MOPAN 2015-16 Assessments

International Labour Organization

Institutional Assessment Report

MOPAN

Multilateral Organisation Performance Assessment Network

For any questions or comments, please contact:
The MOPAN Secretariat
mopan@oecd.org
www.mopanonline.org

Preface

ABOUT MOPAN

The Multilateral Organisation Performance Assessment Network (MOPAN) is a network of donor countries with a common interest in assessing the effectiveness of multilateral organisations. Today, MOPAN is made up of 18 donor countries: Australia, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Luxembourg, the Netherlands, Norway, Korea, Spain, Sweden, Switzerland, the United States of America and the United Kingdom. Together, they provide 95% of development funding to multilateral organisations.

The mission of MOPAN is to support its members in assessing the effectiveness of the multilateral organisations that receive development and humanitarian funding. The Network's assessments are primarily intended to foster learning, and to identify strengths and areas for improvement in the multilateral organisations. Ultimately, the aim is to improve the organisations' contribution to overall greater development and humanitarian results. To that end, MOPAN generates, collects, analyses and presents relevant information on the organisational and development effectiveness of multilateral organisations. The purpose of this knowledge base is to contribute to organisational learning within and among multilateral organisations, their direct clients, partners, and other stakeholders. MOPAN members use the findings for discussions with the organisations and with their partners, and as ways to further build the organisations' capacity to be effective. Network members also use the findings of MOPAN assessments as an input for strategic decision-making about their ways of engaging with the organisations, and as an information source when undertaking individual reviews. One of MOPAN's goals is to reduce the need for bilateral assessments and lighten the burden for multilateral organisations. To that end, MOPAN members are closely involved in identifying which organisations to assess and in designing the scope and methodology of the assessments to ensure critical information needs are met.

MOPAN 3.0 — A reshaped assessment approach

MOPAN carries out assessments of multilateral organisations based on criteria agreed by MOPAN members. Its approach has evolved over the years. The 2015-16 cycle of assessments uses a new methodology, MOPAN 3.0. The assessments are based on a review of documents of multilateral organisations, a survey of clients and partners in-country, and interviews and consultations at organisation headquarters and in regional offices. The assessments provide a snapshot of four dimensions of organisational effectiveness (strategic management, operational management, relationship management and performance management), and also cover a fifth aspect, development effectiveness (results). Under MOPAN 3.0, the Network is assessing more organisations concurrently than previously, collecting data from more partner countries, and widening the range of organisations assessed. Due to the diversity of the organisations' mandates and structures, MOPAN does not compare or rank them.

MOPAN assessed 12 multilateral organisations in the 2015-16 cycle. They are the African Development Bank (AfDB); Gavi; the Global Fund to Fight Aids, Tuberculosis and Malaria (The Global Fund); the Inter-American Development Bank (IDB); the International Labour Organization (ILO); the Joint United Nations Programme on HIV/AIDS (UNAIDS); the United Nations Development Programme (UNDP); the United Nations Environment Programme (UNEP); UN-Habitat; the United Nations Children's Fund (UNICEF); the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA); and the World Bank.

Acknowledgements

We would like to thank all participants in the MOPAN 2015-16 assessment of ILO. ILO's senior management and staff made valuable contributions throughout the assessment, in particular in relation to the document review and headquarters interview processes, and they provided lists of their direct partners and co-sponsors to be surveyed. Survey respondents contributed useful insights and time to respond to the survey. The MOPAN Institutional Lead, the Netherlands, represented MOPAN in this assessment, liaising with ILO throughout the assessment and reporting process. MOPAN members provided the MOPAN Country Facilitators who oversaw the process in the partner countries where the survey took place.

Roles of authors and the MOPAN Secretariat

The MOPAN Secretariat, led by Björn Gillsäter (until early May 2016) and Chantal Verger (since then), worked in close co-operation with the MOPAN Technical Working Group and IOD PARC on all methodological aspects. Together they developed the Key Performance Indicators (KPIs) and micro-indicators (MIs), designed the survey and its methodology, and defined the approach to the document review. The MOPAN Secretariat drew up lists of survey respondents with the help of MOPAN members and the multilateral organisations being assessed, and approved the final survey questionnaire. IOD PARC carried out the survey in partnership with Ipsos mori. IOD PARC also analysed the survey, carried out the document reviews, conducted the interviews, analysed the data and drafted the reports. The MOPAN Secretariat oversaw the design, structure, tone and content of the reports, liaising with MOPAN's Institutional Leads and the focal points of the multilateral organisations. Katie Vanhala from the MOPAN Secretariat provided the oversight for this ILO report.

IOD PARC is an independent consultancy company specialising in performance assessment and managing change in the field of international development. Through this blended expertise IOD PARC helps organisations, partnerships and networks identify the needs, chart the journey and deliver improved performance to achieve greater impact.

Website: **http://www.iodparc.com**

For more information on MOPAN and to access previous MOPAN reports, please visit the MOPAN website: www.mopanonline.org.

Contents

List of figures and tables iv

Acronyms and abbreviations v

EXECUTIVE SUMMARY vi

1. INTRODUCTION

1.1 The International Labour Organization 1
Mission and mandate 1
Governance 1
Organisational structure 1
Strategy and services 1
Finances 2
Organisational change initiatives 2

1.2 The assessment process 2
Assessment framework 2
Lines of evidence 3

1.3 Structure of the report 4

2. ASSESSMENT OF PERFORMANCE 5

2.1 Organisational effectiveness 6
Performance area: Strategic management 6
Performance area: Operational management 12
Performance area: Relationship management 16
Performance area: Performance management 21

2.2 Development effectiveness 26
Performance area: Results 26

3. CONCLUSIONS 31

3.1 Current standing of the organisation against requirements of an effective multilateral organisation 32
Relevance 32
Efficiency 33
Effectiveness 33
Impact/sustainability 34

3.2 The performance journey of the organisation 34

Annexes 38

Annex 1: **Detailed scoring and rating on KPIs and MIs for the ILO** 39
Annex 2: **List of Documents analysed for ILO** 105
Annex 3: **Process map of the MOPAN 3.0 assessment of ILO** 113
Annex 4: **Results of the MOPAN survey of ILO Partners** 114

Figures and tables

Figures

Figure 1: Partner Survey Analysis – Strategic management 11
Figure 2: Partner Survey Analysis – Operational management 15
Figure 3: Partner Survey Analysis – Relationship management 20
Figure 4: Partner Survey Analysis – Performance management 24

List of Tables

Table 1: Performance areas and Key Performance Indicators 3
Table 2: Strengths identified in 2016 35
Table 3: Areas identified for improvement and/or attention in 2016 36

Acronyms and abbreviations

BPR	Business Process Review
DAC	Development Assistance Committee (OECD)
DWCP	Decent Work Country Programme
EAC	Evaluation Advisory Committee
ERM	Enterprise risk management
EVAL	Evaluation Office
FAQ	Frequently asked question
GED	Gender equality and diversity
IATI	International Aid Transparency Initiative
ILO	International Labour Organization
INGO	International nongovernmental organisation
IPEC	International Programme on the Elimination of Child Labour
IRIS	Integrated Resource Information System
KPI	Key Performance Indicator
MI	Micro-indicator
MIC	Middle-income country
MoL	Ministry of Labour
MOPAN	Multilateral Organisation Performance Assessment Network
M&E	Monitoring and evaluation
NGO	Nongovernmental organisation
OECD	Organisation for Economic Co-operation and Development
PAGE	Partnership for Action on Green Economy
PARDEV	Partnerships and Field Support Department
PIR	Programme Implementation Report
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results-based management
RBSA	Regular Budget Supplementary Account
SDG	Sustainable Development Goal
TC	Technical co-operation
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNIDO	United Nations Industrial Development Organization
UN-SWAP	United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women
XBTC	Extra-budgetary technical cooperation

Executive summary

This institutional assessment of the International Labour Organization (ILO) covers the period from 2014 to mid-2016. Applying the MOPAN 3.0 methodology, the assessment considers organisational systems, practices and behaviours, as well as the results ILO achieves. The assessment considers five performance areas: four relate to organisational effectiveness (strategic management, operational management, relationship management and performance management) and the fifth relates to development effectiveness (results). It assesses ILO's performance against a framework of key indicators and associated micro-indicators that comprise the standards that characterise an effective multilateral organisation, and gives an overall view on its performance trajectory. The last MOPAN assessment of the ILO was in 2006.

Context

ILO

- It is the only tripartite UN agency, bringing together government, employers and worker representatives
- It is comprised of three main bodies: the International Labour Conference, the Governing Body, and the International Labour Office
- It aims to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen dialogue on work-related issues
- It has maintained a zero-growth budget since 2008-2009
- It initiated an institutional reform process in late 2012 designed to improve the effectiveness and efficiency of the organisation. A business process review is ongoing

Organisation at a glance

- Established 1919
- Expenditure USD 789 million (2015)
- Over 2800 staff
- 187 member states
- Over 600 projects and programmes in more than 100 countries
- Operates through:
  - Geneva headquarters
  - Over 45 field offices worldwide
  - International Training Centre of the ILO (ITCILO) which is the training arm of the ILO in Turin, Italy

Overall performance

The overall conclusion of the 2016 MOPAN assessment is that the ILO is a highly relevant and improving organisation. The ILO demonstrates a very good understanding of the contemporary challenges in the world of work, and is arguably even more relevant today than it was when established in 1919. As well as continuing to implement its mandate in the area of international labour standards, the ILO has worked to enhance its capacity to influence the international policy agenda.

