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Programme, Financial and Administrative Section
Audit and Oversight Segment

PFA

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SIXTH ITEM ON THE AGENDA

Annual evaluation report 2013–14

Purpose of the document

In the present document, the Governing Body is provided in Part I with a progress report on the ILO's evaluation work during 2013–14 as measured against its results-based strategy 2011–15. Part II of the report summarizes the results of several studies on the Office's effectiveness in achieving short- and medium-term objectives. The Governing Body may wish to take note of the present report, endorse recommendations to be included in the ILO's rolling plan for the implementation of recommendations and suggestions contained in it, and confirm priorities for the 2016–17 programme of work (see the draft decision in paragraph 73).

Relevant strategic objective: Relevant to all strategic objectives.

Policy implications: The findings of high-level evaluations may have policy implications.

Legal implications: None.

Financial implications: None.

Follow-up action required: The ILO's Evaluation Office will incorporate approved recommendations in its rolling action plan on the implementation of the recommendations and suggestions contained in the annual evaluation reports (Appendix I).

Author unit: Evaluation Office (EVAL).

Related documents: GB.322/PFA/7.

Introduction

1. Since 2011, the annual evaluation report (AER) has reported on the performance of the ILO's evaluation function as measured against its results-based strategy and has reflected on selected aspects of the Office's overall effectiveness. Part I of this report deals with progress in implementing the three outcomes identified in the results-based evaluation strategy. Part II assesses the ILO's overall effectiveness in implementing the Strategic Policy Framework (SPF). Appendix I gives an overview of steps taken by the Office with respect to the rolling action plan for the implementation of recommendations and suggestions contained in previous AERs, as well as an updated list of approved and proposed high-level evaluations for future years.
2. This year's report takes us beyond the midway point for the 2011–15 results-based evaluation strategy. A biennial stocktaking workshop attended by members of the ILO's evaluation network in November 2013 concluded that good progress had been made towards all three outcomes of the evaluation strategy, with notably strong performance in harmonizing Office-wide evaluation practices and expanding evaluation capabilities. Participants noted, however, that substantial challenges remained, including: growing demand to improve both the quantity and quality of evaluations; the uneven quality of recommendations and lessons learned in some evaluation reports; the inadequate coverage of gender issues in evaluation reports; and the continuing problem of the underuse of evaluation reports for governance and management purposes. The latter problem is further compounded by the amount of information in the more than 80 evaluation reports that are generated each year.
3. In collaboration with the Evaluation Advisory Committee (EAC), the ILO's Evaluation Office (EVAL) continued to take steps to address the issues identified in the reports, while also managing expectations in terms of what could be delivered. Evaluation reports are systematic and evidence-based assessments that validate results and good practices. The strong commitment of programme and project managers to invest in the proper monitoring of progress and results is therefore essential. In order to facilitate a better uptake of evaluation findings, EVAL added a number of meta-studies and systematic reviews to its envelope of activities by synthesizing performance and lessons learned from the many evaluations being undertaken each year. In addition, EVAL continued to undertake regular independent assessments of the quality of evaluation reports.
4. This report also refers to the ongoing and pertinent debate on the need for robust logical frameworks, and monitoring and reporting mechanisms. It also brings up the role of impact evaluations in responding to the need for more and better evidence on what does and does not work. Conclusions and recommendations on these issues resulted from EVAL's review comparing earlier findings on the "evaluability" of the ILO's results-based management (RBM) framework with recent steps taken by the Office as part of its ongoing reform or in preparation for the new SPF 2018–21. Additionally, new material produced by EVAL in 2014, including a study on impact evaluation trials in the Organization, and a meta-evaluation of 15 Decent Work Country Programme (DWCP) reviews were included.
5. The independent external evaluation (IEE) of the ILO's evaluation function in 2010 formed the basis for the 2011–15 evaluation strategy. There are signs that the implementation of this strategy is paying off, which should take the Office closer to realizing its vision of "evaluation fully realized in the ILO providing evidence-based information for a more relevant, efficient, effective ILO with greater impact on the lives of the people it serves". A second independent evaluation of the evaluation function, proposed for 2016, will provide more definitive insights on the achievements and gaps to be filled to realize that vision.

Part I. Implementation of the ILO's 2011–15 evaluation strategy

Progress made towards achieving key strategy milestones

6. This part of the report presents the progress that has been made to date in achieving the 2014–15 biennial milestones in relation to the three outcomes identified in the ILO's evaluation strategy for 2011–15. It also identifies particular challenges and learning that will benefit EVAL's future strategy and practice. As the Office moves towards a new programme and budget (P&B) and transitional strategic plan for 2016–17, the evaluation strategy should be adjusted by adding suitable milestones for this extended period. Extending the current strategy period will ensure that the next generation of the ILO's evaluation strategy benefits from the IEE of the evaluation function (proposed for 2016) and is aligned with the new SPF covering the period 2018–21. The results matrix for the evaluations strategy (Appendix II) has been updated with milestones and targets for 2016–17, including the postponement of the IEE to 2016.
7. *Recommendation 1*: Extend the 2011–15 evaluation strategy by one biennium (2016–17) and postpone the independent external evaluation to 2016.

Outcome 1: Improved use of evaluation by management and constituents for governance

A. *Improving the effectiveness of the Evaluation Advisory Committee*

Biennial milestone 1.1 (2014–15): Four meetings per year; formal record of recommendations for evaluation programme of work; record of EAC advice on use of specific recommendations

B. *Follow-up to high-level evaluations*

8. The EAC meetings this year were marked by: greater participation by line managers; in-depth reviews of high-level evaluations (HLEs) follow-up and greater use of evaluations; increased interest of participants in the review process; and enhanced learning exchanges. EVAL has systematically maintained and shared all of the important records from these meetings (box 1).

Box 1

The Evaluation Advisory Committee marked as a "good practice" in governance by external auditors

In their 2013 report, the external auditors noted with satisfaction that the purpose and principles of the EAC are well documented. They appreciated its focus on the use, implementation, and follow-up to lessons learned and recommendations from evaluation activities.

In particular, it was valued for its: good decision-making practices and advisory role; timely decisions; discussions on evaluation planning and execution; follow-up on decisions in coordination with other ILO departments; and advice to responsible parties. The EAC has, therefore, been listed as a "good practice" among governance practices.

9. EVAL has focused on strengthening the culture of “use of evaluations” in the ILO. For instance, since February 2013, the EAC has involved line managers from evaluated programmes in reviewing the use of evaluation findings. Also, recognizing the need for greater engagement in the review process, the EAC also decided that Committee members not associated with the evaluated programmes should participate in reviewing the adequacy of the follow-up to HLE recommendations. This practice has brought some encouraging trends. A snapshot of observations made by EVAL and the EAC on the adequacy of the follow-up to recent HLEs is presented below:
- **Independent evaluation of the ILO’s DWCP for India: 2007–12:** The India DWCP evaluation follow-up workplan suggested that strengthening the capacity of the programming unit and improving engagement with social partners could help to bring more clarity to the ILO-New Delhi implementation plan. India has since approved a new DWCP that took most of the recommendations into account.
 - **Independent evaluation of the ILO’s sector-specific approach to decent work:** All of the recommendations had been implemented, but it was noted that the ongoing review of the Sectoral Policies Department (SECTOR) would address some of the structural and governance issues identified in the evaluation.
 - **Independent evaluation of the ILO’s strategy for integrating inclusive employment policies:** The employment policy follow-up is a work in progress, with some of the recommendations still being completed (research and studies have been undertaken), while others still require action.
10. *Based on these reports, EAC members agreed that the follow-up to the 2012 HLEs had been adequate.*
11. The EAC reviewed the workplans for the follow-up to the 2013 HLEs. Notable highlights are listed below:
- **Independent evaluation of the ILO’s strategy on occupational safety and health: Workers and enterprises benefit from improved safety and health conditions at work:** Over the last decade, the ILO’s capacity for occupational safety and health (OSH) research and statistics gathering has been eroded. This represents an important institutional priority and gaps in implementing recommendations need to be addressed.
 - **Independent evaluation of the ILO’s strategy to promote decent work in the Arab region: A cluster evaluation of Jordan, Lebanon and the Occupied Palestinian Territory:** Not all recommendations have been implemented due to complex local and constituent challenges. Nevertheless, good progress has been made.
 - **Independent evaluation of the ILO’s strategy to promote sustainable enterprises and decent work:** Progress on the workplan has been slow and the EAC has not yet been able to endorse it.
12. *Based on the workplans presented, the EAC members agreed that the first step in the follow-up process for two of the three 2013 HLEs had been adequate and that approval of the action plan for the HLE to promote sustainable enterprises and decent work was still under consideration.*

C. Assessing ILO performance

Biennial milestone 1.2 (2014–15): Annual evaluation report used in developing new SPF and programme and budget

13. In accordance with the 2011–15 evaluation strategy, EVAL annually undertakes a number of complementary analyses, such as meta-evaluations, synthesis reports and think pieces, in order to provide useful insights into the ILO's overall effectiveness and to inform future strategies and planning. Part II of this report presents findings and recommendations from such analyses that were conducted this year.
14. The rolling plan of action on recommendations that emerged from these analyses is used to monitor and report on the Office's follow-up to these recommendations. Follow-up measures demonstrate discernible actions by relevant units based on emerging recommendations (Appendix I). In 2014, EVAL completed three HLEs and their key findings and recommendations have been reported in the Governing Body document "Discussions of high-level evaluations: Strategies and Decent Work Country Programmes".¹
15. Part II of the AER takes stock of effectiveness issues identified in the past three previous annual reports and highlights findings from additional studies undertaken in 2014. This includes a synthesis review of employment promotion interventions, a meta-analysis of 15 ILO DWCP reviews, and an assessment of ILO impact evaluations. It is intended that the document and its recommendations will inform the 2018–21 SPF and strengthen RBM approaches in the ILO, as required by this milestone.

