Governing Body

337th Session, Geneva, 24 October–7 November 2019

GB.337/PFA/6

Programme, Financial and Administrative Section
Audit and Oversight Segment

PFA

Date: 4 October 2019
Original: English

SIXTH ITEM ON THE AGENDA

Annual evaluation report 2018–19

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Purpose of the document

This document provides the Governing Body with a progress report on the ILO Evaluation Office's work in 2018–19, as measured against the indicators and targets in its results-based Evaluation Strategy 2018–21. It also looks at the ILO's overall effectiveness based on meta-studies of multiple project evaluations during the period under review using a set of performance indicators. The Governing Body is invited to endorse the recommendations in this report, which are to be included in the ILO's rolling plan for the implementation of recommendations, and confirm the priorities for the 2019–21 programme of work for evaluations (see the draft decision in paragraph 74).

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Relevant strategic objective: All.

Main relevant outcome/cross-cutting policy driver: Enabling outcome B: Effective and efficient governance of the Organization.

Policy implications: The recommendations of this report will have policy implications.

Legal implications: None.

Financial implications: Time of existing staff.

Follow-up action required: Approved recommendations will be inserted into a rolling action plan to track follow-up.

Author unit: Evaluation Office (EVAL).

Related documents: GB.334/PFA/6; GB.332/PFA/8; GB.331/PFA/8.

Contents

Introduction

1. In 2019, the ILO's Centenary year, the importance of results-based management was reiterated in various high-level forums and statements. The ILO Centenary Declaration for the Future of Work emphasized the importance of knowledge management in further enhancing the quality of evidence-based policy advice. Knowledge management and evaluation are inextricably linked, as they both facilitate collaborative learning. A case study produced by the ILO Evaluation Office (EVAL) on the occasion of the Centenary year records the historical evolution of evaluation in the ILO over the last six decades. It describes the last decade as a period of transformation characterized by independence and modernization of the evaluation function, during which "major organizational changes were made to ensure its structural independence… [B]old steps were taken to harmonize procedures, improve compliance, quality and use, while modernizing operations through web-enabled guidance and tools". [1] This statement encapsulates well *the state of evaluation in the ILO today*, as this annual report will further explore and illustrate.

2. Part I of this report details the progress the evaluation function has made in implementing the evaluation strategy. The growing interest in monitoring, evaluating and measuring effectiveness in the ILO (through the results-based management task force, for example) [2] is creating the enabling environment required for the effective implementation of the evaluation strategy. Emphasis on good design (including theories of change), monitoring and reporting and the development of a new generation of Decent Work Country Programmes (DWCPs) has gained substantial momentum. It will nevertheless take time for these changes to take effect, which consequently affects the pace of implementation of the evaluation strategy.

3. Strategic and clustered evaluations of project and programme activities on a geographical or thematic basis are now increasingly being considered, but have still to become firmly entrenched within the ILO. New guidelines with approaches, methods and frameworks that ensure better alignment with the ILO's specific mandate and context (for example, tripartism, social dialogue and standards) have been developed and are gradually being applied. The many years of promoting and investing in capacity-building, guidance and knowledge systems have started to show results, as reflected in the improved quality of evaluation reports. Ex-post quality reviews of evaluation reports conducted by external teams since 2011 now finally show improved quality and have better coverage of gender issues. The suite of knowledge management instruments that EVAL has developed over the years has been acknowledged internally and externally as an innovative means of encouraging the uptake of evaluation results. Evaluation-related capacity development training programmes for ILO staff, tripartite constituents and other relevant stakeholders have also continued to flourish, thus contributing to a growing evaluation network and culture throughout the Organization.

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[1] ILO: *A brief history of evaluation in the ILO*, Evaluation Office (Geneva, 2019).

[2] According to its terms of reference, the mandate of the results-based management task force is to: (i) review ILO results framework and ILO strategic budgeting process as well as related reporting procedures; (ii) revise and enhance the ILO's use of the "theory of change" approach across the Office (including in DC projects) to allow results to be measure at all levels, analysis of causality, and assessment of impact and sustainability, thereby improving performance reporting and accountability; (iii) strengthen work planning, monitoring and evaluation frameworks and systems at all levels to ensure information flow, aggregation and evaluability of results; and (iv) enhance the capabilities of existing systems that support results-based management in the Office (IRIS, dashboards, etc.).

4. Part II of the report provides an assessment of the ILO's overall effectiveness. EVAL is continuing to build on earlier experiences in measuring decent work results (effectiveness assessments) based on meta-studies of development cooperation project evaluations that use a set of performance indicators. The most recent assessment of the ILO's overall effectiveness shows that there are continued weaknesses in the quality of project design, and monitoring and reporting practices, and that projects are overambitious, as reflected in the insufficiency of resources to deliver on promised outputs. In an effort to contribute to organizational learning, the study identifies factors that contribute to a successful project for more systematic uptake, and takes a closer look at the performance of a sample of projects funded through the Regular Budget Supplementary Account (RBSA).

5. As this assessment of effectiveness is retrospective, it may explain why changes in programming practices introduced in recent years are not yet showing the expected performance results. Another limitation is that the assessment methodology only approximates overall effectiveness through a proxy indicator (project evaluations) and does not, therefore, provide a truly holistic insight into organizational effectiveness. As explained in last year's annual evaluation report, the most desirable format is an evaluation system that involves full coverage and validation of results of all DWCPs and programme and budget outcomes, on a four-year planning cycle. However, that will require significant changes in how the ILO conducts project evaluations. The building blocks for such a system are gradually being put in place, but the pace depends on the rate at which the enabling organizational environment can and will evolve.

Part I. Implementation of the ILO's evaluation strategy

Progress made towards achieving key milestones

6. Part I of this annual evaluation report provides an assessment of the performance of the ILO's evaluation function, as measured against the ILO's results-based Evaluation Strategy 2018–21.

7. While the Annual evaluation report 2017–18 was a mid-term report for 2018, this year's report reflects on the progress made during the biennium 2018–19, thus allowing for a clear assessment of achievements. Overall, progress over the biennium has been somewhat satisfactory: from a total of 19 biennial milestones, nine achieved or exceeded their targets, nine partially achieved their targets and one did not make any progress. Reporting on the evaluation strategy in this report is aligned with and complements the ILO's programme implementation report on enabling outcome B, effective and efficient governance of the Organization.

8. A strong and enabling results-based environment and evaluation culture and the independence of the evaluation function are essential so that it can remain free from influence and provide credible assessments of the ILO's programmatic effectiveness. Over the years, EVAL has successfully established the necessary structures and procedures to avoid any erosion of the function's credibility.

Outcome 1: Enhanced capacities and systems of evaluation for better practice and use

Sub-outcome 1.1 – Evaluation activities conducted in a timely fashion and in accordance with Evaluation Policy requirements

Indicator 1.1: All mandatory evaluations are completed in a timely manner for use by management, constituents and donors.	Baseline: 90% coverage for independent evaluations and 33% coverage for internal evaluations.	Status
		Partially achieved.
Biennial milestone (2018–19): 95% of independent evaluations and 50% of internal evaluations completed in a timely manner by the end of the biennium (target).		
End target (2020–21): By end-2021, 95% of independent evaluations and 75% of internal evaluations completed in a timely manner to influence decision-making.		

9. Optimal results-based management and knowledge management depend on reliable and credible results from evaluations. All projects that require evaluation are illustrated in EVAL's publicly accessible web-based application, *i*-eval Discovery (see the biennial milestone under sub-outcome 3.1).

10. In 2018, a total of 54 independent evaluations were completed [3] – an increase of 13 from the previous year – of a grand total of 95 evaluations (see figure 1). All but one of the independent evaluations for the 2017–18 reporting years were carried out as required. [4] The biennial milestone for 2018–19 was therefore achieved for independent evaluations, with a completion rate of 99 per cent.

11. However, the figures are less promising for internal evaluations, where submission rates were below expectations. In 2017, EVAL launched the Internal Evaluation Certification Programme (IECP) to help build the capacity of ILO staff to undertake internal evaluations and to improve completion rates (see indicator 1.2.1). The completion rate for internal evaluations in the Annual evaluation report 2017–18 was 36 per cent. Combined with the reporting figure of 46 per cent for 2018–19, the completion rate during the biennium is 41 per cent. Consequently, the Office did not meet the target of 50 per cent, but approached it. As a follow-up to a recommendation made in the Annual evaluation report 2017–18 and endorsed by the Governing Body, self-evaluation components are now incorporated into final progress reports, [5] in an effort to enhance reporting efficiencies.

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[3] These comprise: one evaluability assessment, six RBSA evaluations (or projects containing RBSA components), three cluster evaluations and two joint evaluations. There were no external evaluations.

[4] As referenced in the Annual evaluation report 2017–18.

[5] Self-evaluations are required for projects with a value of less than US$500,000 and are stored in the Donor reporting platform.

Figure 1.   Number of evaluations by type, 2010–18
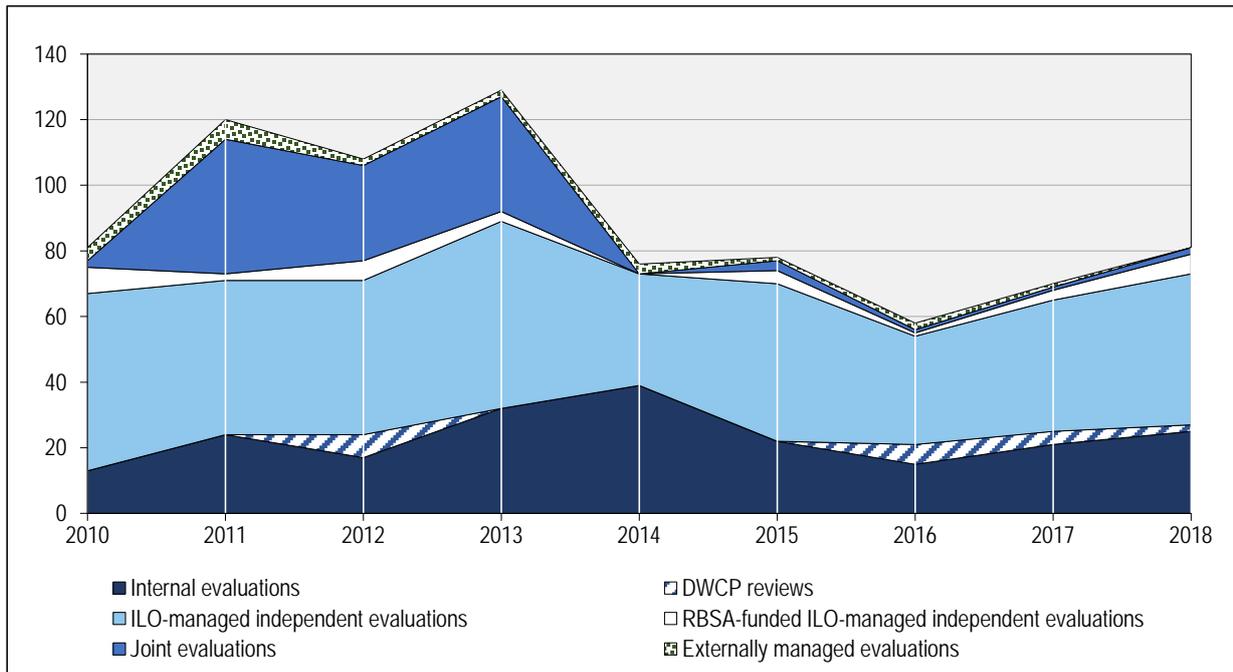
Selecting high-level evaluation topics for strategic use

12. A rolling work plan of topics for high-level evaluations for strategic use is developed each year. The process involves consultations with constituents, a discussion with the Evaluation Advisory Committee, and a thorough review of ILO governance documents to identify decisions that implicitly or explicitly refer to the need for evaluation. EVAL balances the inputs received with the need to ensure that topics that have not been evaluated for a prolonged period of time receive due attention (table 1).