The institutional reform programme initiated by the Director General in late 2012 is designed to improve the efficiency and effectiveness of the organisation. Commitment to improve and reform the systems, planning and operations of the ILO remains strong and across the functional areas there are some notable improvements, whilst work in progress in others. Evidence suggests that ILO has not been using its

considerable assets and comparative advantages to maximum effect, and that there is further scope to improve efficiency. A comprehensive business process review is underway.

Available evidence suggests that impact and sustainability of results are mixed, albeit with notable examples of significant achievement in a wide range of areas. It remains difficult to assess – and, under current frameworks and systems, will continue to be difficult to assess – whether the overall impact, efficiency and sustainability of the ILO is improving over time. There remains a gap between commitment and implementation, despite a real commitment to results-based management and evaluation, and to improving the systems and operation of the organisation.

The ILO deserves credit for the openness of its review process, and for its commitment to address the challenges exposed by various reviews. Compared to bilateral assessments conducted in 2011-2012, there is evidence of improvements in organisational effectiveness. It is too early to judge whether the improvements set in train in late 2012 have led to improved development effectiveness. Improvements are required in the way in which ILO's performance is measured, reported and communicated if this progress is to be effectively managed and verified.

Key strengths and areas for improvement

Key strengths
• Relevance, strategic clarity and awareness of comparative advantages
• Tripartite constituency
• Specialist technical expertise and experience
• Integrated, systemic intervention models within five flagship programmes
• Core resource base and financial management
• Organisational and business process reform and innovations
• Commitment to results-based management

Areas for improvement
• Results-management framework and performance reporting
• Evaluation quality, synthesis and use
• Monitoring and evaluation systems and data
• Coherence and co-ordination of partnerships
• Administration and recruitment for project implementation
• Mainstreaming of gender, environment, and governance
• Additional funding sources including private sector funding

INTRODUCTION

1.1 THE INTERNATIONAL LABOUR ORGANIZATION

Mission and mandate

The UN's International Labour Organization (ILO) brings together government, employer and worker representatives from 187 member states to set and monitor the compliance with labour standards, develop policies, and create programmes promoting "decent work" for all men and women. It is the UN's only tripartite agency. The basis of the institution's founding mission is that social justice is essential to universal and lasting peace. The ILO's Decent Work Agenda aims to advance the economic and working conditions that constitute the basis for social justice, which is the common concern of the three ILO constituents — workers, employers and governments.

Governance

The ILO is comprised of three main bodies, through which it delivers its work:

- The International Labour Conference sets international labour standards and the broad policies of the ILO. It meets annually in Geneva, and is also a forum for the discussion of key social and labour questions.
- The Governing Body is the executive council of the ILO. It takes decisions on ILO policy and sets the organisation's programme and budget, which it then submits to the Conference for adoption.
- The International Labour Office is led by a Director General and is the permanent secretariat of the ILO. It implements the policies set by the Governing Body.

This MOPAN assessment is focused on the organisational and development effectiveness of the International Labour Office.

Organisational structure

The ILO's headquarters are in Geneva, Switzerland. It maintains around 46 field offices worldwide. The ILO employs over 2800 employees from over 140 nations, 1190 of whom work in technical co-operation programmes and projects.

The ILO has over 600 programmes and projects underway in more than 100 countries and with the support of 120 development partners.

Strategy and services

The Governing Body of the ILO approves a medium-term strategic planning document setting out the strategic orientation of the organisation, what it aims to achieve and how, over a planning period. In November 2014, to enable the ILO to align itself with the planning cycle of the UN development system, the Governing Body adopted a transitional Strategic Plan for 2016-17, superseding the earlier Development Cooperation Strategy 2015-17. This transitional Strategic Plan provides the frame work through which ILO engages to deliver results on decent work through development co-operation. It takes into account recent policy advances that are represented, for example, by the Third International Conference on Financing for Development and the 2030 Agenda for Sustainable Development.

The ILO has four strategic objectives that are central to its Decent Work Agenda:

- Set and promote standards and fundamental principles and rights at work
- Create greater opportunities for women and men to attain decent employment and income

- Enhance the coverage and effectiveness of social protection for all
- Strengthen tripartism and social dialogue

Finances

The ILO finances its development activities through a combination of funding from its regular budget, extra-budgetary voluntary funding and the regular budget supplementary account. The regular budget for the biennium 2016-17 is USD 801 million. The ILO has maintained a zero-growth budget since the 2008-09 biennium despite increasing demands from constituents and Decent Work Country Programme resource gaps. This is because it has implemented organisational and human resource reforms that have delivered savings. However a challenging resource mobilisation environment and competitive bidding make it difficult for ILO programmes to secure the funding for country-level projects, needed to work with local service providers and pilot innovative strategies.

The Regular Budget Supplementary Account (un-earmarked voluntary core funding) allows the ILO to respond strategically to development issues and overcome constraints arising from existing funding arrangements, by providing flexibility to a development programme restricted to earmarked resources. The ILO also benefits from funding it receives for joint technical assistance programmes that it delivers within the United Nations Development Assistance Framework (UNDAF) and from its participation in multi-partnership trust funds.

Organisational change initiatives

The ILO has been implementing an institutional reform process since October 2012 that is aimed at improving efficiency, effectiveness and impact. It is modifying its headquarters and field mission structures and operations, and developing its governance, human resources and decentralisation policies. A number of key internal reviews have informed these reforms, in particular the *Field Operations & Structure and Technical Cooperation Review* of 2013. A business process review is underway in 2016, which should further improve efficiency.

Challenges that result from the lack of a permanent presence in many countries are being addressed by strengthening ILO co-operation with other UN bodies, in particular by liaising with the UN resident co-ordinator in those countries.

1.2 THE ASSESSMENT PROCESS

Assessment framework

This MOPAN 3.0 assessment covers the period from 2014 to mid-2016. It addresses organisational systems, practices and behaviours, as well as results achieved during the relevant period of the ILO's current strategic plan. The assessment focuses on five performance areas. The first four performance areas, relating to organisational effectiveness, each have two Key Performance Indicators (KPIs). The fifth performance area (results), relating to development effectiveness, is comprised of four KPIs.

Each KPI is based on a set of micro-indicators (MIs) that, when combined, enable assessment against the relevant KPI. The full set of KPIs and MIs is available in Annex 1.

Table 1: Performance areas and Key Performance Indicators

Performance Area	KPI
Strategic Management	**KPI 1:** Organisational architecture and financial framework enable mandate implementation and achievement of expected results **KPI 2:** Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels
Operational Management	**KPI 3:** Operating model and human/financial resources support relevance and agility **KPI 4:** Organisational systems are cost- and value-conscious and enable financial transparency/accountability
Relationship Management	**KPI 5:** Operational planning and intervention design tools support relevance and agility (within partnerships) **KPI 6:** Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources
Performance Management	**KPI 7:** Strong and transparent results focus, explicitly geared to function **KPI 8:** Evidence-based planning and programming applied
Results	**KPI 9:** Achievement of development and humanitarian objectives and results - e.g. at the institutional/corporate-wide and regional/country level, with results contributing to normative and cross-cutting goals **KPI 10:** Relevance of interventions to the needs and priorities of partner countries and beneficiaries **KPI 11:** Results delivered efficiently **KPI 12:** Sustainability of results

Lines of evidence

Four lines of evidence have been used in the assessment: a document review, a survey, interviews and consultations. These evidence lines have been collected and analysed in a sequenced approach, with each layer of evidence generated through the sequential assessment process informed by, and building on, the previous one. See Annex 2 for a list of documents analysed as part of the ILO assessment and Annex 3 for a process map of the assessment.

The full methodology for the MOPAN 3.0 assessment process is available at http://www.mopanonline.org/ourwork/ourapproachmopan30/

The following sequence was applied:

- The assessment began with the collection and analysis of 58 documents including both internal management information and independent evaluations commissioned by the ILO. An interim version of the document review was shared with the ILO. It set out the data extracted against the indicator framework and recorded an assessment of confidence in the evidence for each of the MIs. The ILO provided feedback and further documentation to enable finalisation of the document review, which was completed in September 2016.
- An online survey was conducted to gather both perception data and an understanding of practice from a diverse set of well-informed partners of the ILO. The survey yielded 234 responses drawn from 16 countries (Afghanistan, Brazil, Burkina Faso, Colombia, Haiti, India, Iraq, Liberia, Moldova, Mozambique, Nepal, Nigeria, Solomon Islands, Somalia, Tajikistan, Viet Nam), including from donor and national government representatives, UN agencies and INGOs/NGOs. An analysis of both the quantitative and qualitative data has informed the assessment. Annex 4 presents results of the Partner Survey.

- Interviews and consultations were carried out at the ILO headquarters in Geneva, Switzerland in June 2016, with 67 ILO staff members, and 9 field staff, ensuring coverage of all of the main parts of the organisation. The interviews were conducted in a semi-structured way, guided by the findings and the evidence confidence levels of the interim document review.
- Discussions were held with the Institutional Lead of the MOPAN 3.0 ILO assessment to gather insights on current priorities for the organisation from the perspective of MOPAN member countries.