D. Independent quality review of high-level evaluations

Biennial milestone 1.3 (2014–15): Results of external evaluations show high satisfaction with RBM link and usability of high-level evaluations 2010–15

16. The 2011–15 evaluation strategy calls for an external independent evaluation of the ILO's evaluation function in 2015. As the Office moves towards a transitional strategic plan for 2016–17, new milestones and targets have been added to the current results-based evaluation strategy to accommodate it. Conversely, as mentioned earlier in this report, this also requires a postponement of the external evaluation to 2016 so that the next evaluation strategy can use its inputs and be aligned with the new SPF for 2018–21.

E. Selecting high-level evaluation topics for strategic use

17. The Director of EVAL holds annual consultations with senior management, the EAC and constituents to select topics for future HLEs. These topics are endorsed by the EAC and approved by the Governing Body. Any other topics recommended by the International Labour Conference form part of the final list. Introduced in 2013, this innovation replaced individual DWCP evaluations with subregional cluster evaluations (Arab States). They have been continued in 2014 (North Africa) and are planned in 2015 (Caribbean). The selection of strategic evaluations, customarily focusing on strategic outcomes, has become

¹ GB.322/PFA/7.

somewhat less straightforward with the introduction of areas of critical importance (ACIs), and the transition to a new programme and budget and SPF with fewer outcomes.

18. A more thematic approach to strategy evaluations will be required in response to these changes, as was already the case with the evaluation of the ILO's action on fundamental principles and rights at work covering four strategic outcomes undertaken in 2014. The topics approved last year for 2015 for which preparations are under way include: strengthening workplace compliance through labour inspection (strategy/ACI); an evaluation of the technical cooperation strategy (institutional capacities); and DWCPs in the Americas (Caribbean). Based on prior consultations, table 1 provides an overview of the tentative rolling workplan for strategic evaluations covering the period 2015–17.

| Box 2 | |
|---|--|
| 2014 United Nations Joint Inspection Unit (JIU) review ranks the ILO's Evaluation Office in the UN family's top three | |
| <p>In anticipation of the external evaluation, it is worth considering the findings of other external and independent reviews undertaken of the performance of the ILO's evaluation function. In 2014, the JIU completed an analysis of the level of maturity of the central/corporate level evaluation functions in 28 UN organizations that are participants of the JIU, which was based on seven criteria and subcriteria. The report placed the ILO's Evaluation Office in the UN family's top three.</p> | |
| <p>Based on a five-point maturity index, the ILO evaluation function was considered a high performer and ranked well to very well on all components, including: enabling policy environment; quality to enhance credibility; relevance and adaptability to address organizational demands and readiness to respond to change and challenges; independence and impartiality; and utility of the function focused on the use of evaluation.</p> | |

Table 1. Summary of selected evaluation topics for 2015 and shortlisted topics for 2016–17

| | Year | Evaluation type | Topic of independent evaluation | Rationale |
|----------|------|--------------------------|--|--|
| Agreed | 2015 | Strategy/ACI | Strengthening workplace compliance through labour inspection | Evaluation in 2005 (can follow-up on 2012 Governing Body discussion) |
| | 2015 | Institutional capacities | Technical cooperation strategy | Postponed from 2013 due to internal review |
| | 2015 | DWCP | Americas | Last discussed in 2009; Central America |
| Proposed | 2016 | DWCP | Europe | Last discussed in 2011 – due on a rotational basis |
| | 2016 | Institutional capacities | ILO's field structure | Postponement from 2013 |
| | 2016 | Outcome/ACI | Jobs and skills for growth | Governance-level evaluation of the ILO's skills programme dates back to 2004 |
| | 2017 | DWCP | Asia | Last discussed in 2012 – due on a rotational basis in 2017 |
| | 2017 | Institutional capacities | Capacity-building efforts of the ILO | Proposed by the EAC and endorsed by majority of constituents' groups consulted |
| | 2017 | Outcome/ACI | Creating and extending social protection floors | Last governance-level evaluation of social security dates back to 2010 |

Outcome 2: Harmonized Office-wide evaluation practice to support transparency and accountability**F. Harmonizing and standardizing types of evaluations and associated roles and responsibilities to improve value and efficiency**

19. While the targets and milestones in the current strategy for Outcome 2 (reported in sections 2.1 and 2.2) are probably not the most relevant to measure harmonization and transparency, EVAL has delivered on them and undertaken many other activities associated with them, as listed below.

Codify and upgrade procedures and guidelines

20. A second updated version of *ILO policy guidelines for results-based evaluation* was completed in 2013 with the input and collaboration of regional evaluation officers. Some new templates and two new protocols² were added to fill the gaps identified in order to support DWCP evaluations. A total of 15 guidance notes and checklists were revised for this second edition. The resource kit, which comprises the policy guidelines and the supplemental templates, guidance notes, checklists, tools and protocols, should be considered as a living document that can flexibly respond to developments in the United Nations evaluation community and more specifically in the ILO's evaluation practices.
21. EVAL conducted a meta-analysis of 15 (out of a sample of 33) DWCP reviews in order to extract common lessons learned and good practices in terms of outputs and results. A new guidance note will be prepared in 2015 which will replace the older biennial country programme review guidance instrument.

Updating the evaluation network to reflect the Office's reform process

22. The ILO evaluation network was strengthened to include broader participation from the newly reformed headquarters departments, representatives of which participated in EVAL's biennial evaluation network workshop in November 2013. Together with the full-time regional evaluation officers, the departmental focal persons are now playing an important role in planning and coordinating the various annual internal and independent project evaluations (between 90 and 130 reports, including the internal evaluations).
23. The ILO evaluation network benefited from the Evaluation Manager Certification Programme (EMCP) training courses, which began last year. It expanded the number of qualified staff members available within the ILO for evaluation management (see paragraphs 40–42).

Biennial evaluation network workshop

24. EVAL organized a biennial evaluation network workshop held from 11 to 13 November 2013 in order to exchange information on the implementation of the ILO evaluation strategy. Four of the five ILO regional evaluation officers, EVAL staff, and representatives from the Strategic Programming and Management Department (PROGRAM), the Partnerships and Field Support Department (PARDEV), the Governance and Tripartism Department (GOVERNANCE), the Enterprises Department (ENTERPRISES), the Social

² The protocols are entitled: *High-level Evaluation Protocol for Outcome/Strategy Evaluations* and *High-level Evaluation Protocol for DWCP Evaluations*.

Protection Department (SOCPRO) and SECTOR attended the workshop. The workshop suggested four key areas for action for the biennium: improve evaluation quality; establish an effective communication strategy; finalize the establishment of official job descriptions of evaluation officers; and analyse the expansion in the demand for evaluation.

Collaboration between EVAL and the International Training Centre of the ILO

25. EVAL and the International Training Centre of the ILO in Turin are exploring ways of collaborating more closely. In 2014, EVAL managed an independent evaluation of a major innovation in the Centre's training programmes called the "Academies", as requested by the Centre's Director and the Board.

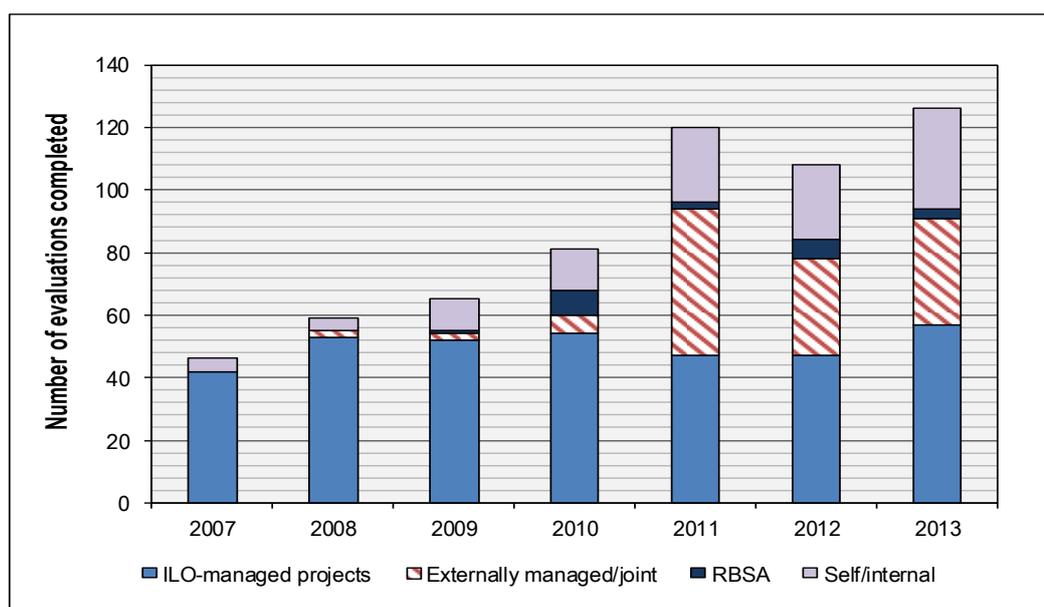
EVAL oversight of the evaluation and impact assessment section of the International Programme on the Elimination of Child Labour (IPEC)

26. EVAL assessed the performance of IPEC's evaluation and impact assessment section, which has been in place since 2001 and to which authority has been delegated to manage independent evaluations. The appraisal indicated that: it continued to perform its delegated task; its policies were in harmony with those of EVAL's; and it had made a strong contribution to organizational learning in IPEC. The assessment also noted some inconsistencies and efficiency issues that needed to be addressed.