Table 1.   Summary of high-level evaluation topics, 2019–23

Year	Institutional or outcome level	Outcome level	DWCP [1]	Comments from constituents
2023	Rural economy [2]	Unacceptable forms of work [3]	Arab States	Broad support, but concern was expressed about the implications of the new programme and budget structure on the proposed themes. Concern was also expressed about the selection of topics for 2023 being premature.
2022	Development and use of labour statistics [4]	Application of international labour standards [5]	Europe	Broad support, but concern was expressed about the appropriateness of evaluating international labour standards. Concern was also expressed about the selection of topics for 2022 being premature.
2021	Action Plan for Gender Equality [6]	Promoting fair and effective labour migration policies [7]	Asia	Reconfirmed, but concern was expressed about focusing on both migration and fair recruitment as Conference resolution only called for evaluation of work to promote fair recruitment.
2020	Research and knowledge management [8]	Promoting sustainable enterprises	Americas	Reconfirmed, but concern was expressed about coordination of evaluation with discussion of ILO Research Agenda at the same Governing Body session.

[1] DWCP evaluations are rotated among regions. [2] Has not been evaluated before. [3] Has not been evaluated as an outcome in at least two biennia. [4] Institutional: Has not been evaluated before; selected based on inputs received from prior consultations. [5] Outcome: Has not been evaluated as an outcome in at least two biennia; selected based on inputs received from prior consultations. [6] Institutional: Due as part of the action plan approved by the Governing Body. [7] Outcome: The Conference resolution concerning fair and effective labour migration governance adopted in June 2017 called for a high-level evaluation of work to promote fair recruitment. This evaluation was initially scheduled for 2019 but postponed until 2021. [8] Institutional: Has not been evaluated before; selected based on inputs received from prior consultations.

Sub-outcome 1.2 – Strengthened evaluation capacity of staff in regions and departments

Indicator 1.2.1: ILO staff evaluation capacities are upgraded.	Baseline: By end-2017, 77 staff members had been certified as evaluation managers and two were certified as part of IECP. Eight of the EMCP certifications were awarded in 2016–17.	Status
		Exceeded.
Biennial milestone (2018–19): At least 30 additional ILO staff members are certified as evaluation managers and internal evaluators.		
End target (2020–21): By end-2021, at least 120 ILO staff members are certified as evaluation managers or internal evaluators.		

13. EVAL addresses this milestone primarily by conducting the EMCP and the IECP. In addition to those programmes, the regions occasionally conduct general training on monitoring and evaluation for their staff.

14. In 2018, seven EMCP trainees and 11 IECP trainees completed all of the rigorous requirements for certification. In 2019, a further 20 staff members were certified as evaluation managers and ten additional staff members were certified as internal evaluators. Altogether, a total of 48 trainees were certified for 2018–19, thus surpassing the biennial milestone target of 30 (table 2). The EMCP course was launched in 2013 and for some certificate holders, it has been six years since they were trained. In order to help certified staff refresh their competencies and achieve a higher level of certification, EVAL is developing an advanced-level EMCP course that will be launched by the end of 2019.

Table 2.   ILO officials trained in evaluation in 2019 [1]

Type of training	Africa	Americas	Arab States	Asia and the Pacific	Europe	HQ	Total
General monitoring and evaluation	1	4	23	8	25	0	61
Evaluation management skills	20 [2]	0	2	16	0	0	38
Internal evaluation skills	4	0	0	2	4	3	13
Total	**25**	**4**	**25**	**26**	**29**	**3**	**112**

[1] Training is just one of the requirements for certification; practicums also have to be completed successfully.

[2] Projected figures because additional training will take place in the fourth quarter of 2019. General monitoring and evaluation training is only included if the training programme lasts at least one day.

Indicator 1.2.2: The ILO evaluation network is functioning based on clearly established roles and job descriptions.	Baseline: Currently, evaluation network functions (departmental level and evaluation managers) are performed on a voluntary basis.	Status
		Partially achieved.
Biennial milestone (2018–19): Evaluation responsibilities are included in job descriptions of departmental focal points for evaluation and certified evaluation managers receive standardized assessments in their performance appraisals.		
End target (2020–21): By end-2021, a fully functioning evaluation network is firmly embedded in the relevant regional and departmental functions, and appropriate resources and incentives are allocated.		

15. There is a need to further strengthen the incentive structure for ILO colleagues who volunteer to be members of the evaluation network, namely departmental evaluation focal points, evaluation managers and internal evaluators. EVAL developed specific, measurable,

achievable, realistic and timely (SMART) outputs and measures of performance for possible inclusion in the ILO's Performance Appraisal System. This system has a library that contains model outputs with indicators and targets that could be applied to Beginning of Cycle discussions for departmental evaluation focal points, evaluation managers and internal evaluators. In addition, suggestions were made on developing standard evaluation tasks that could be included in job descriptions. If they were applied, it would not only allow for the proper recognition of the contributions made by ILO colleagues who volunteer to be members of the evaluation network, but also make it possible for them to receive standardized assessments in their performance appraisals. This material has been shared with the Human Resources Development Department and is awaiting implementation.

Sub-outcome 1.3 – Constituents engaged in monitoring and evaluation of DWCPS and development cooperation activities in an SDG-responsive manner

Indicator 1.3: Relevant monitoring and evaluation training is mainstreamed into training and capacity-building programmes for constituents in order to enhance their participation in evaluations.	Baseline: During 2010–17, 1,052 constituents were trained, 124 of them in 2016.	Status
		Achieved.
Biennial milestone (2018–19): Evaluation training and capacity-building modules responsive to SDG issues developed for mainstreaming into programmes, covering all three constituent groups.		
End target (2020–21): By end-2021, at least 150 constituents (in equal proportions of the three groups) given tailored evaluation training as part of larger EVAL and ILO-wide training programmes.		

16. In November 2018, EVAL launched a training programme for ILO constituents on evaluating the Decent Work Agenda in the era of the Sustainable Development Goals (SDGs). A number of training programmes were conducted in partnership with departments and regional/country offices (figure 2). [6] A total of 134 representatives from governments and employers' and workers' organizations were trained during the 2018–19 biennium. Tripartite discussions on how to participate more actively in national and subnational planning and evaluation of the Decent Work Agenda and SDGs have informed voluntary national reviews.

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[6] Argentina (Buenos Aires, November 2018), Lebanon (Beirut, April 2019), ITC-ILO (Turin, April 2019), Azerbaijan (Baku, May 2019) and Indonesia (Jakarta, May 2019).

Figure 2. ILO constituents trained in evaluating the Decent Work Agenda in the SDG era
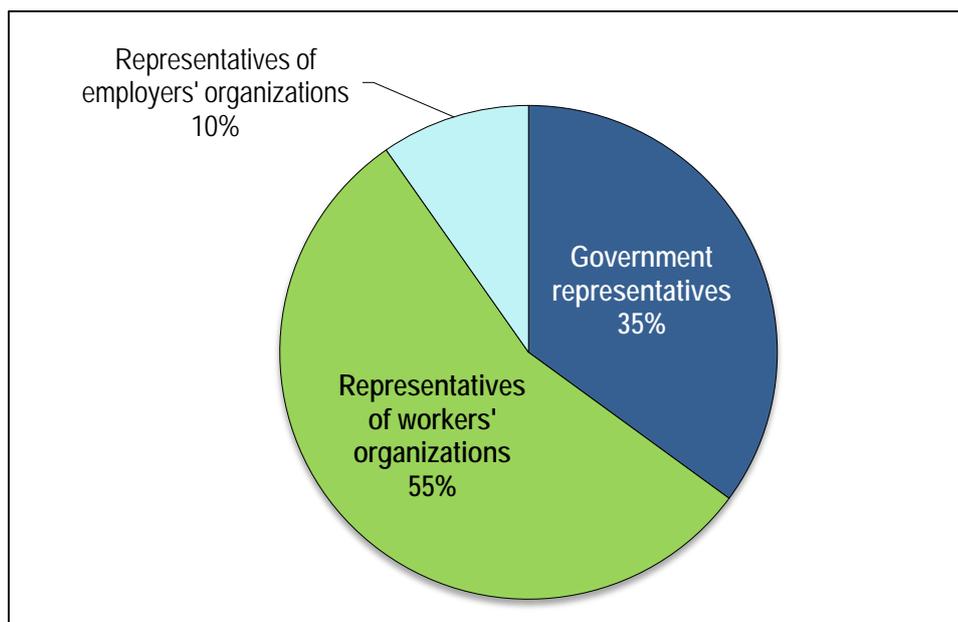
17. EVAL continues to collaborate with other departments, regions and the ILO International Training Centre (ITC-ILO) to include training modules in evaluation within capacity-building programmes. EVAL is also exploring the possibility of organizing a regional workshop to promote the exchange of good practices and learning on the topic among constituents in the Latin America and the Caribbean region. More emphasis on training specifically addressing employers will be needed to achieve the target of equal proportions of constituents trained.

Sub-outcome 1.4 – Evaluation integrated in DWCPs and development cooperation activities, including a focus on SDGs

Indicator 1.4: Number of DWCPs and development cooperation projects that have well-established evaluation processes and mechanisms in place and that regularly engage with constituents in meeting monitoring and evaluation requirements.	Baseline: No baseline yet established.	Status
		Partially achieved.
Biennial milestone (2018–19): Process is developed and piloted to a sample of DWCPs for ensuring that DWCPs and projects have mechanisms (diagnostic instruments) to assess their evaluability, SDG-responsiveness and level of participation of constituents in monitoring and evaluation.		
End target (2020–21): By end-2021, 75% of DWCPs and development cooperation projects have mechanisms in place to assess their evaluability, SDG-responsiveness and level of participation of constituents in monitoring and evaluation.		

18. In February 2018, EVAL developed an evaluability diagnostic instrument [7] to support enhanced planning for SDG-sensitive monitoring and evaluation of DWCPs. In 2018, evaluability diagnostics were carried out for two DWCP design exercises. In 2019, additional testing was conducted in three further countries. [8] Lessons are being compiled in collaboration with the Strategic Programming and Management Department (PROGRAM) to ensure SDG-responsive DWCP design and increased participation of constituents, including subsequent monitoring and evaluation. Recent developments in the context of the UN Sustainable Development Cooperation Frameworks will require some adjustments. EVAL is a co-coordinator of the UN Evaluation Group's working group on evaluation and the SDGs, in which it shares its own experience and stays abreast of the latest developments.