Analysis took place against the MOPAN 3.0 scoring and rating system, which assessed data from all evidence lines combined. These scores and the evidence that underpins them form the basis for this report. Annex 1 presents the detailed scoring and rating system as applied to the ILO.

The main limitations of the report in some areas are limited evaluative evidence and management information to assess results in a way that is fully reflective of the blend of normative and programmatic work of the ILO. There is also limited available evaluative evidence on the extent of/ and the immediate effects of the changes underway in ILO since the reforms underway from 2012. This assessment report itself therefore represents only a snapshot view of the ILO at a particular moment in time.

1.3 STRUCTURE OF THE REPORT

This report has three sections. Section 1 introduces the ILO and the MOPAN 3.0 assessment process. Section 2 presents the main findings of the assessment in relation to each performance area. Section 3 presents the conclusions of the assessment.

2. ASSESSMENT OF PERFORMANCE

2.1 Organisational effectiveness

PERFORMANCE AREA: STRATEGIC MANAGEMENT

Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities

Strategic management: The ILO has a clear strategic direction geared to key functions, intended results and the integration of cross-cutting priorities. There is internal coherence between the vision, expressed in the Declaration on Social Justice for a Fair Globalization and the Decent Work Agenda, and the most recent articulation of the organisational strategy. Some progress has been made in terms of increased strategic focus.

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

KPI 1:	Organisational architecture and financial framework to enable mandate implementation and achieve expected results
KPI 2:	Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues

KPI 1: Organisational architecture and financial framework to enable mandate implementation and achieve expected results

The ILO's performance against this KPI is rated as **highly satisfactory.**

***Building on comparative advantages*:** The 2010-2015 Strategic Policy Framework identifies four strategic objectives, 19 outcomes, and two governance, support and management outcomes. The transitional strategic plan for 2016-17 reduced the number of policy outcomes to ten and identified three enabling outcomes. Additionally, seven centenary initiatives were launched in 2013; eight areas of critical importance were defined in the Programme and Budget for 2014-2015; and five flagship programmes were designated in 2015.

Evidence indicates the ILO has developed a strategic framework that is both pertinent and more focused, with fewer outcomes but still a significant number of priorities. Its framework enables it to continuously evolve in the face of shifting global and contextual challenges. Greater clarity among the different outcomes, objectives, priorities at different levels, and the multiplicity of programming initiatives, would be desirable, but in the main the strategic framework is clear (see Box 1).

Box 1: The ILO's Strategic Outcome Framework in the Programme and Budget 2016-17

Policy outcomes

- Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects
- Outcome 2: Ratification and application of international labour standards
- Outcome 3: Creating and extending social protection floors
- Outcome 4: Promoting sustainable enterprises
- Outcome 5: Decent work in the rural economy
- Outcome 6: Formalisation of the informal economy
- Outcome 7: Promoting workplace compliance through labour inspection
- Outcome 8: Protecting workers from unacceptable forms of work
- Outcome 9: Promoting fair and effective labour migration policies
- Outcome 10: Strong and representative employers' and workers' organisations

Enabling outcomes

- Outcome A: Effective advocacy for decent work
- Outcome B: Effective and efficient governance of the organisation
- Outcome C: Efficient support services and effective use of ILO resources

Cross-cutting policy drivers

- Policy driver A: International labour standards
- Policy driver B: Social dialogue
- Policy driver C: Gender equality and non-discrimination

The ILO demonstrates a clear awareness of the need to build on its comparative advantages (see Box 2). These comprise its tripartite constituency and resultant international labour standard-setting function; its cutting-edge knowledge and operational experience in the world of work, which result in an integrated approach towards all dimensions of decent work. The emerging programmatic approach involving holistic, integrated, systemic multi-stakeholder intervention models constitutes a solid basis for linking principles and practice in the ILO efforts to promote decent work and make implementation more effective.

Box 2: Identified comparative advantages

The organisational consensus within the ILO is that its comparative advantages include:

- The unique tripartite structure internally and tripartite constituents as principal partners/ recipients of capacity development support
- Unmatched technical expertise, knowledge and convening role around labour issues
- The role as neutral trusted broker in social dialogue
- A catalyst in cutting-edge areas in the world of work
- A normative agency setting international labour standards

Tailoring reforms to vision: There is strong internal coherence between the ILO's vision, expressed in the Declaration of Social Justice for a Fair Globalization and the Decent Work Agenda, in both the current organisational strategy as set out in its 2016-17 Transitional Strategic Plan and in the earlier Development Cooperation Strategy 2015-17. The strategy is in support of the Sustainable Development Goals, national development plans and the United Nations Development Assistance Frameworks.

The most recent strategic adaptations are closely linked to the ongoing organisational reform process. These include significant changes to the ILO's governance structure, top management and headquarters that encompass the Secretariat and the operations of the Policy Portfolio and the Management and Reform Portfolio (see Box 3).

Box 3: The ILO reforms

The ILO reform process started in 2012 and is still ongoing:

- Top management and headquarters have been restructured including the Secretariat and the operations of the Policy Portfolio and the Management and Reform Portfolio
- Human resource management has been enhanced with a new performance management framework and a mobility policy which encourages more flexible recruitment
- Following the review of field operations, transfer of resources from administration and support to technical work have resulted in the redeployment and re-profiling of technical positions to improve ILO responsiveness in the regions
- Improvement of the business processes is ongoing following the business process review. The ILO has adopted a holistic approach (systems, processes, people), focusing on making the organisational ways of working more efficient
- Improvement of the communication function is ongoing following the communication review. The main issue is how to mainstream strategic communication throughout the organisation with links to internal knowledge management

Restructuring at headquarters has led to better co-ordination and communication within and between units. Staff mobility mechanisms and global technical teams reinforce co-ordination within the organisational architecture. The creation of regional director posts as well as the decentralisation of budget decision-making power and critical functions such as procurement has made the ILO more responsive in the regions. There is scope for the ILO to better define how it balances its investment in normative work and in field implementation, and for it to enhance its capacity to adapt more rapidly to changing situations.

A decentralised organisational structure: Following a review of its field structures the ILO has reinforced its country presence and increased the number of specialists at the regional and country levels. Challenges resulting from the lack of a permanent presence in a number of countries are being addressed through the strengthening of ILO co-operation in the One UN initiative and the UN Development Assistance Framework (UNDAF). The ILO participates in UN co-ordinating mechanisms and works with other UN agencies, at all levels, to support countries achieve sustainable development, with a particular responsibility for Sustainable Development Goal (SDG) 8.

A financing framework aligned to strategy delivery: The ILO finances its development activities through a combination of funding from the regular budget (RBCT), the Regular Budget Supplementary Account (RBSA) **(unearmarked voluntary core funding), and extra-budgetary voluntary funding**. Organisational and human resource changes implemented as part of the reform, together with the redeployment of resources, have delivered budget savings. The RBSA enables the ILO to respond quickly and strategically

to development issues and provides flexibility to a development co-operation programme that otherwise depends on earmarked resources. The ILO has also benefitted significantly from funding for development co-operation through joint programming under the UN Development Assistance Framework and increased access to extra-budgetary funding through multi-partner trust funds.

KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues

ILO's performance against this KPI is rated as **satisfactory.**

International labour standards, social dialogue, and gender equality and non-discrimination in the world of work are seen as fundamental means to achieving the ILO's constitutional objectives. Two of the ILO's seven centenary initiatives launched in 2013, putting an end to poverty and promoting a just transition to a green economy, also correspond broadly to the cross-cutting issues. The programme guidance letter for the preparation of the 2018-2021 strategic plan identifies four cross-cutting policy drivers: the three fundamental issues mentioned above plus environmental sustainability.

Commitment on integrating gender equality, but uneven application: Documentation reviewed demonstrates a strong strategic focus on gender. This includes a specific Action Plan for Gender Equality to operationalise the gender policy and to facilitate effective and gender responsive delivery of the Decent Work Agenda, in line with the 2009 International Labour Conference resolution on gender equality. The ILO also has committed to ensuring the integration of gender into programme and budget documents, and has increased support to enable constituents to produce gender-disaggregated data. An independent evaluation found that while the ILO has made progress in ensuring that gender equality issues are integrated within initiatives, efforts have been uneven. Gender mainstreaming is not owned as a priority on the ground and, in many cases, field staff are not well-equipped to use gender sensitive approaches.

Clear steps taken on Climate change: Key strategic documents have identified the prevention and mitigation of climate change as a cross-cutting priority since 2013, and this was formalised in the 2016-17 biennium as a cross-cutting theme. The Green Initiative was launched in 2013 as one of the seven centenary initiatives, and the ILO implements a Green Jobs Programme and is a member of the Partnership for Action on Green Economy (PAGE). The ILO recently developed guidelines for a "*just transition towards environmentally sustainable economies and societies for all*". These give constituents a practical tool to help them ensure that efforts to tackle climate change also advance employment creation goals and social justice. At the time of the MOPAN assessment, the Governing Body was debating whether environmental sustainability should be introduced into the Programme and Budget for 2018-2019 as a fourth cross-cutting policy driver.