A growing and more complex mix of project evaluations (decentralized evaluations)

27. EVAL has dramatically increased its activities by 45 per cent since the introduction of *Results-based strategies 2011–15: Evaluation strategy – Strengthening the use of evaluations*. Since 2013 there has been a 10 per cent increase in evaluation work, which is mainly due to an increase in ILO-managed independent evaluations. Figure 1 presents a graph showing the number of evaluations completed since 2007. A full list of the 2013 evaluations is presented in the long version of this report, which can be found on EVAL's website (<http://www.ilo.org/eval>).

Figure 1. Distribution by type of evaluation, 2007–13



28. Of the 94 independent evaluations received, 48 were included in the management follow-up exercise; the others were joint evaluations with external management or deemed not appropriate for the exercise. A summary of the management response for 2013 is presented in table 2.
29. Now in the fourth year of a management response exercise, EVAL can report a positive trend in the responses of line management. There was more thorough and serious consideration of the recommendations, which resulted in more *completed* or *partially completed* action being taken compared to previous years.
30. Since the application of the management response exercise to evaluation recommendations in 2010, substantial improvements have been made in two areas. There has been a steady increase in evaluations undergoing a management response, as well as increasing numbers of recommendations being handled in a timely manner, with 72 per cent being reported as completed or partially completed. EVAL initiates the management response exercise for all non-IPEC managed evaluations. However, IPEC evaluations undergo management response reviews through its delegated authority, using the final progress report or other means. Many of the IPEC management responses were still not completed in 2013, but the relevant figures are shown at the bottom of table 2.

Table 2. Management response for evaluations completed in 2013¹

| Region/sector | Management responses (48 reports) | | Total recommendations received | Completed | Partially completed | Outstanding | No action completed |
|----------------------------|--------------------------------------|-----------|-----------------------------------|------------|------------------------|-------------|------------------------|
| | No response | Response | | | | | |
| Africa | 3 | 6 | 55 | 32 | 11 | 3 | 9 |
| Americas | 0 | 1 | 8 | 3 | 2 | 3 | 0 |
| Arab States | 0 | 2 | 23 | 4 | 2 | 0 | 17 |
| Europe and Central Asia | 0 | 2 | 14 | 8 | 6 | 0 | 0 |
| Asia and the Pacific | 1 | 9 | 81 | 28 | 38 | 3 | 12 |
| Subtotal | 4 | 20 | 181 | 75 | 59 | 9 | 38 |
| Employment | 0 | 2 | 25 | 11 | 1 | 1 | 12 |
| Declaration | 0 | 1 | 11 | 8 | 3 | 0 | 0 |
| Gender | 0 | 1 | 8 | 2 | 3 | 1 | 2 |
| Social protection | 2 | 2 | 15 | 10 | 2 | 0 | 3 |
| Subtotal | 2 | 6 | 59 | 31 | 9 | 2 | 17 |
| Total | 6 | 42 | 240 | 106 | 68 | 11 | 55 |
| Percentage | – | – | – | 44 | 28 | 5 | 23 |
| | – | – | – | | 72 | – | – |
| IPEC | 0 | 16 | 208 | 27 | 13 | 163 | 5 |

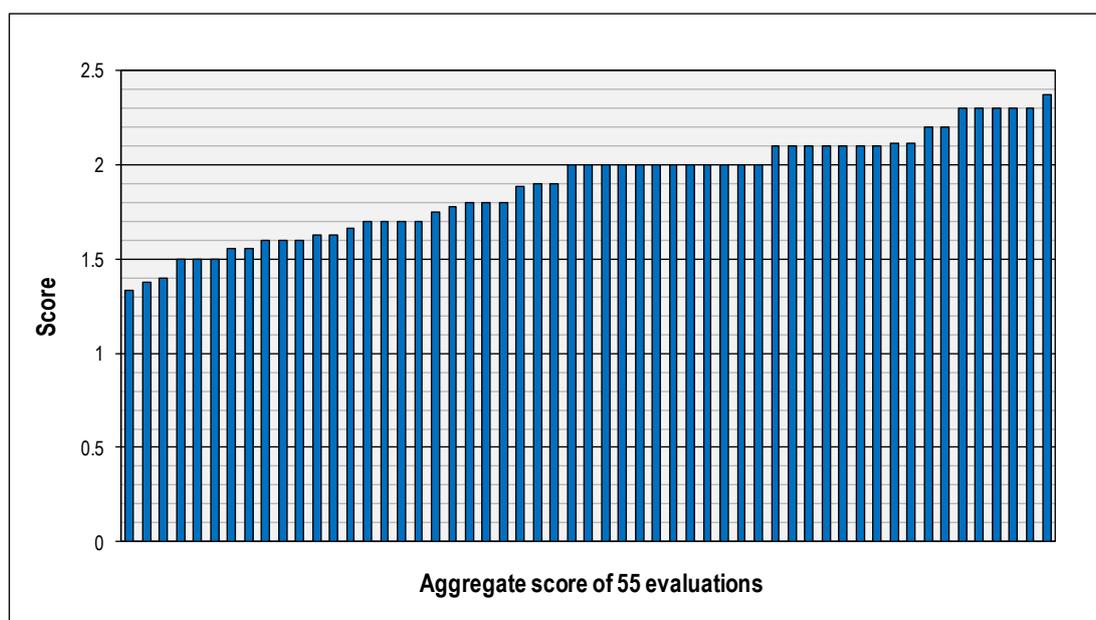
– = nil. ¹ IPEC submitted 16 independent evaluations that were followed up through their internal mechanism. They are accounted for separately given the high number of outstanding recommendations, which would substantially affect overall performance.

Gradual improvements to the quality of independent project evaluations in the ILO

31. EVAL places strong emphasis on ensuring that credible independent evaluations of its strategies, programmes and projects are conducted in accordance with the expectations of the ILO's constituents and donors and in compliance with international norms and standards.

32. Independent quality appraisals of evaluations have been conducted regularly since 2005. These studies are seen as a way of helping to improve the quality of its reports. The latest independent quality appraisal exercise covers evaluation reports from 2012 to 2013. To carry out this work, independent consultants were contracted to conduct a survey of evaluation managers and review a sample of 55 reports. Figure 2 shows that when the scores are grouped together, 5.5 per cent (3) scored 1–1.4, 42 per cent (23) scored 1.5–1.9 and 53 per cent (29) scored 2 or more, which indicates that the majority of evaluations were either of acceptable quality or near acceptable quality.³

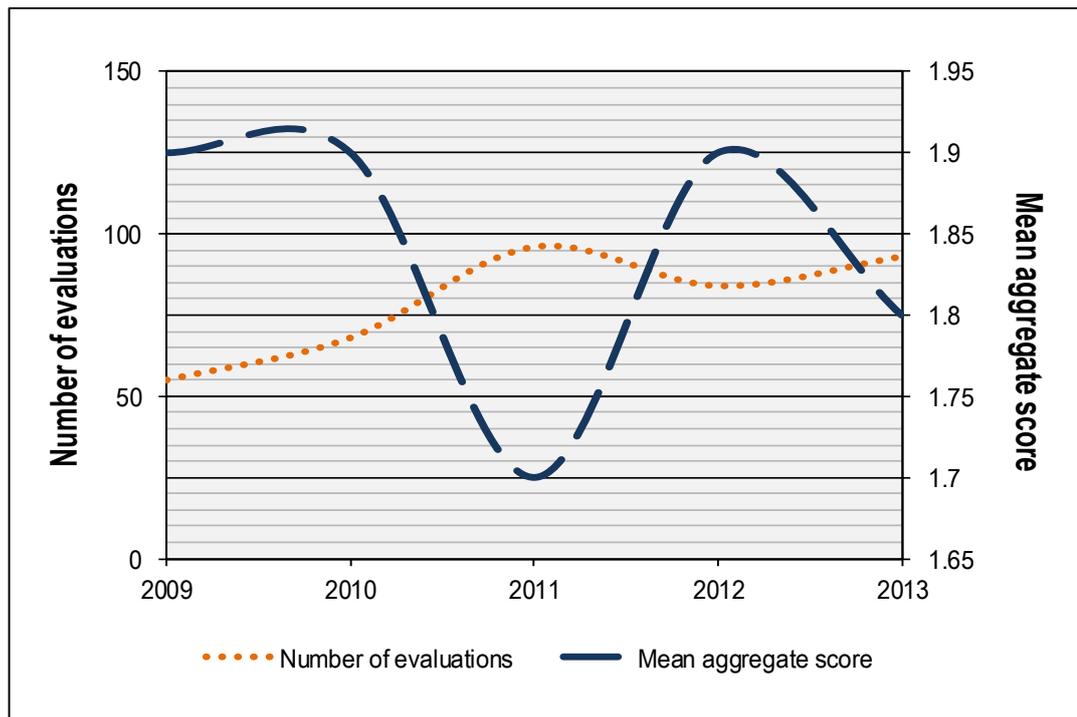
Figure 2. Aggregate mean score of reviewed evaluation reports



33. As suggested in figure 3, there appears to be a moderate negative correlation between the number of independent evaluations (quantity) that are conducted during any given year and the quality of the reports. This may be interpreted to mean that there is little elasticity in the current capacity of the ILO's evaluation system and that, as the numbers keep on growing without increased capacity to provide oversight, quality is likely to suffer.

³ Explanation of scoring is as follows: 0 = unacceptable quality; 1 = insufficient quality; 2 = acceptable quality; 3 = high quality.

Figure 3. Number of evaluations per year against mean aggregate score



34. The consultants examined trends in the quality of evaluation reports in general and by region. They found that the overall quality of the reports submitted in 2012–13 had slightly improved compared to those submitted in 2011–12. Because of the small sample size, it was difficult to draw conclusions about regional trends. However, quality among the regions was largely consistent, with the Asia region scoring slightly above the overall average, while reports from the Arab region were slightly below average.

