents starting with the Programme and Budget for 2000-01;
  - a SPF was introduced in 2000 for the period 2002-05, with the theme “Consolidating the Decent Work Agenda”; and
  - an evaluation strategy was adopted in 2000 that called for evaluations of all InFocus Programmes and of strategic budgeting during the SPF period.

**57.** Together with the steps listed above, efficiency and savings measures were introduced to release resources for improved services to constituents. Among them was the introduction of management support units (MSUs) in the technical sectors. These MSUs provide services such as support to programme planning, evaluation and reporting, and financial and human resources administration. Centralization at sector level provided opportunities for improvements in efficiency, effectiveness and coordination. Also, savings of US\$1 million were made in administrative support to sectoral meetings and reduced costs of travel of participants.

**58.** There were of course a number of limitations in this first stage of RBM. First, it was confined to strategic budgeting, which would now be called results-based budgeting, and did not encompass a full RBM approach. Second, there were a number of problems of measurement and attribution in the performance indicators that were established and in performance reporting. Third, strategic financial reporting was severely limited by the Office’s financial systems. Fourth, the new technical sectors often operated within their separate mandates, so that a need to promote policy integration and collaboration remained.

**59.** From the outset, the Office had been advised by external experts and experienced national officials that introduction of RBM requires sustained efforts and a process of constant internal review and improvement. One of the merits of strategic budgeting is that it has made certain problems more apparent and provided an incentive to find solutions.

## **Stage 2: Consolidation of strategic budgeting and performance improvement (2002-05)**

**60.** Following this initial period, the conceptual foundation of decent work continued to be strengthened. Demand for ILO action was increasing, both internationally and in countries. Extra-budgetary resources were also increasing, as was technical cooperation delivery. Like the Decent Work Agenda as a whole, there was a period of consolidation for strategic budgeting under the SPF for 2002-05.

**61.** The period 2002-05 corresponded to significant measures to reduce administrative resources and to pursue the search for efficiencies and cost containment. In 2004-05, efficiencies in the ILO’s information policy, especially in the dissemination of publications coupled with streamlining of in-house editorial and translation functions, led to a reduction, in constant dollars, of 7 per cent in resources for support services. A decrease in resources for support to policy-making organs of some 3 per cent, in constant dollars, was

obtained through a reduction of one-fourth of the number and length of Governing Body documents. Other savings and efficiencies were made in areas such as travel, where the Office's total budget was reduced by 16 per cent over two biennia. An executive director accountable for management and administrative services was appointed to ensure greater synergies and efficiencies within that sector.

62. Early in this period, the problems identified above began to be addressed. The Programme and Budget for 2004-05 contained a number of innovations and set out an agenda for further improvement.
63. One major feature of the Programme and Budget for 2004-05 was the increased emphasis on the regions. The characteristics and priorities of the regions were presented in greater detail and in a new format. Links with strategic objectives were made more explicit. This was accomplished through an improved programming process in which the regional priorities were established early on. These improvements reinforced the impact of a substantial transfer of resources from headquarters to the regions.
64. A related measure was fuller integration of extra-budgetary proposals in the programme and budget. This innovation prepared the way for country programming. Development of DWCPs was launched, and these later became the ILO's main delivery mechanism in countries.
65. The Programme and Budget for 2006-07 continues the consolidation process. It adds detail to the results framework through an additional level, that of outcomes. For the first time, charts are included for each region showing estimated strategic expenditure for each strategic objective, for both regular budget and extra-budgetary resources. Similarly, under each strategic objective the regional distribution is shown.
66. The effort to find savings and cost efficiencies initiated in 1999 continued on various fronts. In addition to savings of some US\$2 million due to a more balanced grade structure, a variety of other direct savings measures were built into the budget. The 2006-07 budget also absorbed some US\$6 million in cost increases.
67. Behind the Programme and Budget for 2006-07 is a major change in programming processes made possible by the ILO's new IRIS system. IRIS permits a much more transparent process through which all ILO staff can see proposals from all units as they are developed, and can comment on those proposals. Resources are strategically linked to outcomes, encouraging joint budgets and collaborative implementation of programmes by several sectors and regions. This process has been further improved for preparation of the Programme and Budget proposals for 2008-09, in particular by using information from preliminary DWCPs.
68. Another major step was the adoption of an ILO Evaluation Framework in November 2002, within which considerable methodological and practical progress was made through evaluations of InFocus Programmes, among others. This work laid the foundation for the more comprehensive evaluation policy and strategic framework endorsed by the Governing Body in November 2005.
69. An important feature of RBM has been the support it has provided to the mainstreaming of gender equality in identifiable ways in the programme and budget. Gender audits, which are results-oriented tools, have reinforced the gender dimension of the ILO's work, and show great potential in the wider development arena.
70. The consolidation of RBM has included measures directed at improving the Office's overall effectiveness. This includes the senior management team initiative on strengthening