Sub-outcome 1.5 – Established capacity of regions and departments to mainstream and use evaluation

Indicator 1.5: Evaluation-related initiatives taken by regions and departments other than mandatory requirements systematized.	**Baseline:** Examples of such initiatives and their use have not been systematically documented since the AER 2015.	Status
		Partially achieved.
Biennial milestone (2018–19): Systematic documentation of such initiatives, establishing good practices based on the experience of large or flagship programmes.		
End target (2020–21): By end-2021, a systematic process for quantitative and qualitative documentation of initiatives by departments and regions will be in place to show progressive increase and added value.		

19. Regions and departments have increasingly become pro-active in undertaking evaluation-related initiatives beyond mandatory requirements, and systematic documentation of these initiatives has been created. Table 3 provides a non-exhaustive overview of initiatives that EVAL has initiated, inspired or supported. For instance, the Jobs for Peace and Resilience team developed a comprehensive handbook, *How to Design, Monitor and Evaluate Peacebuilding Results in Jobs for Peace and Resilience Programmes*, which incorporated inputs from EVAL and from a thematic evaluation on the ILO's work in fragile States. [9] EVAL also supported the development of a programmatic monitoring and evaluation framework for an ongoing multi-partner Dutch-funded project on jobs, social security and education for refugees and host communities in the Arab States and in North Africa. Moreover, the Vision Zero Fund and its partner Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) developed a theory of change, a comprehensive monitoring plan and an integrated evaluation matrix to support the global programme in collaboration with EVAL. Finally, the growing recognition of the importance of mainstreaming evaluation can also be seen in the increase in the number of full-time staff members (to almost 30) who support monitoring, reporting and evaluation in projects and programmes.

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[7] The diagnostic instrument provides country-level analysis in three dimensions: (i) the extent to which a DWCP is designed, implemented, monitored and reported on to illustrate the ILO country-level contribution to the SDGs; (ii) the degree to which country-level monitoring and evaluation is ready to implement, monitor and evaluate the SDGs (focusing on decent work); and (iii) constituents' capacity needs, and the challenges to effectively advocate for and engage in SDG/decent work monitoring and evaluation processes.

[8] DWCPs in Burundi, Iraq and Suriname.

[9] ILO: *Independent thematic evaluation of the ILO's work in post-conflict, fragile and disaster-affected countries: Past, present and future* (Geneva, 2015).

Table 3. Non-exhaustive overview of reported non-mandatory evaluation initiatives, 2019

Type of evaluation initiative	Number of evaluation initiatives in departments and regions
Meta-studies/synthesis reviews	1 global, 1 in Africa, 1 in the Arab States, 2 in Asia and the Pacific and 1 in Latin America
Thematic evaluations	1 in the Arab States, 1 in Asia and the Pacific and 1 in Latin America
Impact-related assessments	1 global, 1 in Africa and 1 in the Arab States
Comprehensive monitoring and evaluation approaches	2 global and 1 in the Arab States
Knowledge management and communication related to evaluation	1 in Africa and 1 in Latin America
Capacity-building on monitoring and evaluation	2 global, 1 in the Arab States, 2 in Asia and the Pacific, and 2 in Latin America
Evaluation of national policies and plans	2 global and 1 in Africa

Outcome 2: Enhanced value of evaluation through the use of more credible and higher quality evaluations (independence, credibility, usefulness)

Sub-outcome 2.1 – Use of strategic cluster evaluations to gather evaluative information more effectively

Indicator 2.1: Strategic cluster evaluations established as a modality in a substantial proportion of programmes and projects.	Baseline: Currently, no documented processes or procedures are in place to conduct strategic cluster evaluations for development cooperation projects.	Status
		On track.
Biennial milestone (2018–19): Methodology and procedure developed for strategic cluster evaluations, including a modality for pooling evaluation funds, and piloted in at least five projects.		
End target (2020–21): By end-2021, a procedure for strategic cluster evaluations approved by a critical number of donors (25%) will be in place.		

20. Apart from potential efficiency gains, one significant advantage of clustering a number of evaluations in one single evaluation is that commonalities and differences of similar projects (for example, in a similar thematic area) that are implemented in a variety of countries can be analysed. This can help identify key success factors and potential risks, thus providing valuable information for the performance of future and ongoing interventions.

21. EVAL established a two-phased approach to support the development of strategic cluster evaluations. The first phase included a review of experiences and possible scenarios for clustering, and the second phase aimed to develop procedural guidance to roll it out in practice. The study undertaken during the review phase showed that clustering has a good potential to strategically connect the dots between projects, organizational achievements and impact. In the absence of a full appreciation of the benefits or because of prevailing policies, many donors continue to favour compartmentalized project-specific evaluation approaches. The study stressed that the development and roll-out of cluster evaluations will require

enhancements to evaluation techniques, methods and procedures, including changes in Office practices on how the option is presented to donors and partners.

22. The study showed that discussions with donors and partners currently do not systematically transmit the implications of the 2017 Evaluation Policy, which includes the requirement to review the option of clustering evaluations and the pooling of evaluation funds for more strategic impact. Finally, the study cautioned that cost-effectiveness may be one rationale for clustering, but it is not the only one. Clustering may not lead to an immediate reduction in evaluation-related costs, as the complexities and additional transaction costs in the absence of a pooled fund for evaluation need to be properly recognized.

> **Recommendation 1:** Present strategic clustering of evaluations as the preferential option to all donors when discussing agreements and use the expertise of the evaluation function to explain the benefits and various opt-out scenarios in compliance with the evaluation policy.

23. As part of the first phase, five pilots have been identified for testing typologies for possible clustered evaluation (table 4). Phase II is under way and a guidance note on how to plan a clustered evaluation is expected by the end of 2019.

Table 4.   Possible pilots for clustered evaluation within identified typologies

	Cluster type	Possible pilot	Scope and focus
Geographical (country/regional)	DWCP or similar country framework (Country Programme Evaluation)	Guatemala as part of donor outcome funding framework	All projects contributing to DWCP/country programme outcomes; input/link to UN Sustainable Development Cooperation Framework
	Wider/cross-cutting ILO interventions	One-ILO Ethiopia (Evaluation of one-ILO coordinated work)	Multiple projects at different stages
Thematic	Sectoral (for example, the garment sector, rural sector)	Ready-Made Garment programme in Bangladesh	All projects within given sector in one country
	Programme and budget outcome based	Donor-ILO partnership	Projects contributing to similar objective/outcomes
	Global programme	Vision Zero Fund	Similar models used in different countries

24. The approach to promoting clustering of evaluations for more strategic impact also fits well with ongoing UN reform discussions and efforts to strengthen independent system-wide and joint evaluations. EVAL has been an active actor in efforts of the UN Evaluation Group to develop a road map for independent system-wide evaluations at the global level and in piloting the new generation of UN Sustainable Development Cooperation Framework evaluations in selected countries.

Sub-outcome 2.2 – Improved quality of internal, decentralized and centralized evaluations

Indicator 2.2.1: All evaluations of development cooperation projects comply with OECD and UNEG norms and standards and are tailored to the ILO's specific mandate and learning needs.	Baseline: External quality assessment for 2015–17 shows that about 90% of development cooperation project evaluations meet the required quality standards.	Status
		Achieved.
Biennial milestone (2018–19): Guidelines will be updated to incorporate new evaluation models that reflect the ILO's specific mandate while maintaining quality.		
End target (2020–21): By end-2021, external quality assessment confirms that 95% of development cooperation project evaluations meet OECD and UN Evaluation Group standards.		

25. EVAL uses a layered approval process involving evaluation managers, departmental evaluation focal points, regional evaluation officers and senior evaluation officers that provide real-time quality assurance for project evaluations. This process is complemented by ex-post quality appraisals that are conducted by external appraisers.[10] The most recent aggregated results show that, overall, 98 per cent of 2017–2018 evaluation reports appraised obtained ratings equal to or above "satisfactory", thus surpassing the target of 90 per cent.

26. Investments in guidelines, training and hands-on support are showing results. As can be seen in figure 3, EVAL improved its results by systematically increasing the "highly satisfactory" and "satisfactory" ratings, while at the same time decreasing the "somewhat unsatisfactory" and "unsatisfactory" ratings. It is significant to note that no report was rated "highly unsatisfactory" or "unsatisfactory" in the 2017–18 batch.

27. EVAL has evolved its quality appraisal process to conduct assessments on a real-time basis to ensure that systemic problems can be quickly identified and addressed. A small number of 2019 reports have already been appraised on that basis. The preliminary results suggest that the improvements in quality that EVAL achieved during 2017–18 may be difficult to sustain.

28. The quality appraisal results also provide an important feedback loop on quality issues, which can be used to update evaluation guidelines. The exercise involves the revision of a guidance note with five modules complemented by an additional 23 guidance notes, 12 checklists and 16 instruments and tools. The fourth edition of the ILO policy guidelines for evaluation is expected to be ready by the end of 2019 and will be published early in 2020.

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[10] Since 2008, a total of eight rounds of quality appraisals of independent evaluations have been conducted.

Figure 3.   Quality appraisal of evaluation reports, 2015–18
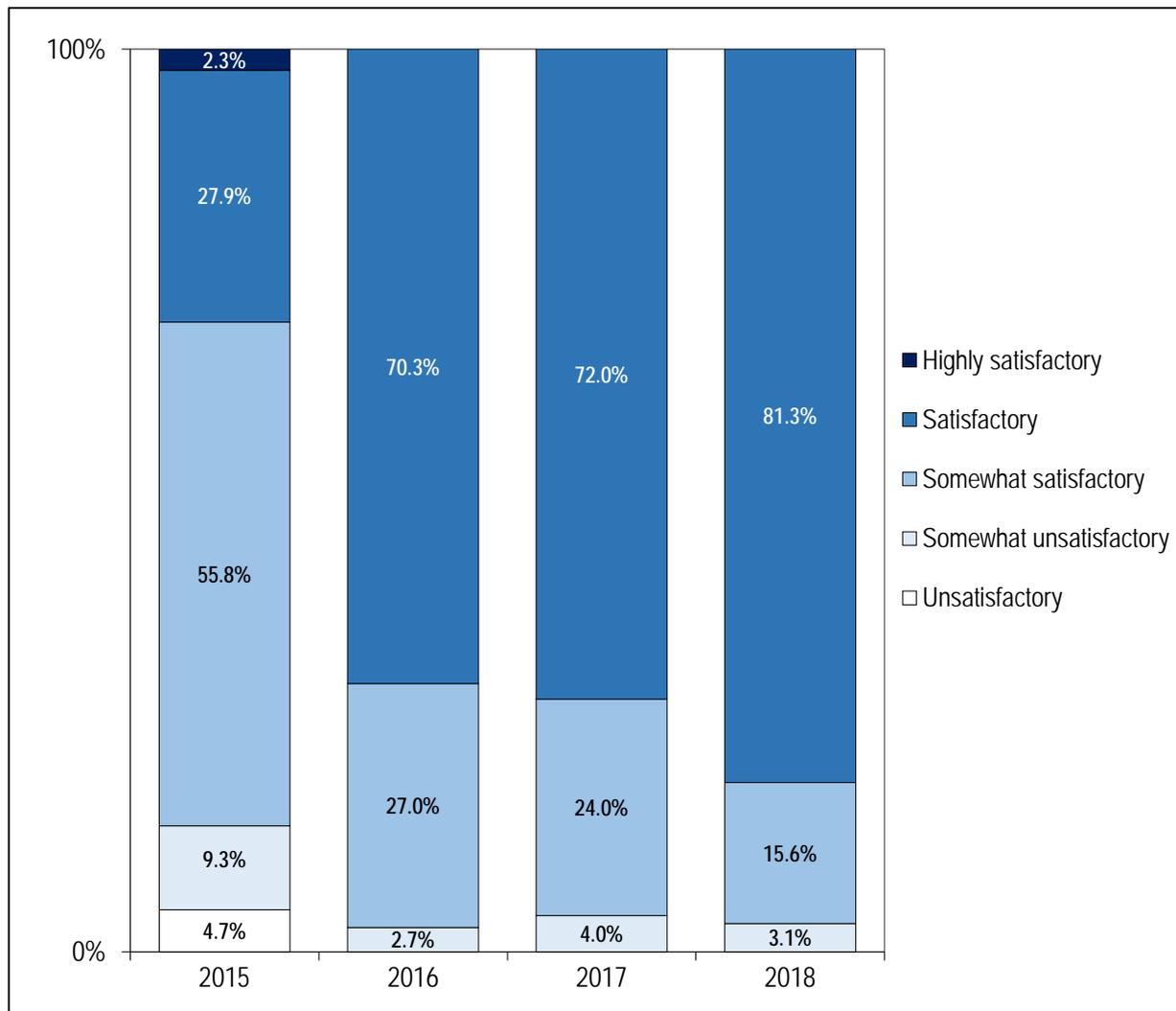
29. A comparative analysis of the median results per component revealed some interesting interregional differences across components (criteria, questions and good practices). As shown in figure 4, overall, most regions are rated satisfactory across most components, with some regions performing particularly well. Performance on criteria and questions needs to be analysed to assess how challenges can be addressed.