Less specific strategy for good governance: The ILO does not identify good governance as a priority cross-cutting theme. However good governance is mentioned as a cross-cutting concern in the 2016 Guidebook for Decent Work Country Programmes. The ILO considers that good governance is an integral part of most of its development activities, and that all institutional strengthening of its tripartite partners promotes good governance. Development co-operation, as understood by the ILO and expressed in its 2015 Development Cooperation Manual, encompasses inter alia elements of rights, dialogue, good governance, social justice, equality and capacity development. Governance issues are particularly pertinent in the ILO's work in fragile and conflict-affected environments. For example the ILO has designed one of its flagship programmes, the programme on jobs for peace and resilience, as an employment-generation strategy in conflict and disaster-prone areas. However, an independent evaluation of the ILO's work in

post-conflict, fragile and disaster-affected situations found its interventions in these environments lacked strategic purpose. The lack of a specific strategy and theory of change in post-crisis settings makes it difficult for the ILO to enhance the credibility of its interventions and communicate clearly about its role.

Centrality of international labour standards and social dialogue: The ILO's core mandate is to promote the ratification of international labour standards and then to ensure they are applied. Social dialogue is equally fundamental to its work and mandate. The ILO focuses on building institutional and technical capacity among constituents, facilitating effective participation of employers' and workers' organisations in ILO programmes, and strengthening social dialogue. The forthcoming 2018-2021 strategic plan will identify international labour standards and social dialogue as cross-cutting issues.

Figure 1: **Partner Survey Analysis – Strategic Management**

An illustration of aggregated partner views from across the countries

Quantitative analysis

Qualitative analysis – illustrative quotes

"Cross-cutting priorities are up-front in the Director-General's internal reform process."

"I think that ILO have strong commitment and innovative approach in gender mainstreaming and environment within their projects and interventions in Vietnam."

PERFORMANCE AREA: OPERATIONAL MANAGEMENT

Assets and capacities organised behind strategic direction and intended results to ensure relevance, agility and accountability

Operational management: Since 2012, the ILO has driven a reform process to ensure its assets and capacities are in line with its strategic goals. The ILO has actively pursued organisational restructuring, governance and human resource reforms, and decentralisation and some early improvements are visible. A business process review is ongoing. These improvement processes should all contribute to greater relevance, agility and accountability.

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

KPI 3: Operating model and human/financial resources support relevance and agility

KPI 4: Operational systems are cost- and value-conscious and enable financial transparency/accountability

KPI 3: Operating model and human/financial resources support relevance and agility

ILO's performance against this KPI is rated as **satisfactory.**

ILO initiated an organisational reform process in October 2012 in response to needs identified during reviews of field operations and communications and highlighted in a number of evaluations. The scope of the changes includes governance reforms; restructuring of headquarters and field operations; human resource management; and improvements to statistical, research, analytical and technical capacity. The reform process, and an associated business process review, is ongoing. A framework is being developed to monitor the implementation and impact of the reforms.

Reforms underway in human resources management: The human resources changes aim to optimise the contribution and value of staff. Significant changes have already been made, such as redirecting resources and staff from headquarters to the regional and country levels, and from administrative work to technical functions. A new mobility policy promotes greater movement between headquarters and the field, and supports a more integrated approach. Information technology has been significantly improved to support internal processes, and will be fully rolled out in two years.

In the last two years, the ILO's performance management framework, which was introduced in 2009, has undergone improvements to make it more systematic, consistent and easier to use. The introduction of an online performance management system for all staff, enable process and output monitoring. This includes performance management functions, which allow real-time reporting on compliance, goals achieved and performance levels. Compliance for completed appraisals has improved to 73% in 2014-2015 from 47% for 2012-2013.

Staff management skills are seen as in need of development, and there are continuing mismatches between staff skills on one hand and availability and need on the other. Recruitment is slow and often delays programme implementation and results. These issues are recognised and are being addressed. The ILO is currently reviewing its different staff contracts to enable quicker recruitment and allocation of staff, and to harmonise conditions for short-term and permanent contracts. The ILO's high number of short-term contracts, which has led to delays in filling posts and loss of continuity and knowledge, was part of the reason the review was undertaken.

Weaknesses remain in ILO's communication culture and capacities, despite the existence of a communications department and strategy, and changes following a strategic review. While the ILO communications department has the technical competencies, each department is required to have its own focal points, and all staff in the organisation are expected to engage in strategic communication. There is considerable scope to improve the internal and external communication of intervention models, lessons learned and results.

Decentralised decision making: One of the most important aspects of the reforms is the further decentralisation of decision making to the country level. This has been done to ensure that activities are based on tripartite priorities at the country level and are owned by lead institutions in each country. However, budget allocations are relatively inflexible and there is no process for reallocating funds to meet local changes in needs. Country offices are only delegated responsibility for procurement up to a relatively low level of expenditure. This limits their ability to implement in response to identified needs. While the introduction of the Regular Budget Supplementary Account (RBSA) represents a significant improvement, country partners still want greater flexibility in funding to meet countries' needs, and countries without an ILO country office still consider that there is a need for a greater country presence and more local engagement (see Figure 2).

Multi-year funding: Resource mobilisation is directed towards the core mandate and priorities, and the ILO has been successful in ensuring an adequate budget that has maintained its value. The ILO receives core funding from its member countries. However, it receives only small amounts of matching funds from beneficiary countries. There is scope to increase the amount it mobilises, especially from middle-income countries (MICs). The ILO is facing some challenges in maintaining multi-year funding. Funds it previously received from donor trust funds are now increasingly being directed to humanitarian aid. This has affected some work streams such as gender and diversity. There is still relatively little private sector funding, although this is being sought. The ILO has worked with more than 150 private – public partnerships since 2008. There are some successful Multi-Partner Funds such as the Vision Zero Fund, pooled funding in Bangladesh, and the Better Work programme.

KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency/ accountability

ILO's performance against this KPI is rated as **satisfactory.**

Generally transparent approach to resource management and allocation: The ILO's allocations have a high degree of transparency and reflect the organisation's strategic priorities. Since 2010, the ILO has used outcome-based work plans that are developed on a biennial basis for each of the outcome areas. The decision has been made to concentrate available resources on a small number of larger, more strategic programmes – called the five flagship programmes – focusing on the core areas of the ILO's work. The ILO's strategic management system supports all steps in the programming cycle and is used by all ILO

staff. The new development co-operation dashboard, which contains data on all donor contributions by project and country, also helps with transparency. The ILO also submitted its first International Aid Transparency Initiative (IATI) report in 2016. There has been work to increase the transparency of the use of Regular Budget Supplementary Account (RBSA) funding to donors. The views of country partners were mixed. Some of the partners report good levels of satisfaction with the transparency and reliability of disbursements, but some partners expressed the view that allocation processes are not transparent, and that there is not enough clarity on the intended use of funds (see Figure 2).

Disbursements effective overall, but with reported delays: At the global level, ILO disbursement is only slightly lower than its planned budget, showing effective allocation and execution. At the end of 2015, the ILO had disbursed USD 789 million out of a biennial budget for 2014-2015 of USD 801 million. The under-spend largely attributed to projected inflation not being realized. Country-level expenditure is variable, which reflects, in part, country contextual issues and also ILO procedures. There are delays in recruitment and contracting processes, particularly for short-term projects. Slow procedures and payment delays hinder some activities. Survey evidence shows that while the majority of country partners feel the ILO provides reliable information on financial allocations and disbursement, a minority see performance in this area as weak (see Figure 2).

Commitment to results-based budgeting: The ILO applies the principles of results-based budgeting. The 2016-17 Programme and Budget allocates funds against the ten strategic outcome areas. The ILO has developed specific guidance on preparing and entering results-based budgets into its Integrated Resource Information System, or IRIS, which is being rolled out. This guidance clearly links the use of the budget to results. Tracking of staff time and financial resources is improving, but is more advanced for extra-budgetary technical co-operation (XBTC) and RBSA resources than for the regular budget. The ILO's Programme Implementation Report, which is submitted to the Governing Body and Conference biennially, sets out delivery against outcomes.