G. *Upgrading and expanding the use of decentralized evaluations for management*

Biennial milestone 2.1 (2014–15): At least a 50 per cent improvement in reported use of evaluations by constituents over 2011 levels

35. This milestone is clearly on the way to being fully met. Recommendations targeting action with or for constituents have increased by 10 per cent from the previous year.
36. Constituents are increasingly being targeted in project report recommendations (figure 4). Consequently, constituents' participation has increased in a number of ways. Most importantly, it has prompted them to take ownership of project outputs and outcomes; prompted stakeholder participation in the drafting and approval of evaluation terms of reference; and generated discussion forums at the end of the evaluation process. For non-IPEC evaluations undergoing the management response exercise, there were a total of 71 out of 240 recommendations. Of these, roughly 60 per cent targeted government ministries, 33 per cent constituents, 4 per cent workers, and 3 per cent targeted employers. Constituents' involvement in management response to the recommendations was rated as high or moderate in 100 per cent of the cases. Rates from 2012 – when data collection began – indicate that, in 2013, constituents' involvement in evaluation recommendations increased by about 30 per cent (figure 5).

Figure 4. Number of recommendations targeting constituents

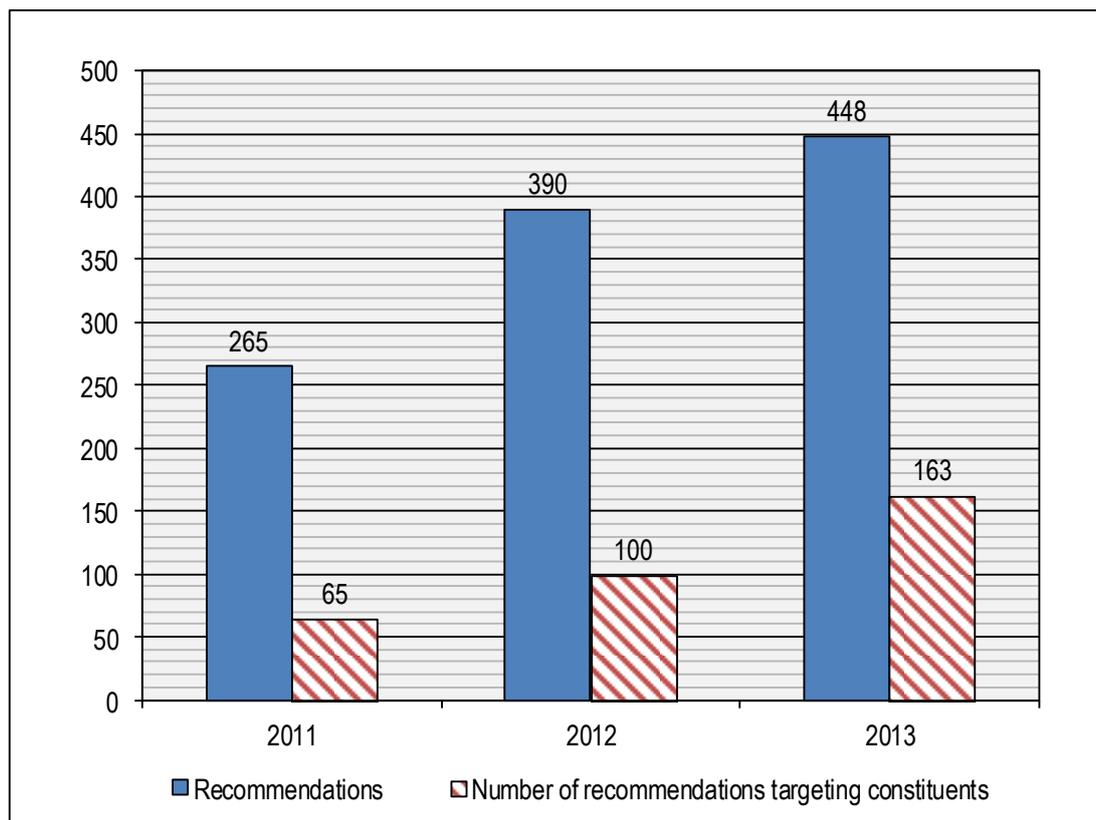
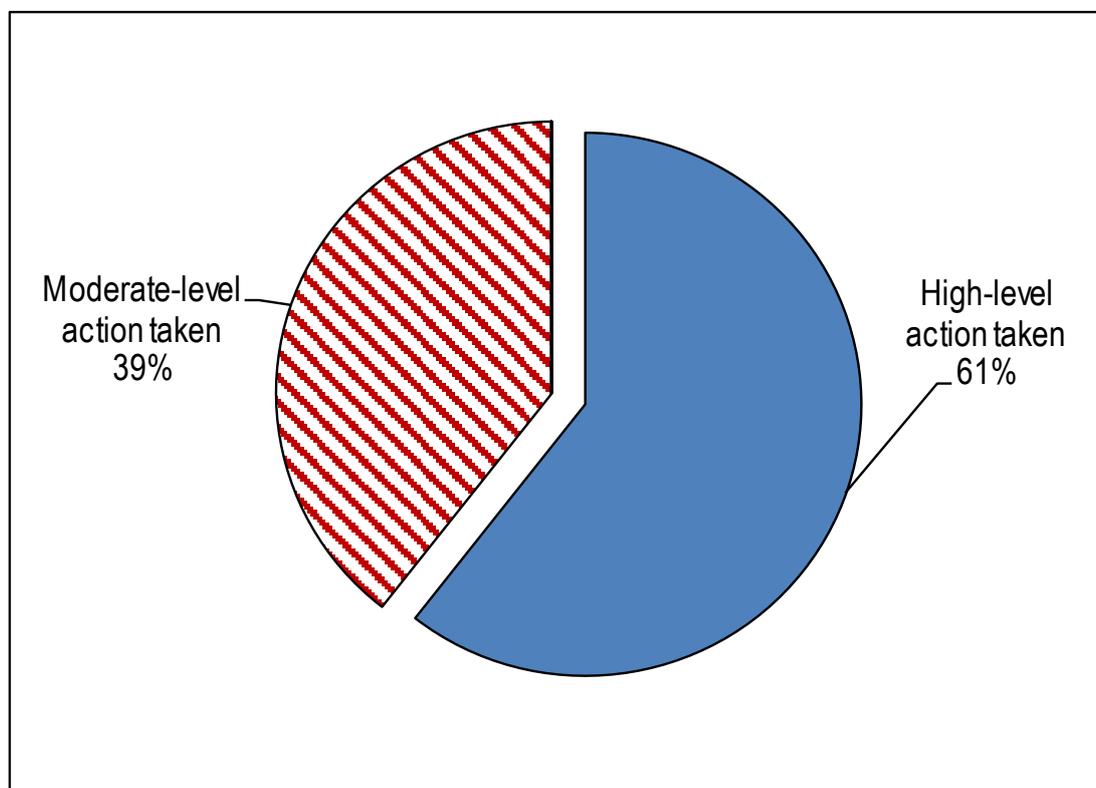


Figure 5. Constituents' involvement in response to evaluation recommendations, 2013–14



Biennial milestone 2.2 (2014–15): 80 per cent use of project final progress report (self-evaluation) for projects above US\$500,000; results of validation exercise measure validity and reliability of evaluation and reporting

37. EVAL is continuing its efforts towards this 2014–15 milestone, and has increased the collection and dissemination of internal and self-evaluations for projects over US\$500,000. Once received, these reports are stored in the EVAL database.
38. The internal and self-evaluation reports for projects provide valuable inputs into final or meta-evaluations, in addition to building up a complete understanding of the importance of line management and project staff participation in evaluation work. EVAL will continue to encourage project staff to routinely submit these reports for inclusion in the EVAL database. Table 3 shows a small increase in the number of DWCP reviews in 2013. Receipt of internal or self-evaluations for projects also increased and EVAL will continue to encourage project staff to send these in more systematically for inclusion in the centralized evaluation database.

Table 3. Internal and self-evaluations submitted to EVAL, 2008–13

| Internal and self-evaluation | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|---|------|------|------|------|------|------|
| DWCP reviews | 2 | 1 | 4 | 8 | 6 | 7 |
| Internal and self-evaluations from technical cooperation projects | 6 | 8 | 12 | 24 | 34 | 31 |

Outcome 3: Evaluation capability expanded through enhanced knowledge, skills and tools

Biennial milestone 3.1 (2014–15): 75 constituents and 75 ILO officials develop specialized knowledge through ILO training

Constituents and ILO officials trained in evaluation in 2013–14

39. The third outcome of the results-based strategy to strengthen the use of evaluations (2011–15) envisaged the expansion of evaluation capability in the form of knowledge, skills and tools. This outcome's two priorities are firstly to further institutionalize evaluation in the ILO, and secondly to support the development of constituents' evaluation capacity.
40. In order to manage the strategic training issues, EVAL adopted a strategy with three components: (1) constituents' training; (2) staff training; and (3) the Evaluation Manager Certification Programme (EMCP). The EMCP, launched in 2012, has successfully introduced a guided practice approach, which follows a three-day training course. Trainees are required to return to their posts and manage an evaluation under supervision using their acquired knowledge and the management tools and techniques provided during the workshop. Upon successful completion of the evaluation, a certificate is awarded.
41. So far, four EMCP training courses have taken place (two in Turin, one in Africa, and one in Asia and the Pacific). The evaluation results show that participants consistently rated the level of training as "high". For instance, results from training courses in Turin and in

Africa⁴ revealed that participants were “most satisfied” with the resource persons, followed by organization, learning methods and the achievement of objectives. While all results were high, the lowest results were received for including a gender dimension in training and obtaining preliminary information.