management for delivery and results, the strengthening of measures for integrated action across sectors and regions, the drive for policy coherence, and the development of more focused policies on research and publications. Overall progress shows up in many ways, from increased technical cooperation delivery to stronger collaboration in the implementation of DWCPs.

### **Stage 3: Road map with clear timelines and milestones (2006-09)**

71. The main concern of strategic budgeting has been to improve the relevance and effectiveness of the Office's programme of work through application of results-based budgeting and reporting techniques. The primary instruments have been the programme and budget and programme implementation reports, and more recently DWCPs. The emphasis has been on transparent priority setting, measurable performance and budgetary efficiency.
72. The next stage for the full implementation of RBM contains proposals on four key areas: a more comprehensive and integrated approach to a management strategy; a more systematic approach to performance management and accountability; reform of the programming cycle; and a field structure review.

### ***Integrated management strategies***

73. The Office has had a number of strategy-building exercises in the past, and the trend has accelerated recently, with strategies in place or under development on human resources, information technology, resource mobilization, knowledge sharing and evaluation. These strategies contain elements of a results-based framework, though not always using RBM terminology. The relations among these strategies have not been systematically identified and examined to ensure that they add up to a complete and coherent management plan. This is a major challenge for the future.
74. Strategies explain how particular results will be achieved. It is therefore important that they start with a specification of the results that are sought, as for example was done in the recently-approved Human Resources Strategy. The strategy can then be examined in terms of the priority given to the stated results, as well as the effectiveness and cost of the measures proposed to achieve them.
75. A first RBM milestone on strategies could be the inclusion in all proposed management strategies of an explicit results framework, using a common approach and terminology.
76. Programming and budgeting is the core of RBM, but essential support is provided by components of human resources management, information and communications technology and knowledge sharing. As the Office further develops and implements strategies in each of these areas, it will be important to clarify the linkages among strategies and their contribution to RBM.
77. In the light of this need for strategy coherence, a second milestone could be the explicit identification of links between all Office management strategies, both within the strategies themselves and in an overall summary.
78. A third milestone on strategy development could be the completion of a knowledge-sharing strategy. Work is already under way on this.

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## ***Performance and accountability systems***