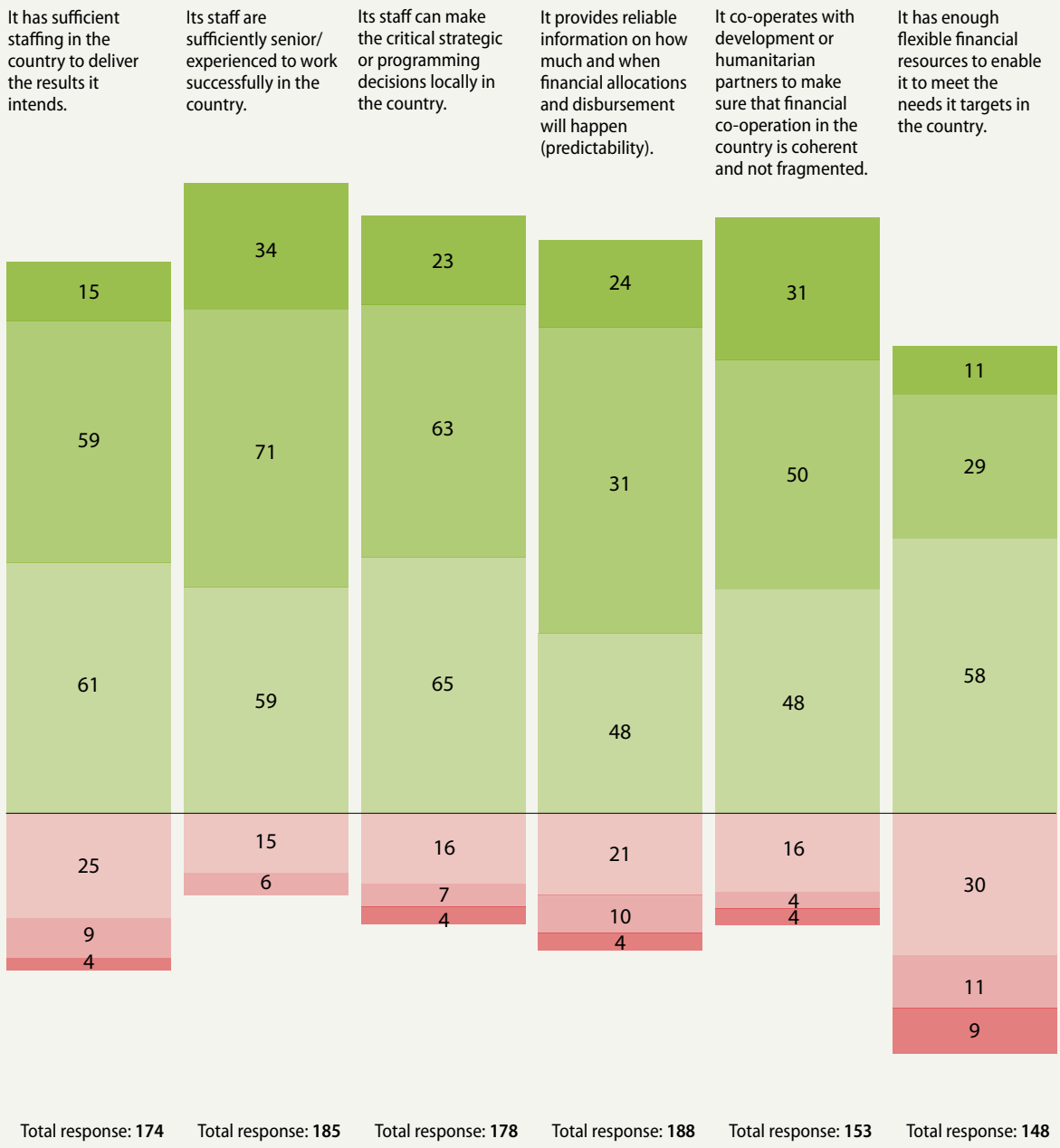
Robust audit function, and an anti-fraud policy in place: External and internal audits fully meet international standards. The ILO has a well-established and effective internal audit function. It has clear and comprehensive policies and guidelines on using internal audit controls, ensuring their use, and reporting and acting on issues raised. These are systematically implemented. Follow-up actions are reviewed and reported to the Governing Body. This is confirmed by external auditor's reports. During 2015, the Internal Audit Office issued nine assurance audit reports, one follow-up report and a lessons learned report. Five assurance audit reports cover headquarters functions, and six relate to audits conducted at ILO field office locations. The Internal Audit Office has completed the fieldwork for a further five audit assignments. A summary of these internal audit findings will be presented to the Governing Body in March 2017.

The ILO's anti-fraud policy, which was introduced in 2009, aims to prevent any acts of fraud and dishonesty "*committed against the ILO by ILO officials, external collaborators, contractors, and suppliers of goods and services*". This policy sets out procedures and responsibilities for reporting and sanctioning cases of fraud, corruption and other financial irregularities. A whistle-blowing policy is also in place. In 2015, the Internal Audit Office received 30 new cases for review, compared to 10 in 2014 and 21 in 2013.

Figure 2: **Partner Survey Analysis – Operational Management**

An illustration of aggregated partner views from across the countries

Quantitative analysis



Qualitative quotes

"I think it is more the number of staff that is an issue. It seems that there are a lot of responsibilities and expectations from countries but limited staff to provide ongoing support resulting in almost ad-hoc inputs by ILO."

PERFORMANCE AREA: RELATIONSHIP MANAGEMENT

Engaging in inclusive partnerships to support relevance, leverage effective solutions and maximise results in line with Busan Partnership commitments

Relationship management: The ILO sees multi-stakeholder partnerships as important to its work and of increasing relevance to delivering the Sustainable Development Goals. Its partnerships are inclusive but not always well co-ordinated and coherent. ILO has recently improved its guidance governing partnerships and the way it works in partnership on its key programmes. These changes will improve the effectiveness of its partnership work by increasing coherence and more effective use of joint resources. However these changes are new and untested and the value of partnerships, as well as the methods and tools for working in partnerships, are not yet clearly articulated or systematically embedded in its systems.

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

KPI 5: Operational planning and intervention design tools support relevance and agility

KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources

KPI 5: Operational planning and intervention design tools support relevance and agility

ILO's performance against this KPI is rated as **satisfactory.**

Work underway to better align programmes to country priorities: The ILO provides support to constituents (workers, employers and governments) at the country level through Decent Work Country Programmes. A review in 2014 found that there was a need for better alignment between ILO services and constituents' needs. An independent evaluation in 2014 of Decent Work Country Programmes in North Africa found a need for more systematic design and implementation approaches based on country situation analyses, risk assessments and proper baselines. Since then the ILO has taken steps to improve the alignment of Decent Work Country Programmes with country strategies and goals, as well as with the United Nations Development Assistance Framework and the ILO's own ten outcomes. Under its 2015 guidelines for formulating Decent Work Country Programmes, for example, these must now identify a limited number of priorities that are in line with national development plans, country planning frameworks, and the views and priorities of constituents in the country. The guidelines include additional requirements for intervention design and implementation to take country context and situation into account. In both cases, it is too early to assess the extent to which the new guidelines have improved Decent Work Country Programmes.

Capacity development has been, and remains, a core element of the ILO's work at the country level. The 2014 Field Operations & Structure and Technical Cooperation Review, however, concluded that ILO services should be based on a better understanding of constituents' needs and be better contextualised. This is now stressed in both the 2015-17 Development Cooperation Strategy and the guidelines for the

preparation of Decent Work Country Programmes. However the extent to which better analyses of capacity now inform the design of capacity development interventions could not be assessed. In the opinion of one interviewee, there is a risk that the focus on delivering results in flagship programmes comes at the expense of building the institutional capacity required to make those programmes sustainable.

More systematic risk assessments needed: A review of Decent Work Country Programmes in 2014 found a lack of rigour in country-level risk assessments in the country results frameworks. The external auditor's most recent report states that the ILO is making good progress on risk, but that more needs to be done. The tools, processes and implementation of risk management are in the process of being improved. The risk management methodology and risk register were being reviewed in 2016, and an amended Strategic Risk Register will be produced in 2017. Under the new enterprise risk management (ERM) approach, managers are responsible for risk assessment, and there is now, following training, a greater awareness of risk. Staff understands why it is important to use the tools, and there is a commitment to risk management. Overall, implementation of a more systematic and rigorous approach to risk is a work in progress.

Attention to cross-cutting issues variable: All Decent Work Country Programmes are required to reflect the principles outlined in the Decent Work Agenda. The Decent Work Country Programme guidelines require gender equality and non-discrimination to be considered, and the ILO has also committed to analysing the links between climate change and labour markets. In practice, gender and governance feature strongly in Decent Work Country Programmes but the environment and climate change have been less systematically analysed. The ILO has attached a lower priority to these latter two issues in the past, but this may be changing. The 2018-2021 strategic plan, for example, cites environmental sustainability as a fourth cross-cutting policy driver, and a Green Initiative is one of the seven centenary initiatives.

It is clear that the ILO sees sustainability as integral to the success of Decent Work Country Programmes and the flagship programmes. The Decent Work Country Programme guidelines and the Development Cooperation Strategy aim to increase the sustainability of ILO interventions by ensuring that sustainability is considered at the planning stage, and by putting in place capacity-building measures where required. However the increased attention to sustainability is relatively recent and it is too early to identify improvements. It is also recognised that, given the weak institutional contexts in many countries, sustainability will remain as much of a challenge for ILO as it is for other development agencies.

Lack of operational agility and flexibility: The 2014 review of ILO's field operations reported the unanimous view of the ILO as a "heavy, bureaucratic and slow organisation, with low efficiency and low innovation". The MOPAN Partner Survey conducted for this 2016 assessment showed that while these constraints have been partly addressed, they are still a concern, with 21% of respondents saying that ILO procedures were slow and bureaucratic (see Figure 3). Slow procedures, along with late delivery of donor funds, lead to delays in project start-up, disbursement and implementation. The ILO recognises these criticisms. In its latest development co-operation strategy, the ILO has committed to ensuring sufficient flexibility in its operations to enable it to respond quickly to the emerging needs and priorities of its tripartite constituents. The Programme and Budget 2016-17 commits to a review of administrative processes in order to further improve service levels, speed up decision making and increase efficiency. This business process review is well advanced.

KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources

ILO's performance against this KPI is rated as **satisfactory.**

Partnership work and collaboration can be enhanced: The ILO sees multi-stakeholder partnerships as important to its work and of increasing relevance to delivering on the Sustainable Development Goals. It has made recent changes in its guidance and programmes which should improve the effectiveness of its partnership work through increasing coherence and more effective use of joint resources. However these changes are new and untested, and the value of partnerships, and of methods and tools for working in partnerships, are not yet clearly articulated nor systematically embedded in ILO systems. No evidence was provided on tools for partnership work beyond the United Nations Development Assistance Framework. There are areas where the partnership approach has been successful, but it is not clear that this is universal or based on a systematic method.