42. Overall, training for the strategy period has already exceeded the target (table 4) with impressive margins, in particular for the constituents. The majority of coverage has been in the Africa region, followed by the Asia and Pacific region.

Table 4. Constituents and ILO officials trained in evaluation, 2013–14

| Persons trained | Africa | Americas | Arab States | Asia and the Pacific | Europe | Headquarters | Total |
|-----------------|------------|----------|-------------|----------------------|-----------|--------------|------------|
| Constituents | 93 | 0 | 0 | 0 | 3 | 0 | 96 |
| ILO staff | 0 | 0 | 0 | 7 | 5 | 0 | 12 |
| ILO staff EMCP | 21 | 0 | 1 | 4 | 2 | 7 | 35 |
| Total | 114 | 0 | 1 | 11 | 10 | 7 | 143 |

Note: Any training that is less than one day is considered sensitization and not counted.

Biennial milestone 3.2 (2012–15): Internal governance document on evaluation network: approach, roles and responsibilities adopted and applied

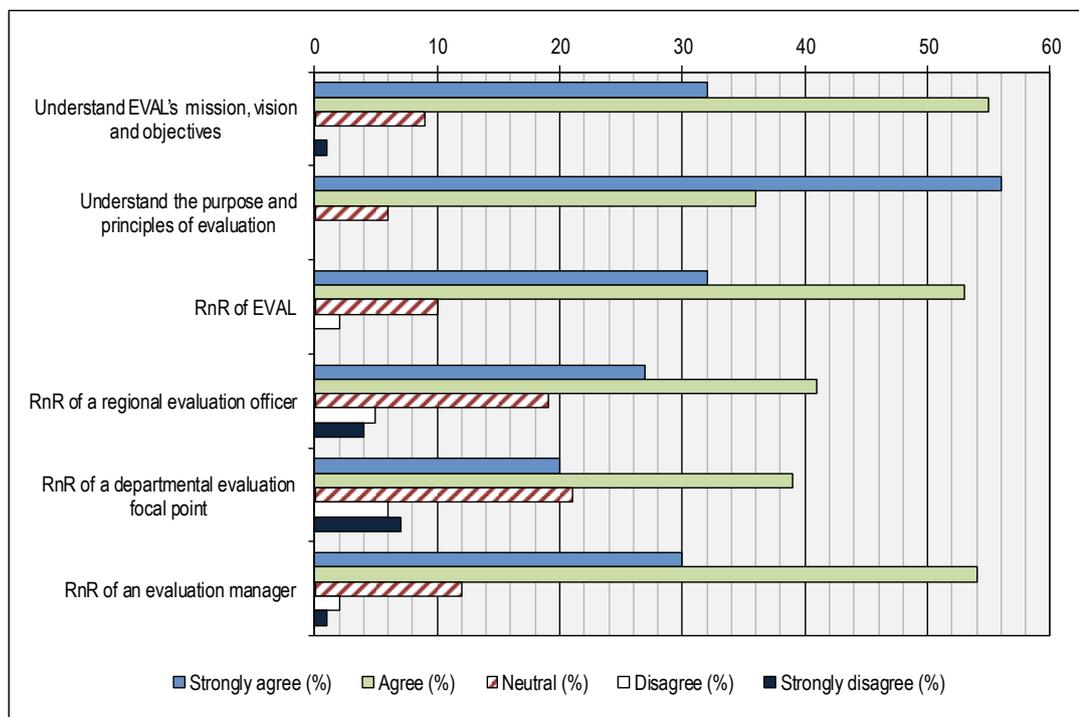
43. As there is no milestone for 2014–15, this section concerns the previous biennium referring to the 2010–15 target: Evaluation responsibilities specified in job descriptions; individual performance appraisals; roles and responsibilities standardized. The evaluation network encompasses EVAL staff, regional evaluation officers and departmental evaluation focal points at headquarters.
44. Evaluation professionals had previously been recruited under the job description of “Programme Officer”. New job descriptions for evaluation officers from P2 to P5 levels were developed by EVAL to better reflect their competencies and responsibilities. Job descriptions from the United Nations Evaluation Group were reviewed, with input from the Human Resources Development Department (HRD) on competencies and responsibilities, in order to finalize the ILO’s first official job description for evaluation staff. They are still being formally approved.
45. The standardization of evaluation roles and functions in the regions benefited from joint collaboration with the EAC, HRD and EVAL, thereby ensuring that EVAL had a say in the performance appraisals of regional evaluation officers. The process has already started with the Director of EVAL providing inputs to the beginning of cycle forms for all regional evaluation officers in the spring of 2014.
46. A document outlining the roles and responsibilities and the workflow of evaluation in the ILO has been elaborated in *Streamlining of EVAL – PARDEV cooperation on quality control for decentralized evaluations*. Further information on the details of evaluation roles and responsibilities is outlined in *Guidance Note 6: The evaluation manager – Role and function*. These documents were updated to harmonize with the reform process and demonstrate a benchmark in the achievement of this milestone.

⁴ The results do not reflect ratings by participants in the training courses held in the Asia and Pacific region, as results were not available at the time of printing.

2014: EVAL's first communication strategy

47. As the evaluation network continued to expand, EVAL took action to design its first communication strategy in response to a suggestion put forth by the Biennial Evaluation Network Workshop in November 2013. It is intended that the communication strategy will strengthen EVAL's role as a substantial, effective and independent evaluation function. It first designed a communication needs survey to determine the current level of use, effectiveness and awareness of evaluation in the ILO.
48. The survey was sent to a total of 347 clients (including regional and departmental directors and chiefs, country directors, regional programme officers, evaluation focal points, evaluation managers and network members). The survey achieved a 28 per cent response rate and yielded the following findings:
- *Most frequently used knowledge services* are the EVAL Intranet and public websites.
 - *Most frequently used EVAL products* are i-eval Flash News, evaluation reports, the policy guidelines resource kit and the AER.
 - *Most effective tools for communicating evaluation information* are i-eval Flash News, the policy guidelines resource kit, and evaluation reports.
 - *Most important means of communication* are the EVAL Intranet and public websites.
 - *There is high awareness of EVAL's mandate and functions* (see figure 6).
 - *Use and usefulness of evaluation* were highly acknowledged, but there is a need to improve satisfaction with EVAL's services and use of evaluation.

Figure 6. Level of awareness of EVAL's mandate and functions



RnR = Roles and responsibilities.

49. The survey results informed the communication strategy, which is proposed for launch in November 2014. Rolling out the communication strategy includes implementing three action strategies: (i) broaden the understanding of evaluation in the ILO; (ii) build active participation of ILO officials in evaluation activities; and (iii) strengthen the use and re-use of evaluation findings and products.
50. *Recommendation 2:* Drawing on the findings of the communication needs survey, EVAL should roll out a communication strategy to further strengthen the culture of evaluation within the ILO.

Improving the use of evaluation knowledge systems

51. During the course of 2014, EVAL's Knowledge-Sharing Platform was further developed and it will be launched in the near future. It incorporates access to all knowledge products and systems, acting as a place for collaboration and discussion. The Knowledge-Sharing Platform contains or links to the following main components:
- evaluation policy guidelines resource kit;
 - meta-analyses and think pieces;
 - network collaboration space;
 - i-Track – planning and document database;
 - training events and materials;
 - evaluation consultant roster;
 - research and background information; and
 - calendar and mission reports.

Part II. Assessing the ILO's effectiveness and results

52. Since 2011, EVAL has dedicated Part II of the AER to assessing the Office's performance on the basis of effectiveness and results, as required by the 2011–14 results-based evaluation strategy. This year, Part II takes stock of key effectiveness issues addressed in the past three reports (2010–11, 2012–13 and 2013–14) to determine how the Office has addressed them and to identify areas that need further action. In addition, findings from a study on impact evaluation in the ILO and a meta-analysis of DWCP reviews undertaken in 2014 were also taken into account. *This is particularly timely as it provides EVAL with the opportunity to inform preparations for the 2018–21 SPF, especially in light of ongoing ILO reform to streamline institutional programme priorities.* The reform process has had an impact on the Office's SPF by introducing eight ACIs in 2014–15, which provided thematic spaces for the ten strategic outcome areas proposed for the Programme and Budget for 2016–17.
53. The first section of Part II explains the approach and rationale for measuring and reporting on the ILO's performance. The second section revisits issues that were previously identified by EVAL, and reviews the extent to which the Office has addressed them, highlighting any further necessary actions. The third section presents the main conclusions and recommendations that are needed in order to move forward.

A. Measuring the ILO's performance

54. In response to the 2008 ILO Declaration on Social Justice for a Fair Globalization, the Governing Body, the International Labour Conference and donors called upon the Office to demonstrate more clearly the results of its performance in the world of work. ILO interventions need to produce tangible and positive results in the lives of beneficiaries, in addition to addressing the most important decent work challenges that member States face. In order to achieve these goals, the Office has gradually improved its RBM system to design and implement effective decent work programmes and interventions.
55. The RBM system applies a blend of “bottom-up” and “top-down” approaches. The “bottom-up” approach focuses on measuring the results of each development intervention at the country programme outcome (CPO) and project levels, while the “top-down” approach focuses on measuring institutional-level results, starting with the global strategic outcomes. Proper alignment between the two levels is essential for an effective RBM system.

B. Assessing progress

56. There has been significant management response and follow-up – as part of the reform process and in preparation for the Programme and Budget for 2016–17 – on many of the recommendations previously presented to the Governing Body in the last three AERs (see table 5). Various issues flagged by the evaluability assessments of the SPF, DWCPs and CPOs, for example, seem to have been (*explicitly or implicitly*) considered in the programme guidelines for the Programme and Budget for 2016–17.