- 79.** A results-based management system places considerable expectations on managers of programmes to deliver agreed outcomes. Establishing a supportive environment in which managers both have the responsibility to deliver such outcomes and also adequate means to do so is thus a key step along the road towards increased efficiency. Accountability only makes sense when applied to those who have the authority to act. Accountability systems should include measures of management performance that assist line managers themselves and senior management in the assessment of the effectiveness with which responsibilities and resources are applied. Such systems should aim to capture and apply lessons of what works best.
- 80.** RBM provides considerable management flexibility but within clearly specified accountability. The programme and budget establishes performance targets. The programme implementation report requires specific reporting against those targets. The Financial Rules and Regulations and the Staff Regulations provide authoritative guidance on financial and human resource issues, and internal circulars give detailed requirements on these and other topics. External and internal audits and independent evaluations provide oversight.
- 81.** Institutional arrangements, most prominently the Senior Management Team and the sector and regional management teams, focus on performance and coordination. Internal processes such as the preparation of the programme and budget include reviews of resource use and management structures. IRIS provides much more detailed and strategic information for managers and its potential is only beginning to be exploited. The Management and Leadership Development Programme and other training programmes offer managers a comprehensive package of resources for development of key competencies, including on RBM.
- 82.** Many of the foundations of RBM are thus in place and already have had an impact on management in the Office. RBM has moved managers away from an exclusive concern with reporting on inputs and activities, and encouraged them to concentrate on measurable real-world results. As tools have improved, managers have been increasingly able to identify the strategic significance of their programmes and actions, for example by locating them in the framework of DWCPs. At the same time, the extent to which managers apply results-based techniques has varied. A more systematic and comprehensive RBM approach is needed, supported by Office-wide performance management tools and assistance in organization development.
- 83.** Much of the guidance that is currently available to managers concerns compliance with rules rather than promoting an understanding of the purposes underlying these rules, or why failure to apply them can interfere with delivery and cost the Office time and money. A more incentive-based, results-oriented approach would set out Office-wide priorities in positive terms, and evaluate programmes on their progress over time. This approach could include both efficiency targets and more substantive goals such as knowledge development, support to DWCPs, or contributions to cross-sectoral collaboration. It will include a major overhaul of the ILO's long-established staff performance appraisal system, with specific attention to the performance of managers.
- 84.** While the application of a new staff performance management system is urgent and will be given priority, more experience is required before applying some of these changes. It is therefore proposed that further to the review of good practice in performance management now being undertaken by HRD, pilot applications will be tested in a limited number of selected programme units.

- 85.** With the introduction of IRIS, a number of administrative procedures have sufficiently changed to warrant revision of many internal ILO guidance circulars. At the same time, there is an opportunity to revise outdated provisions, clarify the guidance provided and modernize the structure of the circulars; this work has already started. It falls most heavily on a few departments but should be a priority for 2007. Completion of a fully revised system is proposed as a milestone for 2008.
- 86.** A second area of management systems improvement relates to work planning within operational units and work planning across operational units. Work planning is important for the contribution it makes to effective and efficient use of resources and in addition it is necessary to support performance management systems. While planning takes place in all parts of the Office, there is at present no common format for work plans and no central computerized support for them. The Office has begun to explore tools that can be used to augment IRIS, initially in support of technical cooperation projects. Milestones are proposed on the introduction of Office-wide standards and systems for work planning.
- 87.** In the coming period, DWCPs will progressively be in operation in a majority of member States. The percentage of total ILO expenditure on DWCPs will thus increase. At the same time, a new quality assurance procedure will be used to assess DWCPs proposals. It is also envisaged that DWCPs will be regularly self-evaluated and evaluated. The first such evaluation is on the agenda of the Committee.<sup>9</sup>

### ***Reform of the programming cycle***

- 88.** The programming cycle (SPF, programme and budget preparation, implementation monitoring and reporting, evaluation) establishes a framework under which the overall governance and management of the ILO's programmes takes place. Ideally, the programming cycle channels lessons from current programme implementation and evaluations into planning documentation that establishes a medium-term framework for action, and then into concrete programme and budget proposals. The timing and content of the key documents in the cycle obviously play a major role in ensuring that RBM is successful.
- 89.** The current programming cycle responds to a number of requirements of the Standing Orders of the International Labour Conference and the Financial Regulations, in particular the biennial budgeting system and its year-long approval process. As a result, preparation of the programme and budget starts early in the first year of the previous biennium, when information on implementation of current programmes is minimal. Within this basic constraint, there remain a number of opportunities to make the programming cycle less onerous and more meaningful:
- Most results of ILO programmes occur over a time frame longer than the two-year biennial period, yet it is for a biennium that performance targets are set. This weakens the role of the programme implementation report, and leaves the role of the mid-biennium report unclear. A reformed SPF could offer a basis for evaluation of progress over a longer period.
  - The programme implementation report for each biennium suffers from an excessive focus on short-term performance. The existence of a mid-biennium programme implementation report accentuates this problem. At the same time, there is currently no report that covers longer-term strategic performance. In line with a reformed SPF, it should be possible to design programme implementation reporting so that it

<sup>9</sup> GB.297/PFA/2/3.

provides both a longer-term strategic perspective and more short-term substantive and financial reporting for each biennium. The possible need for a new, more evaluative and longer-term report could be balanced by elimination of the mid-biennium implementation report.