The comparative advantage of ILO is not always clearly stated, although countries and partners perceive it to lie in its labour expertise. There are examples of effective practice. However, there is also scope to improve and more clearly define its comparative advantage and partnership contribution through better engagement and role definition with partners. Recent evaluations identify the need for more efforts to enhance substantive collaboration with the UN and other agencies, and ensure complementarity between the ILO and other agencies.

A trend towards better country support and co-ordination: The ILO is committed to strengthening country systems and to aligning its support to them wherever possible. Its development co-operation strategy, and the vast majority of its development cooperation projects, aims to support institutions such as labour market information systems, labour inspection units, statistical offices and vocational training institutions. However, alignment is not universal and depends on the standard of country systems. The use of country systems is more common in middle- rather than low-income countries for this reason.

The ILO increasingly focuses on interventions that support a co-ordinated approach and leverage resources, reduce fragmentation, and address concerns raised by evaluations. The move to five global flagship programmes in 2015 is one example of this trend. The ILO participates in joint planning with its country partners and with the United Nations Development Assistance Framework. There are some concerns that the ILO is not consistently aligned with existing processes, particularly in countries where it does not have a permanent presence. Documentation shows that the ILO aims to review programmes jointly with partners, but feedback from countries indicates that workers and employers are not always engaged. There is scope to improve and systematise processes to ensure mutual progress assessments. This will build on a requirement that it establish a tripartite oversight committee in each country.

Information sharing: There is evidence that the ILO works hard to share key information with partners on an ongoing basis. However, experience at the project level varies and survey feedback suggests that project information is not always shared with partners. The new development co-operation dashboard will improve the generation of information that can be shared with partners. No evidence was found of accountability to specific beneficiary groups such as women, youth and marginalised groups, although some programmes directly target such groups. These include the International Programme on the Elimination of Child Labour (IPEC), the Labour, Migration programme and the Better Work programme.

Knowledge to share: The ILO's expertise and knowledge base is acknowledged to be excellent, and it has knowledge products of high quality. These include the Global Wage Report, World Employment and Social Outlook, and the World Social Security Report. However, the ILO does not consistently communicate knowledge as effectively as it could about its own intervention models and its systemic, integrated approaches. This diminishes its utility and impact. Within the ILO there is wide recognition of a communications deficit, both internal and external, regarding ILO's achievements and results. Improved strategic communication is seen as a key priority. Effective advocacy for decent work is one of three enabling outcomes in the 2016-17 transitional strategy and may help to address this issue.

Figure 3: **Partner Survey Analysis – Relationship Management**

An illustration of aggregated partner views from across the countries

Qualitative analysis – illustrative quotes

"ILO does a good job in tripartite consultations and dialogue."

"ILO staff are very responsible and proactive. They are respected by the government."

PERFORMANCE AREA: PERFORMANCE MANAGEMENT

Systems geared to managing and accounting for development and humanitarian results as well as the use of performance information including evaluation and lesson learning

Performance management: The ILO has a strong corporate commitment to results-based management, and an independent Evaluation Office. Its systems and processes for managing and accounting for results, and for using the findings of evaluations, have improved. However there is a gap between policy and practice. Current corporate results measurement and reporting provide a partial picture of ILO's performance, and do not provide an adequate means for tracking its overall performance over time. There is scope to improve the resourcing, quality, synthesis and use of evaluation.

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

KPI 7: Strong and transparent results focus, explicitly geared to function

KPI 8: Evidence-based planning and programming applied

KPI 7: Strong and transparent results focus, explicitly geared to function

The ILO's performance against this KPI is rated as **satisfactory.**

A corporate commitment to improve results-based management: Results-based budgeting has been progressively introduced as an organisation-wide approach since 2000, and there is now a detailed handbook available to all staff. The ILO views results-based management as central to the ILO's accountability framework. Managers are accountable for using all delegated resources to support constituents to achieve results in the most effective and efficient way. The current corporate strategy demonstrates an explicit results-based management focus and logic and a clear, if limited, results framework. Performance data gathered by evaluation and monitoring systems are fed into high-level decision making to inform the ILO's policies, strategies and accountability. At the country level, Decent Work Country Programmes are required to adopt a results-based management approach. Programme documents define the results they intend to achieve, elaborate strategies they will put in place to achieve them, and design systems that will be used to measure progress. The ILO is planning to enhance reporting and knowledge management systems, and increase staff development, to ensure it mainstreams this results-based management approach effectively.

Challenges to performance monitoring and data quality: The ILO is committed to ensuring that robust statistics and data underpin its work. It has invested to strengthen data accessibility, reporting, transparency and visualisation. However monitoring systems do not always generate high-quality and useful performance data, and there is some uncertainty over the extent to which data is transparently applied in planning and decision making. The evaluation office has identified other areas of weakness including poor articulation of the theory of change for programmes; logical frameworks which fall short of identifying full sets of results; unclear and incomplete performance indicators; and unsatisfactory monitoring and evaluation plans which are often neglected during programme implementation.

Evidence from evaluations highlights a continued need for the ILO to invest in developing more robust theories of change in project documents, as well reliable and regular monitoring and reporting mechanisms. Additionally, weaknesses were identified in some indicators that were not measuring substantive results and impact or sufficiently capturing evidence regarding long-term outcomes and attribution. Constituents and international partners have called for the ILO to undertake impact evaluations and for credible impact measurement, and the ILO is increasingly doing this. They have also commented that a lack of monitoring and evaluation data at project and programme levels makes it difficult to gauge the results and impacts of ILO actions.

In practice, weak results management at project and corporate levels: There is evidence that the ILO needs to do more at the organisational level if it is to fully embed a results-based approach to management. More needs to be done to track overall progress and to report more regularly within a comprehensive, multi-level results management framework. A number of areas of the ILO's portfolio are not measured or adequately reported. These include the overall objective of decent work programmes, whose progress is only now being measured in the context of achieving Sustainable Development Goal 8. Other gaps include the four strategic objectives in the 2010-2015 strategic plan and the seven centenary initiatives launched in 2013. The latest Programme Implementation Report did not include any specific reporting on these. Additionally portfolio performance is not measured or adequately reported, and the normative work of the organisation is under-reported compared to country results. Further work on the indicators in the results framework is also required to ensure accountability and provide a basis for continuous improvement. A 2015 labour inspection evaluation concluded that the indicators for Outcome 7 in the 2016-17 transitional plan are defined in such a way that it would be possible for the ILO to achieve the targets without actually strengthening labour inspectorates or demonstrating improvements in compliance.

Overall, evidence points to a gap between the ILO's strong policy commitment to results-based management and its practice at the project and corporate levels. A 2014 review found results-based management is not yet well-entrenched in the ILO's operations. The organisation has taken further significant steps since then, but it is too early to see evidence of improvement. The current results management framework and biennial programme implementation report provide a partial and infrequent picture of the ILO's performance, and do not provide an adequate means for tracking the ILO's overall performance over time.

KPI 8: Evidence-based planning and programming applied

The ILO's performance against this KPI is rated as **satisfactory.**

Effective independent evaluation office: The ILO has a strong and growing organisational culture of evaluation, with an approach to evaluation that is fully congruent with the criteria of the United Nations Evaluation Group and OECD DAC. The ILO's Evaluation Office derives its mandate from the 2005 Evaluation Policy and Strategy, which commits the ILO to ensuring the "*transparency and independence of the evaluation function in line with international good practice*". Although concerns about the structural independence of the evaluation function were raised in the last independent evaluation in 2010, the Evaluation Office is now fully independent, and has a dual reporting line to the Governing Body and the Director General. In 2014 the United Nations Joint Inspection Unit rated the Evaluation Office in the top three in terms of effectiveness and relevance. Another fully independent evaluation of the ILO's evaluation function is due in late 2016.

The evaluation policy makes clear commitments regarding the coverage of evaluations and outlines how many of each kind are to be undertaken each year. Each year the Governing Body approves a rolling

evaluation work plan but neither this work plan nor the annual evaluation report provides a clear picture of evaluation coverage. While the number of evaluations of all types has declined from a peak in 2013, this is not necessarily indicative of reduced coverage due to an increase in 'cluster evaluations'. On average around 50 independent project evaluations, out of a total of more than 100 evaluations of all types, are completed each year.

Potential to improve the quality of project evaluations: Evaluations are subject to an external quality appraisal process that focuses on reviewing the extent to which evaluations comply with international norms and standards including an examination of gender components. Comprehensive quality guidance and a training programme for evaluation managers are also available. A recent meta-analysis indicated that the quality of recommendations in evaluation reports needs improvement. In response, the Evaluation Office has put in place measures to ensure that evaluators make recommendations that are specific, relevant to findings, actionable and time-bound. However, a 2016 Evaluation Office report on the quality of ILO project evaluations reported that quality has stagnated at an "acceptable" level with no discernible improvement or decline over time. The limited financial resources made available for evaluations (an average of less than 1.5% of project costs) may be one explanation why the quality of evaluations has not improved despite the tools and resources provided by the Evaluation Office.

Despite procedures in place, evaluations not effectively used or supported: Clear procedures and structures are in place to ensure that effective use is made of evaluation findings and recommendations. Use of the evidence base in designing new interventions is mandatory. The Evaluation Advisory Committee, established in 2006, provides another means of ensuring evaluations are used to improve the ILO's performance. The Evaluation Office recently took steps to enhance the Evaluation Advisory Committee's efforts to establish a systematic follow-up mechanism. These efforts have been recognised by the UN's Joint Inspection Unit and are reflected in the steady increase in the proportion of recommendations being addressed in a timely manner. The Evaluation Office also recently established a set of criteria to improve the way in which lessons learned and good practices are formulated and captured in project evaluations. It also recently launched an online Knowledge Sharing Platform, which serves as a repository of emerging good practice.