Figure 4.   Median results of quality appraisal of evaluation reports per component based on regional scores

30. Annual and externally assessed comparisons of the average ratings for the UN System-Wide Action Plan on Gender Equality and Empowerment of Women (UN-SWAP) demonstrate a slight but steady improvement since 2015, showing that the ILO is on track to meeting the UN-SWAP requirements (figure 5).

Figure 5.   Trend in UN-SWAP ratings for ILO decentralized evaluations

Indicator 2.2.2: Additional capacity released in EVAL at headquarters to focus on new evaluation models by reducing oversight of regional evaluations of development cooperation projects.	Baseline: The 2016 IEE identified the issue of independence at the regional level as a priority and recommended the integration of regional evaluation officers (REOs) as full staff members of EVAL.	Status
		Achieved.
Biennial milestone (2018–19): Preparation of a detailed report that analyses reporting lines for REOs and includes a presentation of possible scenarios, with the aim of ensuring the highest level of independence.		
End target (2020–21): By end-2021, all evaluations in the regions are conducted to the highest standard of independence, requiring minimal oversight by EVAL at headquarters.		

31. One priority related to the independence of the evaluation function that was identified in the 2016 independent evaluation of the ILO's evaluation function [11] was to transition regional evaluation officers to become full staff members of EVAL to enhance the independence of decentralized evaluations. [12] EVAL conducted a comparative study that looked at a set of possible scenarios. The results of the study found successful precedents in other UN organizations and within the ILO to show that field staff could have a primary reporting line to headquarters and a secondary one to a field supervisor. ILO staff regulations make selective provisions for this configuration of reporting lines. If applied to regional evaluation officers, such a reporting line would enhance the independence of decentralized evaluations. EVAL is scheduled to discuss this further with senior management during the last quarter of 2019.

Indicator 2.2.3: Corporate governance-level evaluations incorporate UNEG norms and standards and are tailored to the ILO's specific mandate and learning needs.	Baseline: Independent review in 2013 confirmed quality met required standards as reconfirmed by the 2016 IEE.	Status
		Achieved.
Biennial milestone (2018–19): Protocols will be updated to incorporate new evaluation models that reflect the ILO's specific mandate while maintaining quality.		
End target (2020–21): The 2021 independent evaluation of the ILO's evaluation function confirms that corporate governance-level evaluations are tailored to the ILO's specific mandate and continue to be of good quality as benchmarked against similar evaluations in comparable UN agencies.		

32. The 2016 independent evaluation of the ILO's evaluation function noted that, while ILO evaluations procedures met international standards, methods could be improved to better capture the ILO's normative mandate.

33. EVAL developed Protocol 1 to guide corporate governance-level evaluations for policy outcomes and institutional evaluations, and Protocol 2 for DWCP evaluations. In the light of recommendations from the 2016 independent evaluation of the ILO's evaluation function, both protocols were updated to reflect the existing organizational strategic framework and the new evaluation policy and strategy. The revisions also include guidance on gender

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[11] ILO: *Independent Evaluation of ILO's Evaluation Function, 2011–2016: Final Report* (Geneva, 2016).

[12] Regional evaluation officers are designated evaluation officers in each ILO regional office. They are responsible for overseeing evaluations within their respective regions. They oversee and advise on the process of planning, managing and following up on DWCP review and project evaluations. They are professionals dedicated to supporting the evaluation work of the ILO.

equality and non-discrimination, the ILO's social dialogue and normative mandate and the ILO's contribution to the SDGs (see the biennial milestone under sub-outcome 2.4).

Sub-outcome 2.3 – Credible impact evaluations conducted to build knowledge for effective policy interventions

Indicator 2.3: Impact evaluations are considered credible and used for documenting effective policy interventions.	Baseline: Quality of impact evaluations not optimal or uniform, as indicated in EVAL stocktaking report of 2014. A new ex post quality analysis of a sample of impact evaluations, to be carried out in 2018, will establish a new baseline.	STATUS
		Not achieved progress.
Biennial milestone (2018–19): Improved impact evaluations by technical departments and ILO offices as a result of improved technical support by EVAL and increased conformity with EVAL's guidance for 50% of impact evaluations.		
End target (2020–21): By end-2021, 85% of impact evaluations at the ILO will be considered credible and will meet required quality and relevance standards.		

34. EVAL continued to offer support to departments and regions to conduct impact evaluations via the Impact Evaluation Review Facility. However, demand has been weak and little or no progress has been achieved in realizing the biennial milestone. One of the reasons could be related to the lack of visibility of the Impact Evaluation Review Facility. Another possibility is a prevailing concern of units to put their impact evaluation designs and results through a critical institutional review process that would nevertheless increase credibility. To help address such challenges, EVAL will complete its long planned ex-post quality assessment of impact evaluations.

Sub-outcome 2.4 – Evaluation framework further aligned with ILO mandate and context, including SDGs

Indicator 2.4: ILO-specific evaluation approaches, models and methods used for evaluations at various levels.	Baseline: Currently, minimal ILO-specific approaches and models are used in ILO evaluations.	Status
		Partially achieved.
Biennial milestone (2018–19): Pilot evaluation framework developed and used in five pilot evaluations; evaluation policy guidelines updated.		
End target (2020–21): Updated evaluation framework applied in 50% or more of evaluations and 20% of evaluations have SDG-specific indicators.		

35. EVAL examined how evaluations could be improved by making them more responsive to the Organization's normative mandate and mechanisms of social dialogue. As a first step, a guidance note was developed to explain the importance of systematically integrating social dialogue and normative contexts into project design, monitoring and evaluation. This guidance will be incorporated into pilot evaluations for a more strategic approach. In a related effort to ensure evaluators understand and capture the ILO's specific context, in 2019, EVAL developed a self-induction programme to increase evaluators' understanding of the unique aspects of the ILO's work and its evaluation policy and practice.

Outcome 3: Stronger knowledge base of evaluation findings and recommendations

Sub-outcome 3.1 – Strengthened accessibility and visibility of evaluation information through i-eval Discovery

		Status
Indicator 3.1: *i*-eval Discovery contains all planned and completed evaluations, including recommendations, lessons learned and good practices; is consistently accessed by internal and external users; and is considered the gateway to ILO evaluation information.	**Baseline** Based on data provided by INFOTEC, the average use was in the range of 2,000 during 2018–19.	Achieved.
Biennial milestone (2018–19): Further development and use of *i*-eval Discovery and the *i*-Track database to support targeted communication and use of evaluation information (target: 25% increase over baseline level).		
End target (2020–21): By end-2021, *i*-eval Discovery will be broadly used internally and externally as the gateway to reliable ILO evaluation information. Target: 50% increase over baseline level.		

36. To make evaluation information more user-friendly and accessible, EVAL launched *i*-eval Discovery in 2016. It is an interactive, web-based application that publicly displays all planned and completed evaluations, in addition to their related recommendations, lessons learned, good practices and summaries. Since its launch, *i*-eval Discovery has received widespread internal and external acknowledgement as an innovative vehicle for uptake of evaluation results, while also helping to inform project design, implementation and organizational learning. [13]

37. Evaluations in *i*-eval Discovery are now searchable by donor and cluster, in addition to other filter options. It has also been linked to other ILO platforms [14] as a way of improving access to ILO results reporting. By the end of 2019, management responses to recommendations from independent evaluations will also be publicly accessible in *i*-eval Discovery, thereby making available the full suite of evaluation information to constituents, staff and donors. [15] The average number of users who accessed the application during the biennium (2018–19) was 2,000. [16]

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[13] This includes over 1,000 completed evaluations, more than 5,000 recommendations, 1,700 lessons learned, 700 good practices and almost 400 planned evaluations (as of June 2019).

[14] The Development Cooperation Dashboard and the Decent Work Results Dashboard.

[15] In 2020, the underlying database for *i*-eval Discovery will be updated to better capture evaluation information.

[16] The annual average use of *i*-eval Discovery based on data provided by INFOTEC up to May 2019 was in the range of 2,000 users. EVAL is confident that the end target, which calls for a 50 per cent increase by the end of the 2020–21 biennium is in reach.

Sub-outcome 3.2 – More targeted communication of evaluation findings

Indicator 3.2: Revised communications strategy leads to better targeting of evaluation findings to management, constituents and other users.	Baseline: The 2016 IEE recognized progress made (newsletter, think pieces, *i-eval* Discovery) but called for better presentation of evaluation findings to improve use.	Status
		Achieved.
Biennial milestone (2018–19): A communication and rebranding strategy is designed (target: 2018) and rolled out (target: 2019) in collaboration with the Department of Communication.		
End target (2020–21): The 2021 independent evaluation of the ILO's evaluation function acknowledges progress made in the communication strategy.		

38. EVAL created a communication plan for 2018–21 in an effort to deepen the evaluation culture in the ILO. The communication plan is designed to better target evaluation findings to management, constituents and other users, in accordance with the ILO Evaluation Strategy 2018–21.

39. The new plan also comes at an opportune time as, since 2016, EVAL has expanded the number of communication products and services that require a communication plan that best targets and serves the needs of stakeholders. The Department of Communication and Public Information has been consulted to determine the extent to which it can offer support with the roll-out.