- Regions discuss the ILO programme every four years at Regional Meetings. There is an increasing connection to the Office-wide planning and budgeting process. The ten-year “Decent Work Agenda for the Hemisphere” recently adopted by the Regional Meeting for the Americas shows strong potential for a results-based, longer-term approach to planning and reporting in each region. The conclusions of the recent Fourteenth Asian Regional Meeting establish an Asian Decent Work Decade aimed at contributing to making decent work a reality by 2015, coinciding with the target date for most of the Millennium Development Goals. These longer-term planning perspectives emerging from the regions coupled with the positioning of decent work as a global goal alongside the MDGs, point to the need for a longer-term overall ILO planning framework

- 90.** In reforming the programming cycle, a major consideration should be the workload which planning, programming and reporting place on the Office and the Governing Body. It is easy to multiply the requirements of RBM initiatives. ILO units currently contribute to the SPF every four years, the programme and budget proposals every two years, and programme implementation reports every year. In addition there are contributions to DWCPs, technical cooperation reports, evaluations and audits, and various ad hoc reports for management purposes and for various Governing Body committees. In all of the measures suggested below, streamlining of these planning, programming and reporting requirements is a major consideration.
- 91.** A key to reform of the programming cycle is a fresh approach to the SPF, which now runs through 2009. Redesign of the SPF would provide an opportunity to review the purposes, length and timing of medium-term planning. A new approach could take into account developments in Regional Meetings, especially as experience with DWCPs evolves, and it could build on the various RBM milestones outlined above. It could be established for a longer period than four years, perhaps ending in 2015 in alignment with the MDG process.
- 92.** Even before the programming cycle can be redesigned, it is possible to lay the foundations of more realistic review and evaluation of ILO programmes, in particular by associating Governing Body committees more closely with programme review and evaluation. At present, most evaluations are submitted to the Programme, Financial and Administrative Committee, though other committees have made it clear that they have a role to play. At the same time, there are large numbers of programme and strategy reviews that are considered by other committees. Prominent recent examples include: Global Employment Agenda implementation: Employment strategies for decent work country programmes: Concepts, approaches and tools for implementing the Global Employment Agenda (GB.295/ESP/1/1); Implementation (GB.295/ESP/1/2); Suggested modalities for evaluation of the GEA in the context of DWCP (GB.295/ESP/1/3); Progress in the implementation of the Global Occupational Safety and Health Strategy (GB.291/ESP/4); Global Campaign on Social Security and Coverage for All: A progress report (GB.289/ESP/5); A review of the ILO decent work pilot programme (GB.288/ESP/5); Technical cooperation and DWCP (GB.295/TC/1); Thematic evaluation: HIV/AIDS and the world of work (GB.295/TC/2); ILO’s technical cooperation programme 2004-05 (GB.294/TC/1); Thematic evaluation report: Gender issues in technical cooperation (GB.292/TC/1); Improvements in the standards-related activities of the ILO: Outlines of a future strategic orientation for standards and for implementing standards-related policies and procedures (GB.294/LILS/4); Sectoral action programme evaluation framework (GB.295/STM/4). In addition, the International Labour Conference reviews a number of

programmes and strategies in the framework of its wider discussions of social and labour issues, for example the Role of the ILO in technical cooperation (95th Session); Youth: Pathways to decent work (93rd Session); Resolution concerning tripartism and social dialogue (90th Session). Both the Governing Body and the International Labour Conference often include lists of follow-up actions requested of the Office.