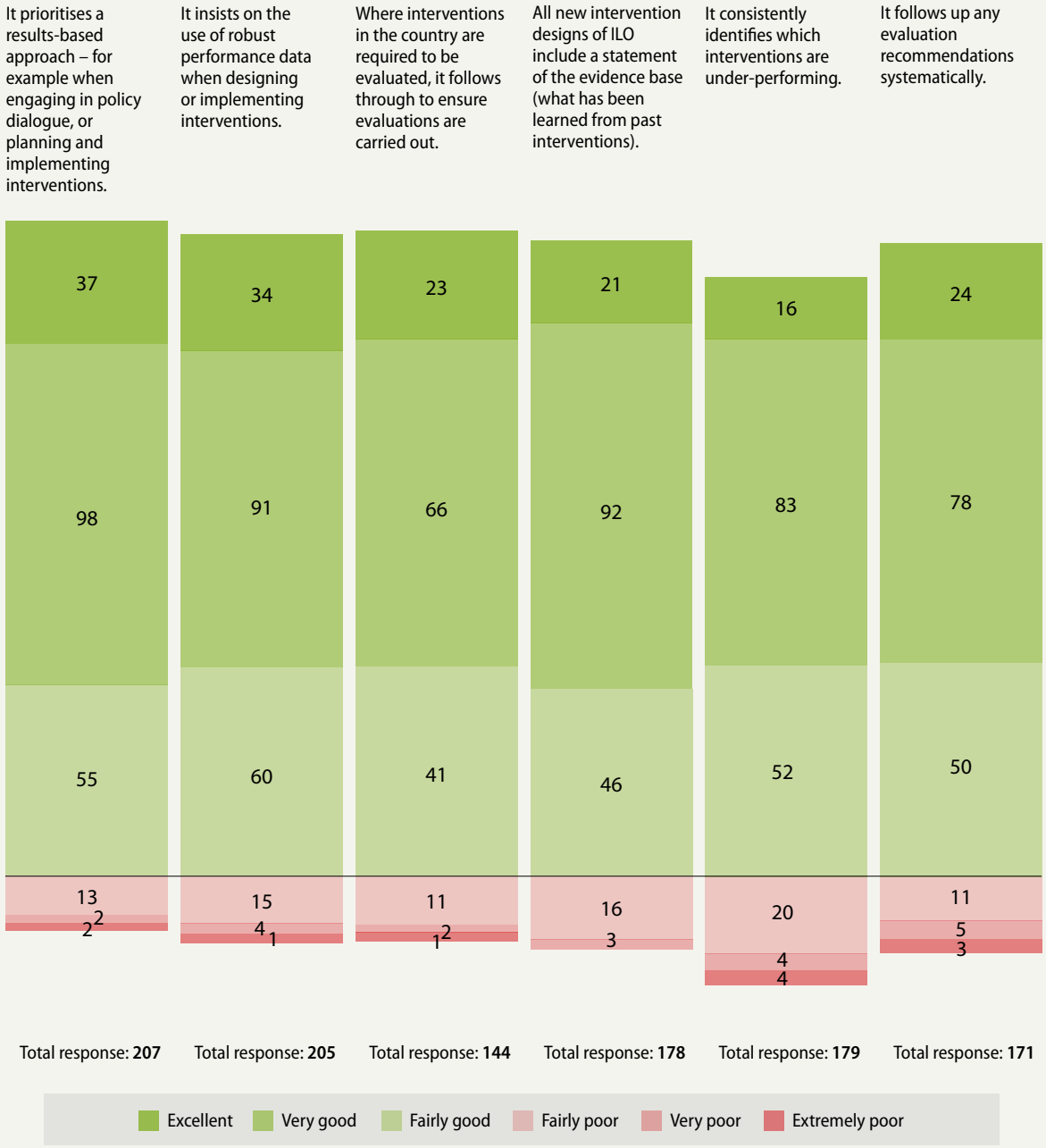
Notwithstanding the evidence of positive processes and procedures, evidence indicates both positive and negative experiences in the use and follow-up of recommendations and lessons. The repository of evaluations (i-Track) available for use by management is potentially very valuable, although it contains well under 75% of internal evaluations. The Evaluation Office acknowledges that there is still scope to improve the use of evaluations. Interviewees also suggested that the results of evaluations are not always used or communicated sufficiently.

Overall, much of the evaluation policy and practice within the ILO is strong. However, there is scope to increase the resources allocated to evaluation, and to improve the quality and use of the evaluations carried out. The annual evaluation report could be a much more significant and ambitious document. As required by the 2005 evaluation policy, it should synthesise the findings of evaluations completed each year, independently report on the ILO's contribution to promoting decent work, and highlight issues for the attention of both management and the Governing Body.

Figure 4: **Partner Survey Analysis – Performance Management**

An illustration of aggregated partner views from across the countries

Quantitative analysis



Qualitative analysis – illustrative quotes

"The performance management of ILO is systematic and professional in character."

"It is frustrating when ILO Geneva or a regional office appears to sanitise reporting. In at least one case, the ILO said a new system was working but we verified through other sources that it was not."

Organisational Effectiveness scoring summary

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

PERFORMANCE AREA: STRATEGIC MANAGEMENT

Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities

KPI 1: Organisational architecture and financial framework	MI 1.1	MI 1.2	MI 1.3	MI 1.4
KPI 2: Implementation of cross-cutting issues	MI 2.1	MI 2.2	MI 2.3	

PERFORMANCE AREA: OPERATIONAL MANAGEMENT

Assets and capacities organised behind strategic direction and intended results, to ensure relevance, agility and accountability

KPI 3: Operating model and human/financial resources	MI 3.1	MI 3.2	MI 3.3	MI 3.4		
KPI 4: Financial transparency/ accountability	MI 4.1	MI 4.2	MI 4.3	MI 4.4	MI 4.5	MI 4.6

PERFORMANCE AREA: RELATIONSHIP MANAGEMENT

Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)

KPI 5: Planning and tools support relevance and agility	MI 5.1	MI 5.2	MI 5.3	MI 5.4	MI 5.5	MI 5.6	MI 5.7		
KPI 6: Leveraging/ensuring catalytic use of resources	MI 6.1	MI 6.2	MI 6.3	MI 6.4	MI 6.5	MI 6.6	MI 6.7	MI 6.8	MI 6.9

PERFORMANCE AREA: PERFORMANCE MANAGEMENT

Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning

KPI 7: Strong and transparent results focus	MI 7.1	MI 7.2	MI 7.3	MI 7.4	MI 7.5		
KPI 8: Evidence-based planning and programming	MI 8.1	MI 8.2	MI 8.3	MI 8.4	MI 8.5	MI 8.6	MI 8.7

2.2 DEVELOPMENT EFFECTIVENESS

PERFORMANCE AREA: RESULTS

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way

Results: It is difficult to assess the development contribution of the ILO at the project, programme, country and corporate levels on the basis of the information available. Consolidated evidence of the ILO's contribution to its goal of decent work and four strategic objectives is limited. Taken together, the evidence suggests that ILO's interventions are generally very relevant but variably effective, efficient and sustainable. Significant impacts have resulted from some of the flagship programmes. The ILO has been particularly effective in contributing to changes in national policies and programmes.

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

KPI 9: Achievement of development and humanitarian objectives and results
KPI 10: Relevance of interventions to needs and priorities of partner countries and beneficiaries
KPI 11: Results delivered efficiently
KPI 12: Sustainability of results

KPI 9: Achievement of development and humanitarian objectives and results

The ILO's performance against this KPI is rated as **satisfactory.**

Achievements not presented comprehensively, but are variable: The biennial Programme Implementation Report 2014-2015 is the only document that presents the ILO's results in a consolidated way. The report shows over-achievement of results compared with 2010-15 targets in 32 of the 50 outcome level indicators, and under-achievement against 18 indicators. However, these indicators generally show whether or not member states or organisations have taken action that supports implementation of a specific ILO outcome. As such, they do not provide strong evidence of the ILO's direct achievement of development objectives and results. Neither the ILO management nor the Evaluation Office provides any overall and systematic assessment of the ILO's contribution to its four strategic objectives or to the goal of decent work. Further discussion of how to improve results measurement is planned and will inform the Programme and Budget 2017-18.

The significant number of independent evaluations, self-evaluations and impact evaluations carried out by the ILO, if adequately synthesised, could provide a more complete picture of the organisation's achievements. The ILO does not carry out this type of synthesis, and this MOPAN assessment could review

only a small sample of evaluations. These evaluations, the survey and MOPAN interviews reveal mixed results performance.

Some of the flagship programmes such as the International Programme on the Elimination of Child Labour (IPEC) and Better Work present evidence of significant positive results. However a common observation in a number of the independent evaluations reviewed is the lack of monitoring and evaluation data at the project and programme levels, both within the ILO and among national implementation partners. This makes it difficult to assess the ILO's results and contributions. Nevertheless, the overall picture is of varied but generally satisfactory results, albeit often not as large or successful as envisaged at the outset. Independent evaluations of the Technical Cooperation Strategy (2015) and the Decent Work Country Programme in North Africa (2014) found project durations were too short to deliver the intended results, and/or were too small to achieve the national-level outcomes and impacts expected by donors. Weak institutions and conflict limited the full achievement of the expected results in fragile environments.