40. Over the past year, EVAL applied new tools to better communicate evaluation-related information (figure 6).

Figure 6.   EVAL products and services, 2010–19
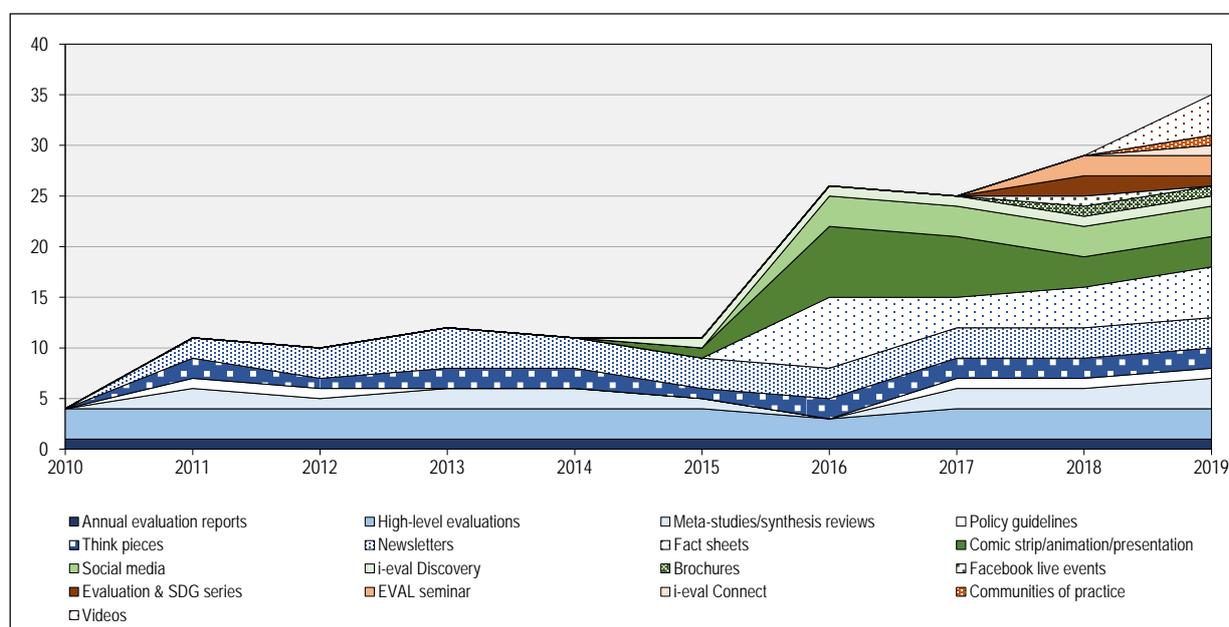
*Sub-outcome 3.3 – Improved use of evaluation findings
and recommendations by constituents and
management for governance and decision-making*

Indicator 3.3.1: The Evaluation Advisory Committee (EAC) advice on timing and use of evaluation prompts more robust uptake of evaluation findings for policy and strategic decisions at the global and regional levels.	Baseline: The EAC met on average four times per year and qualitative analysis showed it held strategic debates on about 40% of the corporate governance-level evaluations. Although the regions participate in the EAC, there are no regional evaluation advisory committees (REACs).	Status
		Partially achieved.
Biennial milestone (2018–19): The EAC continues to meet on a consistent basis (four times annually) and has strategic discussions on 50% of the corporate governance-level evaluations. By early 2019, a report on the added value of REACs will be produced. Subject to the outcome of that review, by end-2019 two regions will have piloted an REAC.		
End target (2020–21): By end-2021, the Evaluation Advisory Committee continues to meet on a consistent basis (four times annually), holds strategic discussions on 75% of the corporate governance-level evaluations and maintains a renewed focus on coalescing support to address systemic issues identified in evaluations. Target on expanding practice of regional evaluation advisory committees to be set subject to outcome of pilot.		

41. The 2018–19 biennial milestone calls for four meetings per year and strategic discussions [17] of 50 per cent of the corporate governance-level evaluations. In the 2017–18 Annual evaluation report, it was reported that 75 per cent of the corporate governance-level evaluations reviewed during the reporting period were the subject of strategic discussions. In addition, three of the planned meetings actually took place.

42. Table 5 shows the scope of the Evaluation Advisory Committee's decisions during the current reporting year. In the first two meetings of 2019, the Committee conducted five discussions of corporate governance-level evaluations that led to their completion or to approval of the work plan. Thus, all five discussions were considered to have been strategic.

43. When the 2018 and 2019 figures are combined (that is, nine discussions, eight of which were strategic), the result is 89 per cent – well above the target of 50 per cent. Despite having met the biennial milestone, EVAL recognizes that its calculation method has limitations. EVAL will work with the Evaluation Advisory Committee to explore new methods in the coming biennium. EVAL will conduct a study to explore the added value of creating regional evaluation advisory committees by the end of the year.

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[17] This milestone is determined by the number of Evaluation Advisory Committee requests for revisions of work plans or second verbal progress reports where they were considered inadequate or incomplete.

Table 5. EAC decisions on high-level evaluations, 2019

High-level evaluation	Status of work plan	Review of discussions that took place in the Evaluation Advisory Committee, including comments on the work plan and progress reports
Mekong (2017)	Completed [1]	In February 2018, the work plan was approved and a progress report requested. After some delays in scheduling, the verbal progress report was approved in February 2019.
Field Operations and Structure (2017)	Completed	In February 2018, the follow-up work plan was returned for revision. In May 2018, the Deputy Director-General for Field Operations and Partnerships was again invited to revise and resubmit. In October 2018, the Evaluation Advisory Committee approved the follow-up work plan with revisions and requested a progress report in six months. In May 2019, the progress report was approved The discussions focused on the need for the evaluation findings to inform the Office's preparedness and agility in responding to possible implications of the UN reform for the field structure.
Youth Employment (2018)	Approved [2]	In February 2019, the Evaluation Advisory Committee approved the follow-up work plan to the evaluation recommendations and requested a verbal progress report in the third quarter of 2019.
Arab States (2018)	Approved	In February 2019, the Evaluation Advisory Committee approved the follow-up work plan and confirmed that a verbal progress report on its implementation would be due in six months.
Capacity Development (2018)	Approved	In February 2019, the Evaluation Advisory Committee approved the work plan with minor revisions and confirmed that a verbal progress report on its implementation would be due in six months. Strategic discussions related to the need for further details for the institutional strategy on capacity development.

[1] "Completed" indicates that the verbal and written final progress reports submitted by the department responsible have been accepted by the Evaluation Advisory Committee and no additional reporting is required.

[2] "Approved" reflects the approval of the work plan only.

Indicator 3.3.2: Enhanced follow-up to evaluation recommendations through systematic monitoring.	Baseline: Follow-up to management response stood at 83% in 2016 (partially addressed and completed).	Status
		Partially achieved.
Biennial milestone (2018–19): An automated online application for management to follow-up evaluation recommendations will have been established, improving overall efficiency and maintaining a high follow-up response rate (target: 85%).		
End target (2020–21): By end-2021, the automated application for management to follow up on evaluation recommendations will lead to both higher quality of evaluations and higher quality of management responses to evaluation recommendations (target 90%).		

44. Management responses to evaluation recommendations are crucial to ensuring the use of evaluations, and in upholding the report's credibility. The ILO requires line managers to be accountable for following up on the recommendations by indicating whether a recommendation is completed or partially completed, if no action is planned, [18] if action has

[18] "No action planned" refers to when the recommendation has been accepted but action to address the recommendation is not planned.

not yet been taken, [19] if the recommendation has been rejected, or if the recommendation is not applicable (table 6).

Table 4.   Management response to evaluation recommendations, 2018

Administrative region or sector	Evaluation reports requiring management response (52)		Completed	Partially completed	No action planned	Action not yet taken	Rejected	Not applicable
	Number of recommendations							
	In reports	With management responses						
Africa	146	146	66	38	15	24	3	0
Arab States	91	91	38	30	17	5	1	0
Asia	85	85	3	54	1	15	0	12
Europe	6	6	0	6	0	0	0	0
Latin America and the Caribbean	58	58	13	30	5	10	0	0
Subtotal for regions	**386**	**386**	**120**	**158**	**38**	**54**	**4**	**12**
BETTER WORK	8	8	8	0	0	0	0	0
EMPLOYMENT	24	24	16	6	1	1	0	0
FUNDAMENTALS	26	26	1	16	6	2	1	0
GED [1]	7	7	6	0	0	0	1	0
LAB/ADMIN	9	9	0	8	0	0	1	0
SFP [2]	2	2	1	1	0	0	0	0
Subtotal for offices/units	**76**	**76**	**32**	**31**	**7**	**3**	**3**	**0**
Grand total	**462**	**462**	**152**	**189**	**45**	**57**	**7**	**12**
Percentage (%)	**0**	**100**	**32.9**	**40.9**	**9.7**	**12.3**	**1.5**	**2.6**
Total of completed and partially completed management responses				**73.8%**				

[1] Gender, Equality and Diversity and ILOAIDS Branch.

[2] Social Finance Programme.

45. For the period under review (2018), all of the required 52 management responses were received from independent project evaluations that required follow-up, representing management responses for 462 recommendations. A total of 74 per cent of recommendations were completed or partially completed, down from 88 per cent in 2017 (figure 7). Altogether, this represents an average of 81 per cent, and does not, therefore, meet the biennial target of 85 per cent.

[19] "Action not yet taken" refers to when the recommendation has been accepted but action to address the recommendation has not yet been implemented.
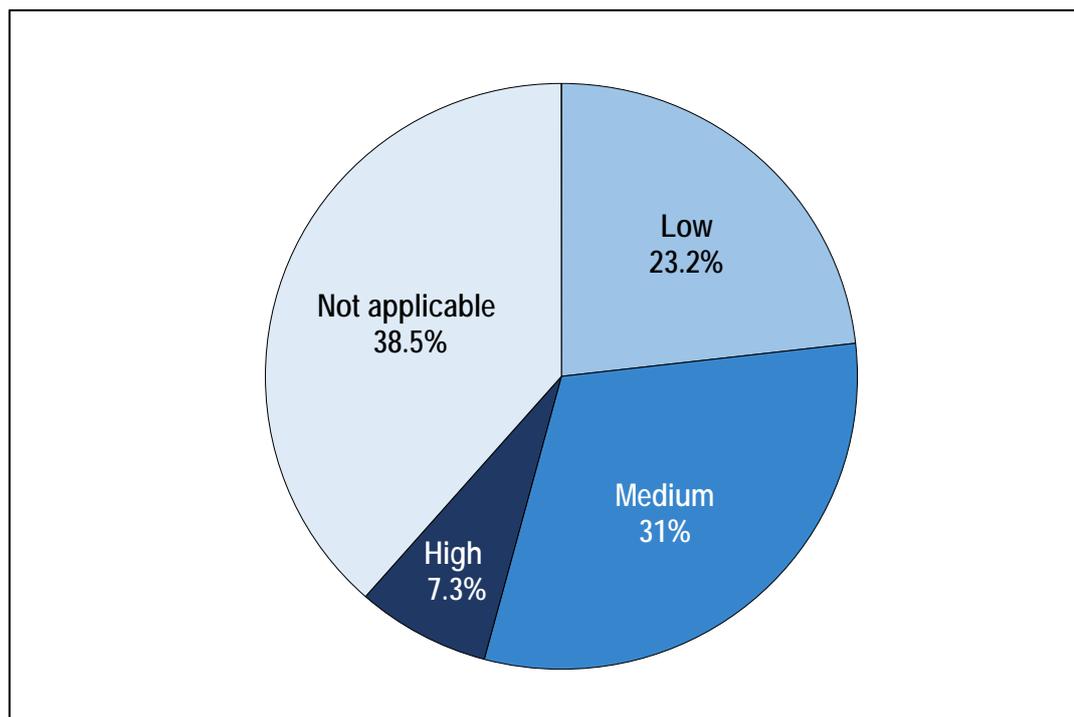
46. This decrease in the follow-up to management responses to evaluation recommendations can be explained in two ways. First, the methodology for following up on management responses was revised to allow for a more rigorous assessment of the quality of the follow-up to recommendations. Second, the new automated online system to follow up on management response [20] represents a shift from the previous system, which was manually managed by EVAL. The new system allows for efficiency gains by enabling managers to directly follow up on evaluation recommendations, while also allowing for the automatic consolidation of all data to respond to real-time reporting requirements.