- 93.** Governing Body and International Labour Conference reviews of ILO programmes and future strategies are more narrowly focused and usually go into much greater substantive depth than discussions in the PFAC, which cover the entire ILO programme. They have a real impact on resource allocations and future activities, as demonstrated in the follow-up reports of the Office. However, as presently organized, they have several weaknesses:
- There is no overall plan or schedule that ensures that reviews will systematically cover the full range of ILO programmes.
  - The results framework for each review is not always clear.
  - Inputs to the reviews are usually prepared entirely by the unit responsible for the programme concerned, without a means of ensuring that terms of reference, inputs and analysis meet minimal evaluation criteria.
  - The resource implications of conclusions are rarely included or discussed. As a result, the Office is frequently faced with requests for general strengthening of programmes and specific activities without an estimate of the amount of resources that would be necessary or an indication of where these resources should be found or the results to be achieved.
- 94.** The Governing Body has already started discussions of possible improvements in its committee structure and in the role of certain committees. The considerations above could assist these discussions, hopefully resulting quickly in a system that could contribute significantly to RBM. This could include a schedule for review of all programme and budget outcomes in terms of immediate and intermediate outcomes, and criteria for evaluation requirements and possible financial implications.
- 95.** Such considerations could logically link with ongoing discussions on the reform of the International Labour Conference and the Governing Body and the need for some form of periodic review of overall progress towards decent work and the ILO's strategic objectives.

### ***Review of the field structure***

- 96.** The Director-General has committed himself to review the field structure with the goals of more effective and efficient delivery of services, more visible presence and increased coherence within the United Nations system. The essential issue is how to strengthen the ILO's operational support to decent work in countries with the full involvement of the Organization's constituents and partners. This is closely related to support to DWCPs as the main instrument for transforming the ILO's Decent Work Agenda into action at national level and as its main contribution to national strategic plans in the framework of the "One United Nations" approach.
- The current organization of the ILO field structure is based on a three-tiered structure of regional offices, subregional offices (SROs) and ILO offices, and with multidisciplinary teams of technical experts concentrated in SROs. The ILO also has a presence in some countries under special arrangements.

- Recently, various innovations have been tested in the field such as expanding the use of national correspondents (Central and Eastern Europe) and assigning a limited number of technical specialists to larger ILO country offices (e.g. Brazil, Mexico, Nigeria).
- Countries where the ILO currently does not have an office, but where a substantial DWCP is being implemented, may benefit from an enhanced ILO presence through, for example, the detachment of an ILO technical official to the UN country team (as is currently the case in Mozambique).
- Any examination of the ILO field structure should start with the question: how can the ILO, within available resources and taking into account the uniqueness of its structure and mandate, as well as regional, subregional and country characteristics, best configure its field services to meet current requirements and future challenges? This examination must take into account the evolving development landscape, the reconfiguration of the United Nations system's field structure and the scope for closer alignment in terms of cost-effectiveness and programmatic service delivery.

**97.** The following four interrelated issues need to be addressed:

- (i) **Technical capacity and critical mass:** An important issue is how to achieve a critical mass of ILO technical expertise and competencies at the service of constituents and the Decent Work Agenda. This needs to be considered in the light of working methods both in the regions and at headquarters. ILO field offices need to provide adequate support to constituents irrespective of physical offices/geographical boundaries.
- (ii) **Representation and structures:** A review of the field structure cannot merely be a review of the physical location of offices. It must address not only where offices are located but also the key services the offices are called upon to deliver in a way that optimizes resource use within a constrained ILO budget.
- (iii) **Effective and efficient delivery of services:** Full consideration must be given to optimal combinations of effective and efficient delivery of services. This must anticipate the increased responsibilities of field offices in participating in United Nations system programming and cooperation and in local resource mobilization. Cost-effective measures could include the availability of certain IRIS functionalities in field offices, “out-sourcing” of administrative services to lower-cost centres, participation in United Nations system common services, participation in UNDG's work on common premises and services, greater use of “national correspondents” and participation in knowledge-sharing networks.
- (iv) **Adequate capacities for networking and partnerships:** ILO field offices should have adequate capacity to maintain relations with governments and employers' and workers' organizations, with United Nations system programmes, funds and agencies, other bi/multilateral partners, international financial institutions and civil society. The field structure should fully recognize the tripartite nature and specific competencies of the ILO as well as the special governance structure of the Organization.

**98.** The criteria established for the field structure review will have a determining impact on its outcome. The following proposed criteria are based on the above analysis:

- (i) Analysis of the key relations, technical and administrative functions of ILO field offices and review of current modalities with a view to identifying optimal solutions.