Table 5. Issues previously identified by EVAL: Management's actions and pending actions

| Development effectiveness framework | Issues highlighted by EVAL in previous AERs | Actions taken by management | Status of what is left to accomplish |
|-------------------------------------|---|---|--|
| Design | SPF level <ul style="list-style-type: none"> ■ Insufficient prioritization and selectivity ■ Rigidity in departmental budgets and structures ■ Outcome logic, indicators, baselines and targets weak ■ Accountability not codified and incentives not clear | <ul style="list-style-type: none"> ■ Clear direction to fewer outcomes and priorities with focus and critical mass ■ HQ structural reform and emphasis on team work ■ Peer review mechanism established to review logic and robustness of design | On track but accountability and incentive structure related to results still need further attention |
| | DWCP/CPO level <ul style="list-style-type: none"> ■ Logical framework of DWCPs and CPOs weak or absent, and RBM metrics inadequate ■ Accountability and incentive structure unclear (e.g. linking of CPOs to one outcome) ■ Projects too broad and ambitious in objectives and pockets of bureaucratic slowness in implementation | <ul style="list-style-type: none"> ■ Training and strengthened procedures of DWCP (and hence CPOs) is part of the Office's workplan ■ Incentives and accountability part of the field review exercise ■ One-to-one linking rule of CPOs being reconsidered ■ Technical cooperation review expected to inform issues to be addressed | Greater emphasis needed on the evaluability of CPOs and DWCPs and review of the one-to-one linking rule of CPOs needed |

| Development effectiveness framework | Issues highlighted by EVAL in previous AERs | Actions taken by management | Status of what is left to accomplish |
|-------------------------------------|--|---|--|
| Monitoring progress | SPF level <ul style="list-style-type: none"> ■ Indicators do not convey a sense of progress in measuring results/impact ■ Inadequate use of indicators, baselines and subsequent measurement data for monitoring impact | <ul style="list-style-type: none"> ■ Systematic implementation reporting in the Office's Integrated Resource Information System (IRIS) Strategic Management (SM) module | <p>Efforts to improve measurability of progress towards results are not yet evident; greater emphasis on evaluability of indicators needed</p> |
| | DWCP/CPO level <ul style="list-style-type: none"> ■ The absence of measurable impact/development effectiveness indicators limits DWCP and project M&E focus delivery and is the basis for weak M&E frameworks ■ There is a disconnect between the Office's IRIS SM module automated system and evaluable DWCP and project results frameworks ■ Internal M&E reporting is only done at the end of every biennium to feed into the ILO's programme implementation report. This practice is contrary to the intent of RBM, which encourages line managers to use M&E frameworks to manage and report on results | <ul style="list-style-type: none"> ■ Peer review mechanisms are being strengthened to address the measurement of development effectiveness and impact ■ Significant improvements have been made in the Office's IRIS SM platform to also provide an automated M&E platform ■ Some improvements have been seen in the way in which country-specific results are used in the implementation report. However, the Office still lacks a systematic and automated way of gathering country-specific reports | <p>Further work needed to strengthen the evaluability of results frameworks, logical frameworks and M&E frameworks at proposal and implementation stages</p> <p>Further improvements are needed in the SM to ensure linkage with DWCP/CPO results frameworks and projects' logical frameworks</p> <p>Annual reporting on country programme progress and development effects should be a requirement based on country-specific annual performance reports</p> |

| Development effectiveness framework | Issues highlighted by EVAL in previous AERs | Actions taken by management | Status of what is left to accomplish |
|-------------------------------------|---|--|--|
| Identifying results and impacts | SPF level <ul style="list-style-type: none"> ■ Better linkages among CPOs, P&B outcomes and SPF outcomes are needed to ensure results and higher impacts ■ Release restrictions imposed by the current SM module to enable reporting on SPF cross-cutting outcomes | <ul style="list-style-type: none"> ■ The Office is aware of the importance of these linkages; however, a concentrated effort is needed to ensure better linkages in the next P&B and SPF ■ Despite significant improvements in the SM module, the module's limitations on cross-cutting outcomes have not yet been resolved | <p>A thorough review of CPO linkages to the higher levels of the strategic RBM framework is needed as part of the formulation of the 2018–21 SPF.</p> <p>In light of the ten P&B outcome areas for P&B 2016–17, the Office should address these limitations in tandem with the work on the P&B indicators</p> |
| | WCP/CPO level <ul style="list-style-type: none"> ■ Minimum engagement of national constituents in the formulation of DWCPs and projects limits relevance, which in turn could have a detrimental effect on the potential impact of results and sustainability ■ The lack of evaluable outcome indicators and sound baselines limit the Office's ability to conduct viable impact evaluations and measure medium-term results. This brings into question the cost effectiveness of these types of evaluations ■ Lack of widespread and consistent understanding and use of "impact evaluation" within the ILO and between ILO staff and donors | <ul style="list-style-type: none"> ■ The Office has made notable progress in engaging constituents in the development of DWCPs and project design, hence the relevance of its operations show improvements in the scores assigned to the evaluation criterion on relevance ■ The Office has made significant improvements in identifying measurable results and increasing the viability of impact evaluations by revising DWCP guidelines, and by EVAL providing guidance on evaluability assessments of project proposals and M&E frameworks, and guidance on impact evaluations | <p>Although improvements have been made, constituents continue to feel that reliance and potential impacts of results could be improved by optimizing national constituents in programme/project design, M&E and evaluation</p> <p>A concentrated Office-wide effort is needed to ensure that guidance on impact evaluation is followed and that impact evaluations meet minimum quality standards</p> |

At the SPF level

57. The baseline for EVAL’s assessment starts with the 2010–11 AER SWOT (strengths, weaknesses, opportunities and threats) analysis of the 2010–15 SPF. The assessment identified some of the following threats and weaknesses: insufficient prioritization and selectivity; indicators not measuring substantive results and impact; accountability not codified; incentives not clear; and rigidity in departmental budgets and structures.

58. Table 5 shows various issues that have been or are being addressed, but problems in measuring performance continue to be hindered by weak baselines, indicators and milestones. At the SPF level, the importance of greater coherence between the results and the accountability framework is still a challenge. High-level evaluations have found that the quality of work and delivery of outputs were on track with managers motivated to achieve performance targets. However, primarily at the planning stages, the system itself generates competition among managers when designating targets and securing resources to deliver the outcome-based workplans (OBWs) and the CPOs. The lesson learned is that the current OBW and CPO programming process functions reasonably well in terms of accountability for output delivery, but that competition may compromise effective prioritization.

At DWCP/CPO level

59. At the DWCP/CPO level the evaluability assessment of CPOs conducted in 2013 found quite a few limitations with regard to the evaluability of CPOs and concluded that there was significant scope for improvement with respect to risks and assumptions, baselines, and monitoring and evaluation (M&E) plans and milestones. The study suggested actions were needed to address these evaluability gaps in order to: improve the Office's accountability for its programmes and enable it to report on its accomplishments; improve the quality of its evaluations; and utilize evaluation findings and lessons learned to improve performance. Also, the one-to-one linkage of CPOs and the programme and budget outcomes mentioned in previous AERs has posed some difficulties for projects and programmes that are more cross-cutting in nature to establish coherent and synergetic workplans that are embedded in the CPO and OBW systems.
60. EVAL's recent 2014 meta-analysis of 15 ILO DWCP reviews showed: inadequate communication processes; significant diversity of ILO presence in countries, which impacts the scale of activities and oversight; insufficient utilization of DWCP reviews by management; inadequate information on the scope of activities; and difficulty in reporting on outputs and outcomes.
61. The Office is considering some modifications to the current DWCP *Guidebook* and *Technical Cooperation Manual*. Reviews by EVAL, PARDEV and regional programme units continue to demonstrate that logical frameworks in DWCPs and in project documents are often inadequate. Generally, the response to such observations has been to suggest further technical training for project teams in logical framework theory and methodology. While further training undoubtedly has merit, the persistence of design problems in DWCPs, CPOs and projects, despite considerable technical training, suggests that part of the problem may also lie in the lack of compliance with often non-compulsory but essential existing guidance, tools and instruments.

Impact evaluation in the ILO

62. In mid-2014, EVAL commissioned a stocktake of current impact evaluation practices at the ILO in response to a growing demand among constituents and international partners for a more credible measurement of impact. Impact evaluations have the potential to support sound decisions about ILO policies and programmes, while also improving accountability, developmental impact, and the effective use of resources. To be credible, impact evaluations need solid data based on robust monitoring and reporting systems. ILO technical programmes endowed with the necessary resources and capacity conduct and finance impact evaluations. In turn, EVAL has developed guidance and quality standards, and offers advisory services upon request.
63. The conclusions of the study indicate that ILO impact evaluations have several strengths, such as a reasonable methodological application and the use of rich methodologies. However, notable challenges were also identified. In particular, the fact that impact evaluations often do not measure long-term outcomes, but stop short at medium-term results, which calls their high cost into question. For instance, out of the six impact evaluations that used expensive and reliable techniques (counterfactual), *three focused on the outcomes rather than on developmental impact*. This is also a consequence of inadequate tracking/monitoring mechanisms, and of *widespread inconsistent understanding and use of "impact evaluation"* within the ILO, and between ILO staff and donors. Moreover, there is a great need for strong evaluability analyses in order to justify investing in impact evaluations and in high-level expertise in the ILO to influence design.