47. An analysis shows that the majority of recommendations do not involve high resource implications, thus indicating that cost is not an obstacle to action being taken (figure 8). Moreover, nearly 77 per cent of recommendations are targeted at ILO departments and field offices; almost 23 per cent are relevant to the ILO's tripartite constituents.

Figure 7.   Evolution of the follow-up to evaluation recommendations, 2010–18

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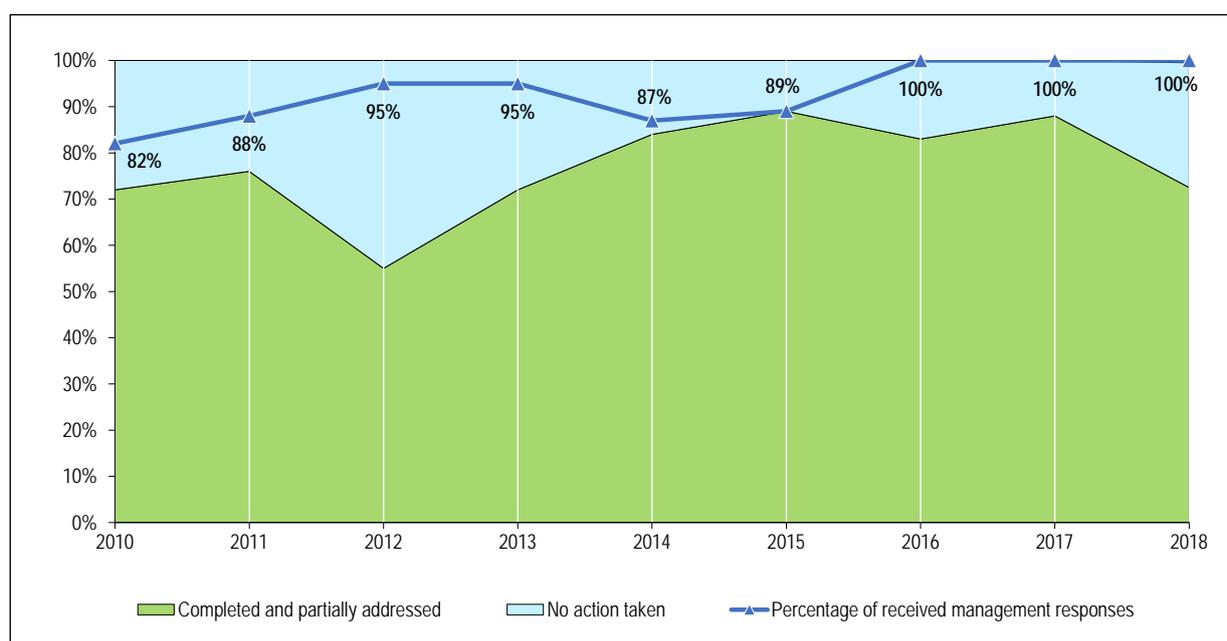
[20] The Automated Management Response System was launched in February 2018.

Figure 8.   Percentage of recommendations by resource implications, 2018

Indicator 3.3.3: Enhanced use of evaluations in strategic guidance, reviews and reporting for strategic plans, programme and budget records and other high-level plans and strategies.	Baseline: In AER documents, the use of recommendations and lessons learned from evaluations (40–50% for 2010–15, based on stocktaking exercise).	Status
		Partially achieved.
Biennial milestone (2018–19): By end-2019, 75% of evaluation recommendations and findings are fully or partially reflected in relevant strategic guidance and reporting (for example, implementation reports, 2020–21 programme and budget reports and other strategic and programmatic documents).		
End target (2020–21): By end-2021, 80% of evaluation recommendations and findings are fully or partially reflected in relevant strategic guidance and reporting (for example implementation reports, 2020–21 Programme and Budget reports and other strategic and programmatic documents).		

48. The target for this sub-outcome aims to assess the extent to which evaluation recommendations and findings are reflected in decision-making and practices. This is an ambitious target and is challenging to assess. However, there are a number of proxy measures that can be examined. For instance, 82 per cent of recommendations from high-level evaluations discussed by the Governing Body were fully accepted and resulted in actions during the current reporting period.

49. The uptake of evaluation findings can sometimes be a long and staggered process. The growing recognition of the need to include clear theories of change illustrates how evaluation results can influence practice (figure 9). Since 2010, this issue has been increasingly picked up in ILO evaluation reports, to the point that its significance was included in the Annual evaluation report 2013–14 as a recommendation [21] and continued to be highlighted in

[21] In 2016 and 2017, respectively, the Multilateral Organisation Performance Assessment Network (MOPAN) and the External Auditors also called for improved presentations of the theory of change, at the corporate level.

subsequent annual evaluation reports. Furthering the importance of theories of change, in 2018 the internal results-based management task force identified it as one of its priorities.

Figure 9. Documents on ILO public website containing the term "theory of change"
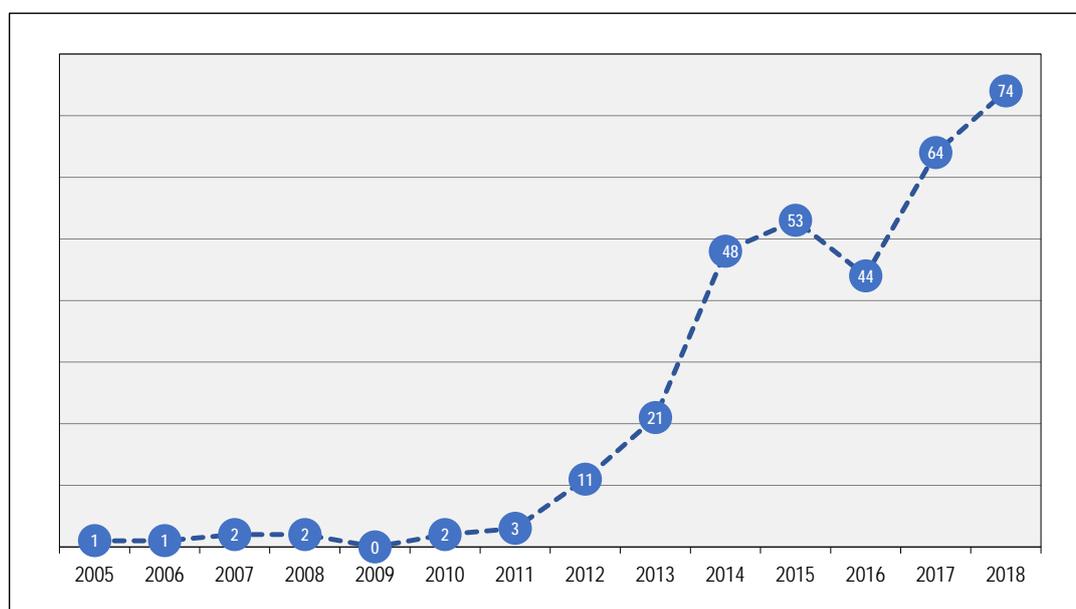
Source: ILO-ITC training material "Creating results-based theories of change".

50. Progress has been made in enhancing the evaluability of the ILO's work through assessments that help ascertain the strengths and weaknesses of monitoring and evaluation frameworks. Following approval of a recommendation made in the Annual evaluation report 2016–17 by the Governing Body at its 331st Session (October–November 2017), all high-value development cooperation projects are now subject to evaluability assessments. Moreover, in 2017, EVAL developed a diagnostic tool to improve the evaluability of DWCPs and to enable reporting on country programme objectives and their contribution to the SDGs. Based on this experience, PROGRAM agreed to require the inclusion of evaluability components in the preparation of DWCPs (see the biennial milestone under sub-outcome 1.4).

51. Eighty-eight per cent of recommendations from the high-level evaluation on the ILO's Capacity Development Efforts (2018) made explicit reference to how the recommendation is or will be addressed in one or more strategic documents at both the global and country levels. The ILO-wide institutional strategy for capacity development, [22] approved by the Governing Body at its 335th Session (March 2019), makes multiple references to and use of this evaluation.

52. A non-exhaustive survey was carried out as part of the development of a systematic process for documenting follow-up beyond the established systems of Evaluation Advisory Committee discussion and the Automated Management Response System. It suggests that recommendations and findings from high-level evaluations are increasingly being applied to work in the regions, often leading to further studies of issues identified in the evaluations and informing strategic positions, including within the UN context.

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[22] GB.335/INS/9.

Sub-outcome 3.4 – Evaluations used to meet strategic knowledge requirements through further analysis of findings and results of evaluations

Indicator 3.4.1: Evaluation findings analysed, synthesized and documented in knowledge products in support of planning and knowledge building.	Baseline: In the previous strategy period, 22 think pieces, meta-studies and synthesis reviews were carried out.	Status
		Partially achieved.
Biennial milestone (2018–19): Process established to determine topics in line with strategic knowledge requirements, maintaining an average of at least three studies per year.		
End target (2020–21): By end-2021, the number of knowledge projects produced will have increased by 25% and the 2021 independent evaluation of the ILO's evaluation function will have confirmed topics are in line with strategic knowledge requirements.		

53. EVAL is responsive to the need to analyse and synthesize evaluation findings that are in line with strategic knowledge requirements. Synthesis reviews, meta-studies and think pieces have been carried out since 2011 based on requests from technical departments, while others supported recurrent discussions of the International Labour Conference, or responded to EVAL's requirement of reporting on the ILO's overall effectiveness. During the course of the biennium, EVAL produced nine synthesis reviews, meta-studies and think pieces averaging 4.5 studies per year in comparison with the baseline of three studies per year.

54. While EVAL has been responsive and has applied foresight when determining topics for strategic knowledge requirements, the formal process for establishing such topics has yet to be completely established. EVAL will formalize the content analyses of Governing Body documents and other reports undertaken in 2018 and complement them with continued dialogue and structured surveys to better understand the evaluation-related needs of constituents. An initial survey suggested that topics such as labour reform, youth employment, migration, peace and resilience, and gender mainstreaming remain typical topics. By the end of 2019, EVAL will consult beyond the evaluation network to establish a more effective mechanism to determine demand for evaluations.

Indicator 3.4.2: The AER provides annual overview of overall effectiveness of the ILO.	Baseline: Analysis of decent work results and effectiveness of ILO development cooperation completed, covering 2009–16 with ongoing revision of methodology.	Status
		Achieved.
Biennial milestone (2018–19): Analysis conducted for 2017 and 2018, providing a synthesis on the ILO's effectiveness; methodology further revised to facilitate regular analysis and reporting in the AER.		
End target (2020–21): Analysis conducted up to 2021 and communicated to relevant parts of the ILO for use, and the annual evaluation report reports on the uptake and use of the findings.		