- (ii) Examination of the best ways to ensure a critical mass of technical support to constituents in regions and countries, with consideration of the number, distribution and working methods of technical specialists; this analysis should include an examination of the current modalities of technical support provided by headquarters services to field offices and propose measures to optimize collaboration and working assignments.
- (iii) Examination of current financing levels and modalities of ILO field offices, taking into account the various funding sources available from the regular budget and extra-budgetary contributions.
- (iv) Full review of the adequacy of the current three-tier structure of ILO offices in the context of effective and efficient services to constituents through DWCPs, and of the evolving reconfiguration of the United Nations field structure. Due consideration should be given to closer alignment between field offices of major United Nations partners and ILO field offices to achieve better and more cost-effective services as well as taking into consideration issues of staff security and assurance of the privileges and immunities required for the ILO to work effectively in a country.
- (v) In the context of emerging and evolving arrangements for “One United Nations,” and “one United Nations Country Programme”, consideration should be given to various modalities of ILO support.
- (vi) Within current plans to extend certain IRIS functionalities to field offices, consideration should be given to measures for more efficient administrative support functions required in field offices at different levels.

**99.** Should the Governing Body agree on the criteria for the review of the field structure, a report will be submitted to the Governing Body in November 2007. Given the fact that the review would only be at its preliminary stages in March 2007, no assumptions have been made thus far for the Programme and Budget proposals for 2008-09.

## RBM milestones

**100.** The table below summarizes the milestones discussed above, providing more detail on specific proposed milestones and dates.

### ILO RBM road map: key milestones

#### Stage 1: Introduction of strategic budgeting

SPF/ P&B cycle	Year	Key RBM milestones
P&B 1998-99	1999	Announcement of strategic budgeting as Office policy (para. 54).  Publication of the Director-General's Report <i>Decent work</i> ; consensus on the Decent Work Agenda and four strategic objectives in the Governing Body and International Labour Conference (para. 55).  First strategic programme and budget adopted (2000-01) (para. 56).  Senior Management Team established (para. 56).  Reorganization of the Office into four sectors corresponding to strategic objectives (para. 56).  InFocus Programmes established (para. 56).  First Human Resources Strategy approved (para. 56).

SPF/ P&B cycle	Year	Key RBM milestones
P&B 2000-01	2000	Efficiency and savings measures introduced with the view to release resources for improved services to constituents. MSUs were introduced in technical sectors. Saving of US\$1 million made in administrative support to sectoral meetings and reduced costs of travel of participants (para. 57).  SPF for 2002-05 "Consolidating the Decent Work Agenda", established indicators and strategies for each operational objective. Indicators and targets for 2000-01 finalized (para. 56).  Evaluation Strategy approved: Evaluations of InFocus Programmes and strategic budgeting scheduled for 2002-05 (para. 56).
	2001	Programme and Budget for 2002-03 adopted; increased technical programmes at headquarters by US\$2.7 million through administrative savings. Significant changes in format and approach of the Programme and Budget: Cross-cutting activities such as gender equality or decent work inter-sectoral operational support introduced (paras. 56-57).
	2002	First biennial programme implementation report using results-based methods submitted to the GB and ILC (para. 56).

## Stage 2: Consolidation of strategic budgeting and performance improvement

SPF/ P&B cycle	Year	Key RBM milestones
SPF 2002-05	P&B 2002-03	2002 Evaluation Framework endorsed; first InFocus Programme evaluations discussed by the PFAC (para. 56).
		2003 Programme and Budget for 2004-05 adopted; increased budgets for regions by US\$6.8 million, announced development of country programming (DWCPs); and increased integration of extra-budgetary resources (paras. 61-63).  Initiative on Strengthening Management for Delivery and Results (para. 70).  IRIS conceptual design included strategic framework, country programming (para. 67).
P&B 2004-05	2004	Programme and Budget for 2006-07 developed using IRIS and with increased emphasis on regions: strategic linking of resources introduced, transparency increased (para. 67).  Efficiency gains freed funds for technical programmes and regions within a zero real growth budget (reduction of number and length of GB documents, reductions in administrative support budgets, in travel costs, more balanced grade structure, digital recording of the <i>Provisional Record</i> of the ILC plenary debate, etc.) (para. 61).  An executive director accountable for management and administrative services was appointed (para. 61).
	2004	An ILO circular set out the basic principles of DWCPs and started the process of developing them (para. 64).  SPF for 2006-09 introduced the outcome level in the ILO's programming framework, provides greater detail on indicators (para. 65).
	2005	IRIS "goes live", provides strategic and country budget codes for transactions (para. 67).  First DWCPs developed. IRIS DWCP functions introduced (para. 67).