C. Moving forward: Conclusions and recommendations

64. This section presents key conclusions and recommendations that stem from the findings in Parts I and II. EVAL has found that monitoring, reporting and impact evaluations, including their methodologies, require more attention in the ILO for the establishment of a fully effective RBM system.
65. While not reviewed in detail, *incentive systems in the ILO, at headquarters and in the country offices may also need to be addressed more thoroughly*. For instance, at headquarters incentives continue to focus on project approvals and linking CPOs to the programme and budget outcomes. In country offices, incentives focus on the management of delivery. There is a lack of focus on developmental results and effectiveness. Projects are in good shape if delivery is on track, and are in trouble if delivery lags. “Problem” and “at risk” projects achieve this status largely as a result of financial delivery performance, and portfolio review exercises seldom address development effectiveness. Some of this may be addressed as part of applying the field structure review results and this will be examined further as part of the planned evaluation of the field structure in 2016.
66. *Conclusion 1*: Measuring outcomes is often technically very difficult. Some important outcomes are difficult, if not impossible, to measure, and even theoretically measurable indicators may lack reliable data sources in beneficiary member countries. Strengthening the evaluability of M&E frameworks at the programme and project proposal phase, as well as during the implementation phase, is pivotal to the creation of stronger results-based SPF outcomes, DWCPs and projects.
67. *Conclusion 2*: In the absence of measurable indicators, DWCP and project M&E frameworks are often limited to financial delivery. Although the Office’s IRIS SM module provides a good systematic framework for implementation reporting, there is a disconnect between the automated system and evaluable DWCP and project results frameworks.
68. *Conclusion 3*: A project has a “complete” results framework if it includes an objective, baselines, indicators, targets, milestones, and an M&E system. A “standard” results framework or logical framework (equipped with an objective, baselines, indicators, targets and milestones) is needed to ensure consistency in the use of ILO RBM terminology, and to enhance coherence between the design, M&E and reporting systems.
69. *Conclusion 4*: Constituents and international partners are increasingly calling for impact evaluations and for credible impact measurement. Yet information on impact is poor and there are frequent reporting gaps. This is often the result of resource constraints, inadequate or absent M&E frameworks, lack of evaluability assessments, poor understanding of impact evaluation and a lack of awareness of the availability of or adherence to EVAL’s guidance on the matter.
70. *Conclusion 5*: There is a need for Office-wide impact and ex-post evaluation standards that provide sound methodological approaches. EVAL needs to work with the technical departments to ensure that they use the Office’s guidance, established definitions and tools, in addition to conducting evaluability assessments to ensure quality and to justify investments. EVAL needs to take on a more proactive role by producing an additional protocol that outlines impact methodologies and approaches that are based on international and United Nations Evaluation Group best practices and standards. Moreover, EVAL could strengthen its role by improving knowledge sharing, advocacy, technical support and quality assurance for impact evaluations.

71. *Recommendation 3:* The Office should strengthen its M&E and its internal system for reporting on the implementation of programmes and projects and make a strong theory of change a compulsory requirement at all levels of the ILO's RBM system (linked to conclusions 1, 2 and 3).
72. *Recommendation 4:* EVAL should continue to strengthen its efforts on impact evaluation in a more coordinated and rigorous manner (linked to conclusions 4 and 5).

Draft decision

73. *The Governing Body takes note of the present report and endorses the recommendations (paragraphs 7, 50, 71 and 72) to be included in the ILO's rolling plan for the implementation of recommendations and suggestions to be reported on in the annual evaluation report 2014–15. It also confirms the priorities identified in the report on the programme of work for 2016–17.*

Appendix I

Plan of action for the implementation of recommendations and suggestions contained in the annual evaluation reports 2011–12 and 2012–13

Recommendations from the annual evaluation report 2011–12

| Suggestions and next steps | Long-term improvements | Short-term actions 2014–15 | Who/additional cost 2014–15 | Status |
|---|--|--|--------------------------------|--|
| 1. The ILO's quality assurance of project documents | | | | |
| The appraisal function has been well established at headquarters. However, regional capacities need strengthening to fully carry this function forward. | The Development Cooperation Branch (CODEV) should continue to strengthen the linkages between its supervisory and oversight role, and its guidance and capacity-building work, to improve the quality of project design during the proposal stage. This may involve targeted support earlier in the proposal development stages. | <ul style="list-style-type: none"> Step up the helpdesk for project design. | PARDEV/\$15,000 | Completed. PARDEV continued its design support function for projects, as well as for ACIs (ACI 4 and ACI 5), including through missions. Between January and June 2014, 34 concept notes received design feedback (i.e. about 28 per cent of the total number of project proposals appraised during the period). |
| | | <ul style="list-style-type: none"> Review the Technical Cooperation Manual (update and improve user friendliness). | 31 Dec. 2014/ \$15,000 | Ongoing. Technical Cooperation Manual updates have been peer reviewed; incorporation of feedback in progress. |
| | The Office should consider stronger mechanisms for linking final proposal quality to originating unit accountability. Where quality is found weak, plans for follow-up post-approval should become more systematic. | <ul style="list-style-type: none"> Strengthen accountability of originating units in line with the outcomes of the ongoing TC review under the ILO reform agenda. | PARDEV/none | Waiting for technical cooperation review reform outcomes. <i>Timeline is not provided.</i> |

Recommendations from the annual evaluation report 2011–12

| Suggestions and next steps | Long-term improvements | Short-term actions 2014–15 | Who/additional cost 2014–15 | Status |
|---|--|---|--|---|
| 2. Progress reporting of project performance | | | | |
| Technical progress reports (TPRs) should inform decision-making and provide input for PARDEV's annual reports on the overall implementation of the ILO's technical cooperation portfolio. | The responsible administrative units in the regions and at headquarters should conduct systematic quality assurance of TPRs, with oversight exercised by PARDEV. | <ul style="list-style-type: none"> ■ The responsible administrative units in the regions and at headquarters should conduct systematic quality assurance of TPRs, with oversight exercised by PARDEV. | PARDEV/\$10,000 | Ongoing. PARDEV reminds the responsible ILO officials routinely of reporting deadlines, and is planning to carry out annual assessments of TPRs. Progress is dependent on the introduction of SharePoint. |
| | In the absence of an all-encompassing M&E system, the Office should establish a centrally managed knowledge exchange system where TPRs can be stored and accessed by all internal stakeholders. The ILO's donors should, as far as possible, support the use of the Triennial Comprehensive Policy Review (TCPR) approach to progress reporting. | <ul style="list-style-type: none"> ■ PARDEV has decided to use SharePoint instead of Plone. The pilot scheme, based on the Better Work System, will commence on 21 July 2014 after the initial configuration and definition of the environment and user rights. The system should go live in September 2014. It will be initially tested with some 15 projects in each category. | PARDEV and the Information and Technology Management Department (INFOTEC)/ \$170,000 | Ongoing. Scoping and resource plan and pilot objectives and requirements approved following consultation with technical consultants engaged. Licencing negotiated with Microsoft and the United Nations International Computing Centre (UNICC) to house the information and communication technologies (ICT) environment. |
| 3. Ratings in ILO evaluations | | | | |
| Integrate the management information system for compiling and storing evaluation-based performance data across all tools and time periods. | | <ul style="list-style-type: none"> ■ i-Track currently has no modality for incorporating the ratings, but could be modified, which would require further staff and technical resources. | EVAL | Rejected. Resource requirements to upgrade i-Track to incorporate ratings are excessive. |

Recommendations from the annual evaluation report 2011–12

| Suggestions and next steps | Long-term improvements | Short-term actions 2014–15 | Who/additional cost 2014–15 | Status |
|---|--|---|--------------------------------|--|
| 4. RBM and ILO effectiveness: Insights from evaluability reviews | | | | |
| While substantial progress has been made towards implementation and compliance with the RBM policy, the evaluability review identified areas for improvement that could be taken into account in the next SPF. | Improved evaluability of the ILO's RBM framework starting from the country programme outcomes upwards to the SPF outcomes using strong underlying logical frameworks and reliable metrics (indicators, baselines, milestones and targets). | <ul style="list-style-type: none"> ■ Provide proactive support to field offices, including training for development of evaluable strategies and indicators. ■ Given that achieving outcomes depends on the joint efforts of the Office and constituents, shift the focus from attribution of results to assessing the ILO's contribution in relation to assumptions concerning partnerships, constituencies and the political context. ■ Review the advantages and disadvantages of linking a CPO to only one programme and budget outcome, in order to better plan and report on cross-cutting initiatives. ■ Encourage good practice through appropriate incentives; for example: (i) making the allocation of resources dependent on the quality of the design; (ii) making line managers and staff accountable for complying with minimum design standards; and (iii) highlighting good practices in reports and individual performance appraisals. | PROGRAM/cost is not provided | Ongoing. The design and programming role of DWCPs will be strengthened through a training programme to be developed with Turin (likely in 2015), a tightening of the Quality Assurance Mechanism (QAM) for draft DWCPs and more systematic exchange of good practices. With the transition to a new strategic framework in 2016–17 there is an opportunity to review the role of CPOs in the programming framework and the current one-to-one linking rule. This will be reviewed in the context of the field review exercise, which has a focus on roles and responsibilities and will also look into accountability and incentives. |
| 5. ILO performance through technical cooperation | | | | |
| The 2013 meta-study found that the ILO's overall performance through technical cooperation in terms of relevance and effectiveness was favourable. However, use of monitoring and reporting against results; adequacy of resources and time planned for results; and internal project design and implementation management practices were found to be some of the weakest areas of performance. | Technical cooperation projects are designed to the highest standards and apply state-of-the-art M&E systems and management practices to optimize their contribution to the ILO's RBM framework. | <ul style="list-style-type: none"> ■ Specify project objectives more narrowly to ensure each is achievable within available resources and time frames, factoring in room for unplanned contingencies, and make gender sensitivity a major vector of development effectiveness. ■ Plan and manage dynamically for risks and opportunities in regard to sustainability, particularly weaknesses in national institutional capacities and commitment; introduce ex-post accountability into the RBM cycle; design real-time measures to identify and address pockets of bureaucratic slowness. ■ Develop logical frameworks that will be used by management for accountability and boost the use of performance monitoring through systematic collection of baseline measurements. | PARDEV/cost is not provided | Ongoing. The appraisal systemically includes assessment of feasibility, gender sensitivity and sustainability. PARDEV strengthened its upfront design support. PARDEV ensures the management of the project approval workflows, and has increased coordination with management and support services, e.g. BUD/CT, EVAL, HRD, PROGRAM, SECURITY and PROCUREMENT. |