55. Since 2011, EVAL has provided annual analyses on the ILO's strategic relevance, effectiveness, impact, sustainability and efficiency. The Evaluation Strategy 2018–21 calls for the analyses to be continued through indicator 3.4.2. Part II of this report, therefore, provides results on the ILO's performance, which builds on established methodological advances.

Part II. Assessing the ILO's effectiveness and results

56. This part of the report presents an overview of EVAL's initiatives in the context of results-based management. Effectiveness and accountability are assessed by validating results and encouraging the integration of lessons learned into management decisions.

1. Towards a more comprehensive validation process of the ILO's performance at the country and global levels: Progress constrained by internal and external factors

57. The growing interest in evaluation and the measurement of effectiveness is well reflected in recent ILO policy and governance documents [23] as a means of obtaining quality, accessible, timely and reliable information on decent work results and effectiveness. The new evaluation policy and strategy and the ongoing work of the Office's internal results-based management task force, spurred ambitious plans for innovation. EVAL worked towards developing a transformative approach for a more comprehensive validation process of the ILO's performance at country and global levels. New evaluation scenarios were introduced and endorsed by the Governing Body in last year's annual evaluation report that were aimed at transitioning to a system that provides full coverage of all country programmes (DWCPs) and programme and budget outcomes through clustered evaluations.

58. Progress towards this goal has been made during the current reporting period, albeit more slowly than anticipated. New guidance has been prepared on how to align evaluation frameworks, methods and processes to the ILO's mandate for standards and social dialogue, and context. Despite delays encountered in advancing pooled cluster evaluations and reviewing regional evaluation officers' reporting lines, the internal study on the principles, processes and practices of cluster evaluations has been completed, pilot projects have been identified for a set of typologies (see Part I, outcome 2), and *i*-eval Discovery has been enabled to serve as an integrated evaluation planning tool. Internal and external support for strategically clustering evaluations and pooling evaluation provisions need to be bolstered (see Recommendation 1) to counter the continued inclination to favour compartmentalized, project-specific approaches.

2. Overall effectiveness of the ILO's work

59. EVAL has undertaken a series of biennial meta-analyses of development cooperation project evaluations since 2011. [24] The latest study provides an impartial assessment of the ILO's decent work results by reviewing independent project evaluations from 2017–18. EVAL also undertook a comparable focused study on the effectiveness of RBSA-funded interventions

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[23] For instance, the 2018 International Labour Conference resolution on effective development cooperation in support of the Sustainable Development Goals reiterated the call for "better use of data collection, results-based management tools and evaluation, including impact evaluations, to demonstrate what works, support the scaling up of interventions and enhance the visibility of the Decent Work Agenda".

[24] ILO: *Decent work results and effectiveness of ILO technical cooperation: A meta-analysis of project evaluations, 2009–2010* (Geneva, 2011); ILO: *Decent work results and effectiveness of ILO technical cooperation: A meta-analysis of project evaluations, 2011–2012* (Geneva, 2013); ILO: *Decent work results and effectiveness of ILO technical cooperation: A meta-analysis of development cooperation, 2013–2016* (Geneva, 2017).

from 2013 to 2017. The methodology and approach used for these studies have remained relatively comparable since 2011. Each of the 26 performance indicators used for the assessment are rated against a 4-point scale: unsuccessful (1); partly successful (2); successful (3); and highly successful (4).

60. Overall, the ILO scored "successful" on the effectiveness, sustainability and impact of assessed development cooperation projects from 2017–18, while the strategic relevance, alignment, implementation and efficiency of management and resources only scored "partly successful".

2.1.   Strategic relevance and alignment

Figure 10.   Percentage of projects that received a score of "highly successful" or "successful" for strategic relevance and alignment
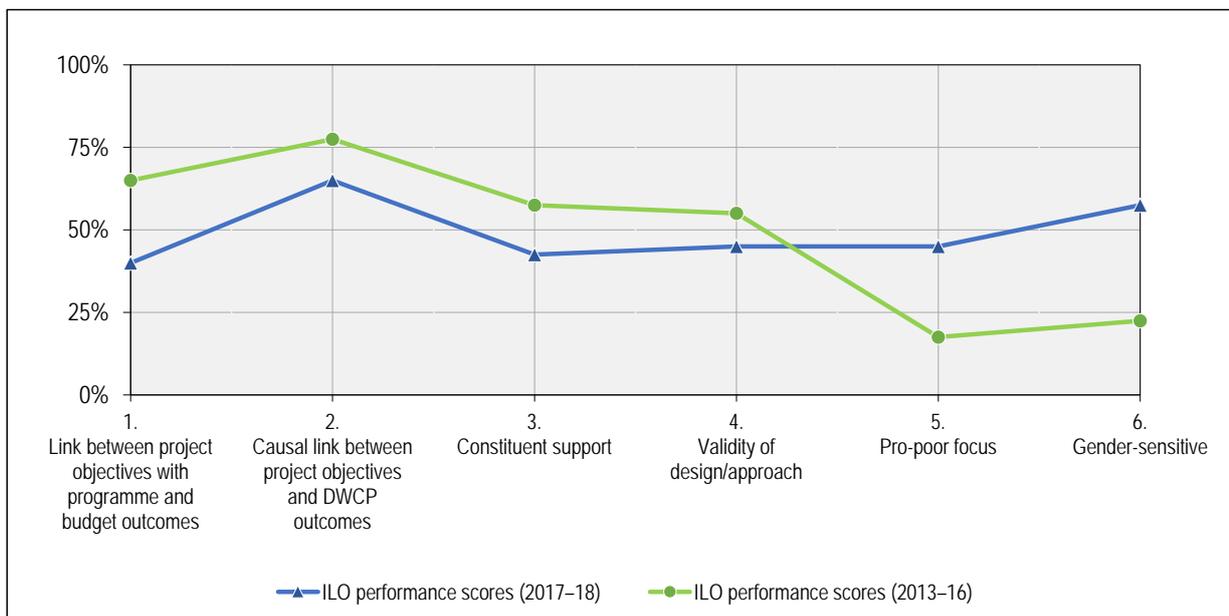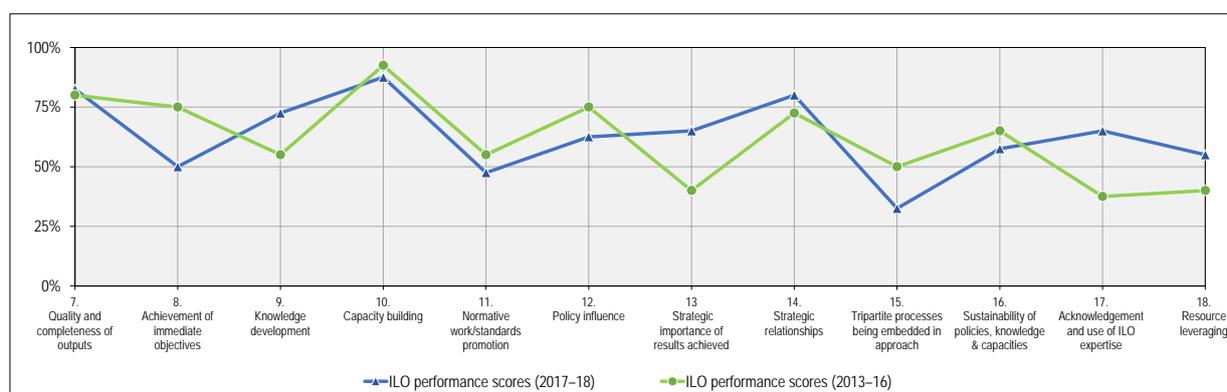

Note: The percentage of each performance criterion corresponds to the ratio of projects that received a score of 3 or 4.

61. The highest scores (see figure 10 above) were noted when assessing the relevance of development cooperation project objectives to DWCPs or country programme outcomes (criterion 2), and the extent to which development cooperation projects included gender-sensitive indicators and overall strategies to address gender inequality (criterion 6). Performance areas that scored weaker related to the quality of project design, notably in terms of the involvement of constituents and the validity of design (criteria 1, 3 and 4). Surprisingly, the extent to which poverty reduction was addressed in both the design and implementation of projects continues to be low, with only 5 per cent of projects scored as "highly successful" explicitly specifying poverty effects or applying poverty-targeting measures (criterion 5).

2.2. Effectiveness, sustainability and impact

Figure 11. Percentage of projects that received a score of "highly successful" or "successful" score for effectiveness, sustainability and impact
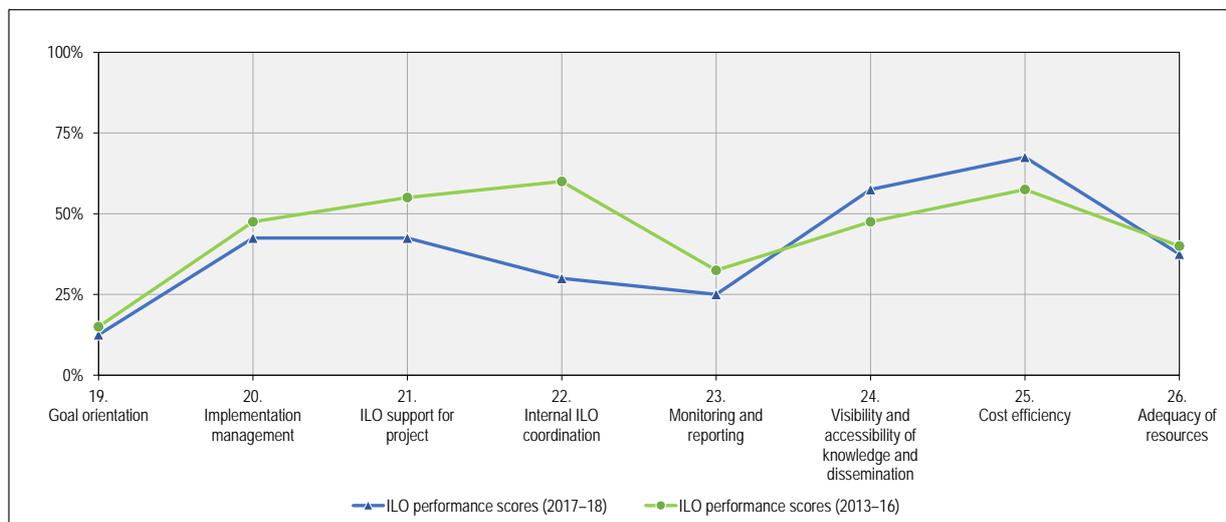

Note: The percentage of each performance criterion corresponds to the ratio of projects that received a score of 3 or 4.

62. Overall performance with regard to the effectiveness, sustainability and impact of development cooperation projects (see figure 11 above) continued to be favourable during 2017–18. Areas of major strength included the quality and completeness of outputs (criterion 7) and capacity-building at the individual and institutional levels (criterion 10), followed by the effectiveness in leveraging strategic relationships and in developing knowledge (criteria 14 and 9). The ILO's expertise was often acknowledged and used (criterion 17), and over half of projects were noted for the policy influence and the strategic importance of their results (criteria 12 and 13).

63. Mixed levels of performance were observed in the capacity of projects to leverage resources and create the conditions for sustaining results over time (criteria 18 and 16, respectively). The main weaknesses in this important category were the promotion of relevant labour standards and the integration of tripartism (criteria 11 and 15), which are vital in the light of ILO's specific normative and social dialogue mandate.