## Stage 3: From strategic budgeting to RBM

SPF/ P&B cycle	Year	Key RBM milestones
	2005	External review of the Office's implementation of strategic budgeting within a RBM framework (para. 3).  Evaluation policy and strategic framework endorsed by the GB in November 2005 (para. 68).  Revised Human Resource Strategy endorsed by the GB in November 2005 (para. 73).  ICT Subcommittee of PFA established.  Organizational Change Advisory Committee (OCAC) established (para. 49).

SPF/ P&B cycle	Year	Key RBM milestones
SPF 2006-09	P&B 2006-07	2006 (first half) Framework for future action on results-based management endorsed by GB (March).  The role of the ILO in technical cooperation is reviewed with a view to promoting decent work through field and country programmes by the ILC (June).  2006 (Nov.) Strategy for continued improvement of RBM in the ILO is considered by the GB, including an RBM road map, together with the preview of the Programme and Budget proposals for 2008-09 (para. 102).  <i>Integrated management strategies</i>
		2007 A results-based IT strategy is approved for 2007-09 (para. 73).  A results-based knowledge sharing and research strategy is approved (para. 78).
		2008 Common approach and terminology is adopted for the development of all ILO strategies (para. 4).
		2009 All strategies have been revised and use common approach and terminology. They are included into an explicit results framework and explicit identification of links between all Office strategies are made (para. 76).  <i>Performance and accountability systems</i>
		2007 DWCPs are in operation in an increasing number of member States. DWCPs are subject to a quality assurance procedure and regular evaluation (para. 87).  A new staff performance management system introduced (para. 83).  Standards for work planning are issued (para. 86).
		2008 DWCPs are in operation in a defined number of member States (para. 87).  A common computerized format for work planning of operational units (para. 86).  RBM performance measures are piloted in technical programmes, regions and management and administrative services (para. 84).  A fully revised system of internal administrative circulars is in place (para. 85).
		2009 Standards and format for work planning are used by a majority of the Office's operational units (para. 86).  Efficiency targets and substantive goals are set for an increasing number of technical programmes, regions and management and administrative services (para. 83).  <i>Reform of the programming cycle</i>
		2007 A revision of the programming cycle is approved and includes a review of the purposes, length and timing of medium-term planning (paras. 90 and 91).
		2008 The SPF is redesigned and periodicity adjusted to the revised programming cycle (para. 91).  An overall programme implementation reporting plan including articulation with GB reviews and independent evaluations is endorsed by the GB (para. 92 and 93).  <i>Review of the field structure</i>
		2006 (Nov.) Criteria are agreed for a field structure review to be conducted in 2007 (para. 97).
		2007 Field structure review is completed and submitted to the Governing Body in November 2007 (paras. 96 and 97).
		2008 Implementation of recommendations from the field structure review begins (para. 99).

**101.** RBM practices are evolving worldwide, and its application in the ILO will no doubt continue to evolve. The milestones set out above should be reviewed and updated on a

regular basis. It is proposed to report on progress against the milestones in the road map on a biennial basis starting in November 2008.

**102. *The Programme, Financial and Administrative Committee may wish to invite the Governing Body to:***

- (a) Endorse the strategy for results-based management in the ILO presented in this paper, account being taken of the views expressed by the members of the Committee during the discussion of this item of its agenda.*
- (b) Request the Director-General to report in November 2008 on the progress made on the milestones identified in the strategy, within the context of the next SPF.*
- (c) Endorse the proposed set of criteria for the review of the ILO's field structure and request the Director-General to submit to it the conclusions of the review in November 2007.*

Geneva, 17 October 2006.

*Point for decision:* Paragraph 102.