Recommendations from the annual evaluation report 2011–12

| Suggestions and next steps | Long-term improvements | Short-term actions 2014–15 | Who/additional cost 2014–15 | Status |
|----------------------------|------------------------|--|--------------------------------|--|
| | | Provide proactive support to field offices, including training for the development of evaluable strategies and indicators. | | With the reform, PARDEV has re-emphasized its field support function, including in respect of project cycle management training. Sessions on evaluable strategies and indicators are systematically integrated into project cycle management design and implementation planning courses for ILO staff. |

6. Findings from Regular Budget Supplementary Account (RBSA) evaluation and initial experience with outcome-based funding

The 2013 study of RBSA and outcome-based funding found that the CPOs that received major RBSA contributions used resources effectively but that efficiencies could be improved, including reducing time delays in approvals, release of funding sources, and more clarity for evaluation procedures of outcome-based funding.

Initiatives financed by the RBSA and outcome-based funding support evaluable CPOs and are designed, implemented and evaluated in a timely and efficient manner to optimize support to the ILO's RBM framework.

- Keeping in view the increase in outcome-based funding, the Office should update existing RBSA monitoring and evaluation guidelines or introduce new guidelines to include the planning and budgeting of the monitoring and evaluation of activities financed by outcome-based funding.

PARDEV/PROGRAM/
cost is not provided

Ongoing. PARDEV and PROGRAM, in consultation with EVAL, have jointly issued programming and design guidance for new phases of outcome-based funding partnerships, as well as for thematic (ACI) funding. Proposals for: (i) a clear accountability framework for allocation of lightly earmarked resources, implementation and delivery; as well as (ii) an integrated mechanism for programming and allocation of resources across all sources of funding are under consideration as part of the technical cooperation review.

Recommendations from the annual evaluation report 2011–12

| Suggestions and next steps | Long-term improvements | Short-term actions 2014–15 | Who/additional cost 2014–15 | Status |
|----------------------------|------------------------|---|--------------------------------|--|
| | | <ul style="list-style-type: none"> ■ CPOs receiving major RBSA contributions or outcome-based funding should be evaluated in a timely manner, preferably towards the close of the DWCP, and even as part of a DWCP evaluation or DWCP reviews, to maximize the “use of evaluation”. | EVAL/existing staff time | EVAL addressed the recommendation and will continue to work with regional evaluation officers to systematically incorporate RBSA-funded activities with larger cluster or strategic evaluations to assess their contribution to the ILO's SPF. |
| | | <ul style="list-style-type: none"> ■ Country Offices and PROGRAM should weigh the potential areas of continued support under the RBSA well in advance. This will help these offices to identify and prioritize early on where better results could be achieved through additional financial support. | PROGRAM | PROGRAM – No response to earlier identification of potential areas of support. |

Appendix II

RBM matrices for evaluation strategy

Outcome 1: Improved use of evaluation by ILO constituents and management for governance

| Indicator | Baseline | End target |
|--|---|--|
| 1.1. The frequency and quality of the EAC decisions and advice on relevance of evaluation programme of work to Governing Body policy decisions and strategic objectives of the Office; adequacy of follow-up to evaluation results | Three meetings in 2010; topics discussed for coming year only; no discussion of strategic use of evaluation recommendations | EAC convenes meetings and forums where analysis and dialogue on evaluation topics and follow-up lead to documented plans and follow-up for strategic use |
| 1.2. Annual evaluation report synthesizes recommendations and lessons learned based on evaluations | Reporting on implementation of evaluation strategy without analysis of broader ILO effectiveness | Annual evaluation reporting based on analysis of evaluation reports |
| 1.3. High-level evaluations assess the contributions of technical and decent work country strategies to the SPF and programme and budget outcomes | External quality rating of evaluations; 2005–09 (from independent external evaluation) | High-level evaluations better inform governance-level strategic and programming decisions |

Biennial milestones for outcome 1

| 2010–11 | 2012–13 | 2014–15 | Proposed for 2016–17 |
|---|---|--|--|
| 1.1. 2011: EAC schedule, procedures and deliverables specified in new action plan; formal record of recommendations for evaluation programme of work (2012–13); record of EAC advice on use of specific recommendations | Four meetings per year; record of recommendations for evaluation programme of work (2013–14); record of EAC advice on use of specific recommendations | Four meetings per year; formal record of recommendations for evaluation programme of work (2015–16); record of EAC advice on use of specific recommendations | Four meetings per year; formal record of recommendations for evaluation programme of work (2017–18); record of EAC advice on recommendation use; EAC will coalesce support to address cross-cutting Office-wide issues that are identified in evaluations. |
| 1.2. Performance information in annual evaluation report based on analysis of evaluation reports; results discussed by Programme, Financial and Administrative Committee | 2013: Improved annual evaluation report based on Governing Body feedback; results feed into the Programme and Budget for 2014–15 | 2015: Annual evaluation report used in developing new SPF and programme budget | 2016 annual evaluation report and the independent external evaluation of EVAL that will take place in 2016 will be used to develop the new 2018–21 SPF and EVAL's results-based strategy. |
| 1.3. Results of internal peer review of high-level evaluations 2010–11 register satisfactory quality | Results of internal peer review of high-level evaluations 2012–13 register satisfactory quality | Results of external evaluation show high satisfaction with RBM link and usability of high-level evaluations 2010–15 | Independent external evaluation of the ILO's evaluation function will inform EVAL's new evaluation strategy and the 2018–21 SPF. |

Outcome 2: Harmonized Office-wide evaluation practice to support transparency and accountability

| Indicator | Baseline | End target |
|---|--|--|
| 2.1. By 2015, 100 per cent of DWCPs and projects would have mechanisms in place to regularly engage constituents in the use of evaluation processes (recommendations specifically targeted at constituents) | Nil ¹ | Periodic ex-post surveys and reporting of management response and follow-up shows that 100 per cent of evaluations address constituent involvement |
| 2.2. Upgrade and expand the use of evaluations for management (decentralized) | Count of self-, internal, thematic and impact evaluations conducted by sectors and regions | All regions and sectors have biennial evaluation plans coordinated by focal points that link to management accountability and organizational learning, and which are reviewed by the EAC |

Biennial milestones for outcome 2

| 2010–11 | 2012–13 | 2014–15 | Proposed for 2016–17 |
|--|---|--|--|
| 2.1. 2011: Initial survey to constituents based on 2010 evaluations completed sets baseline measure | 2013: 25 per cent participation achieved for those recommendations specifically targeted at constituents over 2011 levels | 2015: 50 per cent participation achieved for those recommendations specifically targeted at constituents over 2012–13 levels | 2017: 75 per cent participation achieved for those recommendations specifically targeted at constituents over 2014–15 levels |
| 2.2. 20 per cent increase in collection of mandated internal evaluations available for use by management | 50 per cent increase in collection of mandated internal evaluations available for use by management over 2011 levels | 75 per cent increase in collection of mandated internal evaluations available for use by management over 2012–13 levels | 95 per cent increase in collection of mandated internal evaluations available for use by management over 2014–15 levels |

Outcome 3: Evaluation capability expanded through enhanced knowledge, skills and tools

| Indicator | Baseline | End target |
|---|---|--|
| 3.1. Evaluation capacity and practice among ILO staff and constituents improved | Number of staff and constituents receiving technical training and hands-on support | All interested constituents can avail themselves of training in specialized evaluation skills |
| 3.2. Standardized roles and responsibilities are applied to evaluation officers and focal points throughout the ILO | No standardized job descriptions for evaluation officers; compliance with evaluation guidelines unknown | Evaluation responsibilities standardized and specified in job descriptions for focal points; EVAL participation in performance appraisals for all evaluation officers and focal points |

Biennial milestones for outcome 3

| 2010–11 | 2012–13 | 2014–15 | Proposed for 2016–17 |
|---|--|---|--|
| 3.1. 75 constituents and 75 ILO officials develop specialized evaluation knowledge through ILO training | 75 constituents and 75 ILO officials develop specialized evaluation knowledge through ILO training over 2011 levels (150) | 75 constituents and 75 ILO officials develop specialized evaluation knowledge through ILO training over 2012–13 levels (225) | 75 constituents and 75 ILO officials develop specialized evaluation knowledge through ILO training over 2012–13 levels (300) |
| 3.2. ILO generic job descriptions are developed for evaluation officers | 2013: Internal governance document adopted and applied for evaluation policy and roles and responsibilities of officials in the evaluation network | <ul style="list-style-type: none"> ■ Regional evaluation officers have specific and standardized evaluation responsibilities included in their job descriptions ■ Establish certification procedures for evaluation managers with input into their performance appraisals from EVAL | <ul style="list-style-type: none"> ■ Departmental evaluation focal points have elements of evaluation responsibilities included in their job descriptions, with input from EVAL for the corresponding part of their performance appraisals ■ Certified evaluation managers receive recognition in their performance appraisals |

¹ There were not any constituents that were part of the exercise which would inform the baseline.