2.3. Implementation and efficiency of management and resources

Figure 12. Percentage of projects that received a score of "highly successful" or "successful" for implementation and efficiency of management, and use of resources
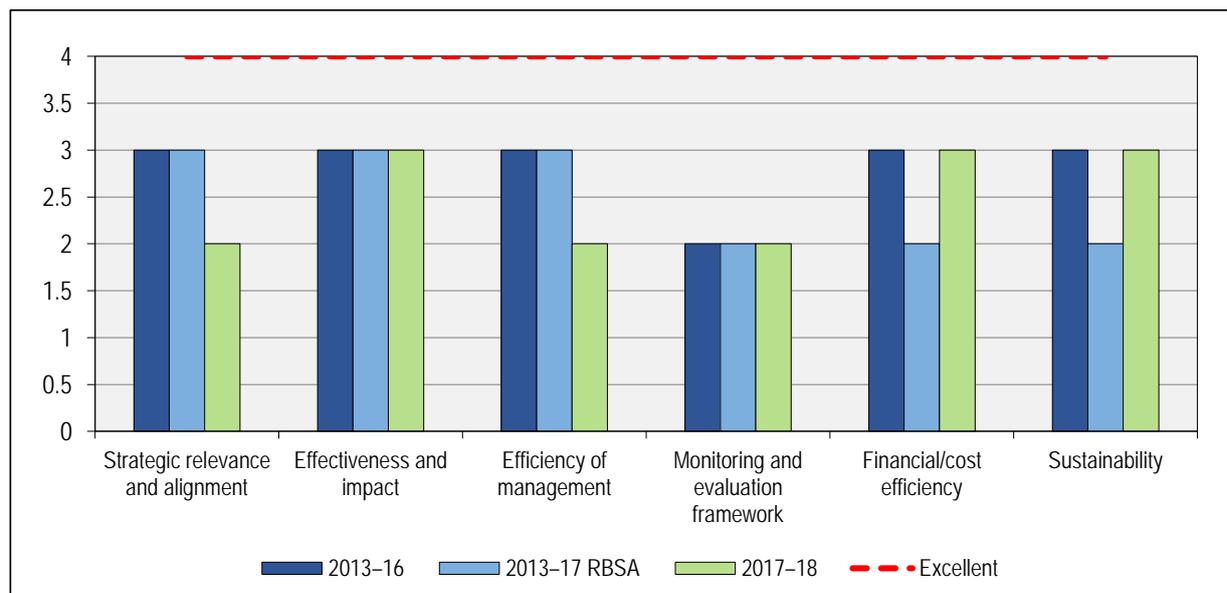

Note: The percentage of each performance criterion corresponds to the ratio of projects that received a score of 3 or 4.

64. The performance in implementation and efficiency of management, where the majority of projects largely received low to average ratings on the overall performance criteria (see figure 12 above) is a concern. The cost-efficiency of ILO projects (criterion 25) is noted as the exception, as it was highly scored in almost two thirds of projects. Visibility and accessibility of knowledge and dissemination (criterion 24) scored well; however, the ILO's support for project implementation, internal coordination, and adequacy of human and financial resources were rated as only partly successful (criteria 21, 22, 26), reflecting scope for improvement that should be relatively easy. Project management was positive for less than half of the projects (criterion 20).

65. With respect to monitoring and reporting, only one quarter of projects were rated as being "successful" (criterion 23). Monitoring frameworks, when present, were found to be under-resourced and weak in terms of evaluability. Often the reporting focus was on progress made at the activity level rather than for the overall objectives.

66. The lowest score of all in this category was on the goal orientation (criterion 19), revealing a recurring challenge in designing results-based monitoring frameworks.

2.4. The ILO's performance since 2013

67. A comparison of performance results over time shows effectiveness of ILO's projects as an overall strength regardless of the year and funding source, with recurrent weaknesses in terms of the goal orientation of projects, monitoring and evaluation frameworks, the adoption of a pro-poor perspective, efficiency of management and adequacy of resources (figure 13).

Figure 13.   The ILO's overall performance ratings, 2013–18

Note: The graph depicts the trend in the ILO's performance expressed as the overall median of the scores for each performance criterion. The use of medians instead of means as a measure of central tendency has been used for the first time in the current meta-study to better illustrate the most recurrent score assigned to the performance criteria, as medians are less influenced by extremely high or low values than means. Medians were also recently introduced into the methodology of the ex-post quality appraisal of project evaluations (see sub-outcome 2.2.1), and will continue to be applied in the upcoming rolling meta-analysis of decent work results.

68. Development cooperation projects conducted in 2017–18 show lower performance than in 2013–16 on the soundness of project designs, the extent to which they engage with constituents, the promotion of normative work, and the ILO's internal coordination during implementation. Improved performance was observed in the projects' capacity to generate knowledge, use the ILO's expertise and leverage resources to boost project results. Gender-responsiveness largely improved during 2017–18, with almost 60 per cent of projects showing very good coverage. Common areas of strength since 2013 have been the achievement and use of project outputs, the development of capacities and the strategic building of partnerships.

2.5.   Effectiveness for sample of assessed RBSA-funded projects

69. When contrasting the results of the sample of RBSA-funded projects with regular development cooperation projects, stronger performance was noted with respect to: the soundness of their design (with over 80 per cent of good performance scores in their suitability to programme and budget and DWCP outcomes); the ILO's support to project implementation; and the strategic importance of results achieved. They performed lower than average on: the quality of the monitoring and evaluation frameworks (with poor performance scores awarded to all projects); [25] the achievement and sustainability of immediate objectives; gender-responsiveness; and the pro-poor focus of interventions. Shared strengths were observed on: the technical quality of outputs and the results achieved in key areas such as knowledge development; capacity-building; and policy influence.

[25] This is mostly due to lack of formal monitoring and reporting mechanisms for RBSA-supported projects and country programme outcomes, thus hindering the Office's ability to document progress towards results.

3. Fostering organizational learning: Key drivers contributing to the effectiveness of successful projects

70. Key drivers of success identified in the meta-analysis of evaluations related to how well projects had linked their strategic objectives to DWCPs and country programme outcomes (demonstrating high relevance), and the extent to which they involved the ILO's tripartite constituents and promoted tripartism from the outset (thus leading to highly relevant outputs and higher ownership).

71. Other recurrent drivers for the effective attainment of results were the leveraging of internal and external partnerships and the establishment and implementation of a well-run project management process. Successful interventions fully completed their planned outputs, all of which were considered of good technical quality, and displayed good visibility through strong knowledge dissemination strategies. Whereas the above factors had already been highlighted in previous meta-studies, some additional drivers for success were identified in the current analysis of development cooperation project evaluations. [26] An adequate level of human and financial resources and strategic collaboration with other projects and with technical specialists were key in ensuring good value for money.

72. A positive and statistically significant correlation was found between robust project design and the use of achieved results by the constituents. Greater likelihood of sustaining results over time was generally associated with well-designed monitoring and evaluation frameworks and increased relevance and use of results by constituents. Correspondingly, projects that were considered by stakeholders as being highly strategic for their national development results were correlated with greater success for the ILO in achieving the immediate objectives of the projects, including strategies to address gender inequalities.

73. The perceived strategic importance of results was often associated with their potential contribution to the promotion and application of labour standards, and their utility for constituents as evidence for policy-influencing opportunities at the country level.

> **Recommendation 2**: Contextualize and consistently integrate the recurrent drivers for success identified in this report into project design and implementation to strengthen the overall effectiveness of the ILO's work.

Draft decision

74. *The Governing Body endorsed the recommendations of the Annual evaluation report 2018–19 (paragraphs 22 and 73 of document GB.337/PFA/6) for implementation by the ILO and the priorities for the 2019–21 programme of work for evaluations.*

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[26] Contributing factors were based on the meta-study findings, which were triangulated with statistical correlation analyses that determined moderate to strong positive and statistically significant correlation coefficients. It should be noted that correlation between two variables indicates a level of relationship and does not automatically imply causation.

Appendix. Plan of action for the implementation of approved recommendations contained in the Annual evaluation report 2017–18

Recommendations	Long-term improvements (by 2021 or as per identified timeline)	Short-term actions 2018–19	Who/additional cost	Status	EVAL comments
1. Strengthening the ILO's results-based framework					
Recommendation 1: Formalize the good practice that final progress reports incorporate self-evaluation components in lieu of a separate formal self-evaluation report.	Increased compliance with evaluation requirements; reduced reporting burden on project managers; and improved organizational learning.	Review final progress report format Include self-evaluation components in final progress reports Monitor progress	Partnerships and Field Support Department (PARDEV)/EVAL (no cost)	PARDEV and EVAL collaborated on a development cooperation final progress report that incorporates self-evaluation components (section D). It is applicable to all development cooperation projects up to US$500,000.	PARDEV does not currently track the number of final progress reports that comply with the self-evaluation requirement. This makes it impossible for the Office to assess compliance with the self-evaluation requirements.
Recommendation 2: Improve the Office-wide monitoring and reporting framework and practices for extra budgetary-funded activities and assign clear accountability.	Clear accountability framework within the Office for integrated Office-wide project monitoring and reporting, which in turn will improve the availability and consistency of performance data and the quality of evaluation reports.	Review accountability framework for progress monitoring and reporting Ensure integration with overall Office results monitoring and reporting	PARDEV in collaboration with PROGRAM (cost not provided)	The monitoring and reporting accountability framework for projects funded through extra-budgetary development cooperation (XBDC) resources is set out in internal governance document No. 154. The ILO responsible official is responsible for project monitoring and for the timely preparation and submission of quality donor reports. Reporting practices for XBDC-funded projects have improved since the introduction of an online platform for donor reporting in 2018, which serves as a central repository for donor reports and as a management tool. This has improved the availability of data. Reports are generally submitted by the ILO responsible official directly to the donor. PARDEV has no authority for, nor is it tasked with, carrying out quality assurance for technical progress reports. The revised version of the Decent Work Results Dashboard, part of the Programme Implementation Report 2018–19, includes a new feature to indicate the contribution of XBDC-	Internal governance document No. 154, issued in 2010, predates the new evaluation policy and the relevant recommendation endorsed by the Governing Body in 2018. The recommendation was issued based on identified weaknesses in submissions, quality control and storage of progress reports, thereby leaving a large gap in the accountability framework for reporting on development cooperation. These issues should be addressed in the corporate monitoring system the Office will establish to ensure accountability and facilitate reporting in 2020–21.

Recommendations	Long-term improvements (by 2021 or as per identified timeline)	Short-term actions 2018–19	Who/additional cost	Status	EVAL comments
				funded projects towards the corporate results, facilitating the link with the Development Cooperation Dashboard. In terms of Office-wide monitoring and reporting, three important ongoing processes are being spearheaded by PROGRAM:	

1. The ILO results-based management task force produced a mapping of monitoring tools and systems in the Office, identifying gaps and potential for streamlining.
2. The results-based management task force also produced specific recommendations on the application of a theory of change approach, which led to a revised methodology for the preparation of the Programme of Work for 2020–21 and the results framework, with a set of output, outcome and impact indicators to facilitate monitoring of performance and decent work trends.
3. The Office is developing a process to further enhance its system for enhancing transparency in the provision of information on resources and results. Based on these three processes, the Office will strengthen its corporate monitoring system to ensure accountability and facilitate reporting in 2020–21.