Tripartite mandate builds alliances: The ILO has been particularly effective in contributing to changes in national policies and programmes. The ILO has successfully used its technical capacity in policy advice, legislation and networking. It has played a strong brokering role based on its unique tripartite mandate to liaise with government, employers' and workers' representatives. In addition to building a global alliance that has successfully mainstreamed the concept of decent work; the ILO has successfully worked with national constituents to mainstream the concepts that underpin it. These include labour legislation, child labour, migrant workers and social protection.

No significant attention to cross-cutting issues: Gender equality has been mainstreamed in the majority of ILO's interventions, but not always to a significant extent. The gender equality evaluation found that "*nearly three-quarters of projects had no or only a few objectives, outcomes, outputs or activities to promote gender equality*", and that the number of ILO projects with gender equality outcomes, outputs and activities had decreased over the 2010-2015 action plan period. In some countries, ILO support to mainstreaming gender in policies and programmes has been effective, and has resulted in better legislation and policies to address gender discrimination. In other countries, gender equality has been addressed mainly through women's economic empowerment (access to financial services, productive employment, decent work and income, and support to entrepreneurship), without upstream interventions for policy influencing. Insufficient technical knowledge to implement comprehensive gender mainstreaming, and the absence of gender equality in some project plans, constitute barriers to improving gender equality and women's empowerment.

There is little evidence of impact on either environment/climate change or good governance, although the latter is inherent in most ILO interventions. There is evidence that the ILO has provided at least some environmentally positive support, but there is no evidence that the majority of interventions have done so. Given its mandate it is arguable whether the ILO's contribution to environmental sustainability should be a core concern.

KPI 10: Relevance of interventions to needs and priorities of partner countries and beneficiaries

The ILO's performance against this KPI is rated as **satisfactory.**

While relevant, services could be better aligned with constituent needs, interventions are generally very relevant: Evaluations report a high level of satisfaction among constituents and other beneficiaries with the support provided by the ILO. Two-thirds of respondents in the 2014 field operations review rated the ILO as extremely or very important for their countries in terms of affecting national policies,

programmes or capacity building relating to employment and labour-related issues. But across all groups, including staff, there was also an overwhelming consensus on the need for a better alignment between ILO services and different constituents' needs. The labour inspection evaluation, for example, found that interventions were largely aligned with the needs of member states, but not always directed at the key issues. While the tripartite structure has clear benefits, one of the challenges the ILO constantly faces is balancing the needs of the different constituency groups.

Limited country presence inhibits some work: The ILO has been successful in working with national constituents to achieve the mainstreaming of decent work concepts into member states' main policy frameworks and national development plans. However, while there is widespread satisfaction with the effectiveness of the ILO's technical co-operation activities, individual project interventions are often too small to have a national impact. Implementing changes at scale requires the involvement of other stakeholders, and it is often beyond the limited capacity of ILO country teams to influence larger donors or development banks, particularly where there is no country office.

Mixed picture on coherence: A small sample of high-level evaluations suggests that the ILO works effectively with others in some situations but also note significant problems of coherence within ILO country programmes and in partnerships with others. The field operations review concluded that better partnering with other agencies across the UN and multilateral systems, as well as with national expertise within countries, was required. Generally speaking, complementarity and synergy are stronger with other UN initiatives than with other international organisations. The North Africa DWCP evaluation reported a perception of weak coherence in ILO operations, in part because of insufficient information about the ILO's work, as well as insufficient or insufficiently clear representation. The Field Operations & Structure and Technical Cooperation Review also found the lowest coherence in countries without formal ILO representation.

Overall, the evidence indicates that the ILO is highly relevant to the needs and priorities of partner countries but that its relevance could be further enhanced. National relevance is limited by the scale and duration of ILO project interventions and by its limited presence in some countries. Coherence with other development partners, including the UN, needs to improve. There is no evidence from evaluations that the ILO has improved the effectiveness of its partnership relationships over time.

KPI 11: Results delivered efficiently

The ILO's performance against this KPI is rated as **unsatisfactory.**

Cumbersome bureaucracy contributes to project delays: Evidence on resource and cost efficiency is limited at both the corporate and programme levels. A number of the evaluations consulted indicate that there is insufficient cost data to make a reliable quantitative assessment of efficiency, but most of these judge that financial resources are being used efficiently. The technical co-operation (TC) strategy evaluation reported that most donors perceive the ILO's 13% charge for extra-budgetary technical co-operation support costs as high and uncompetitive. Qualitative comments from surveys and interviews were mixed.

There are no published data on time delays (e.g. delayed project starts or extensions) or on the percentage of intended objectives that are achieved on time. However the bulk of the documentary and survey evidence suggests that many results and activities are not achieved on time. The field operations review reported that constituents unanimously viewed the ILO as a heavy, bureaucratic and slow organisation. A significant number of MOPAN survey respondents made similar criticisms. Both the decent work and

the Technical Cooperation strategy evaluations highlight negative experiences with project delays. The balance of the evidence available therefore supports a rating of unsatisfactory.

KPI 12: Sustainability of results

The ILO's performance against this KPI is rated as **satisfactory.**

Sustainability is a challenge: There is no overall assessment of the sustainability of ILO interventions. The small sample of evaluations consulted suggests that sustainability is difficult to assess and varies from country to country and from intervention to intervention. For example legal and policy changes are likely to be more sustainable than capacity improvements, but as a general rule achieving significant and lasting progress in either of these requires significant time and money. Unfortunately the short project durations favoured by donors are not conducive to sustainability, and securing support for a follow-on second phase is increasingly challenging. Evaluations identified several other limitations to sustainability: over-ambitious objectives; low national ownership, lack of government commitment and limited funding; lack of the necessary expertise and capacity; high staff turnover; lack of clarity related to the ILO's commitment to continue its support; and inadequate horizontal coherence within the ILO.

While there are examples of sustainable ILO interventions, the bulk of the evidence indicates that sustainability is a challenge, as it is for most development agencies. Adequate assessments of the potential for sustainability, replicability and risks are lacking. Sustainability could be enhanced if interventions took a more strategic approach. For example they could give greater attention to whether pilot initiatives can be replicated, take a more holistic approach to institutional capacity building and consider in greater detail how to build ownership to national constituents. Capacity development interventions implemented by the ILO that combine technical assistance, technical advice and training have proved to be effective. Their continuation and scale-up have led to sustainable change when constituents have owned the changes. Other enabling factors for sustainability identified in ILO projects include good project design with relevant interventions (including capacity development); codification of changes in laws, policies, procedures and systems; institutionalisation of training; beneficiary ownership and empowerment; strengthening of local actors' capacity; and the facilitation of social dialogue.

Development Effectiveness scoring summary

SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

PERFORMANCE AREA: RESULTS

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way

KPI 9: Achievement of results	MI 9.1	MI 9.2	MI 9.3	MI 9.4	MI 9.5	MI 9.6
KPI 10: Relevance of interventions	MI 10.1	MI 10.2	MI 10.3			
KPI 11: Results delivered efficiently	MI 11.1	MI 11.2				
KPI 12: Sustainability of results	MI 12.1	MI 12.2	MI 12.3			

3. CONCLUSIONS

3.1 CURRENT STANDING OF THE ORGANISATION AGAINST REQUIREMENTS OF AN EFFECTIVE MULTILATERAL ORGANISATION

This section brings together the findings of the analysis against the micro-indicators (MIs) and Key Performance Indicators (KPIs) of the MOPAN assessment methodology to report against MOPAN's understanding of the current requirements of an effective multilateral organisation. These are reflected in four framing questions corresponding to relevance, efficiency, effectiveness and impact/ sustainability.

Illustrative quotes from Partner Survey on overall performance

"The ILO's mandate and knowledge base give the organisation a unique position to function as a co-ordination body/independent actor, which is needed from a development perspective."

"Its greatest strength is its technical expertise. In comparison with other international development partners, the ILO is one of the best organisations with regards to technical capacity."

"The ILO is often the only stakeholder able to engage directly with the government in certain countries."

"The interventions of the ILO are often poorly designed and poorly implemented. While it may have strengths regarding policy and capacity-building work, as well as building tripartite relationships, its implementation of service or direct interventions is often poor."

RELEVANCE

Does the ILO have sufficient understanding of the needs and demands it faces in the present, and may face in the future?

The ILO demonstrates a very good understanding of the contemporary challenges in the world of work: uncertain economic growth, increasing migration and refugee flows, weak labour markets, high rates of unemployment and informal employment, and poor working conditions. Inequality, the labour implications of globalisation and the role of multinational companies are key issues. Given the increasing importance of global supply chains, the core of the ILO's work – promoting and implementing international labour standards – is even more relevant today than it was when the organisation was established in 1919. Hundreds of millions of workers lack fundamental rights at work such as freedom from forced labour, child labour and discrimination; freedom of association and the right to collective bargaining; and a living wage. The five flagship programmes and the seven centenary initiatives represent a relevant response.

In addition to continuing to implement its mandate in the area of international labour standards, the ILO has worked to enhance its capacity to influence the international policy agenda. The ILO has been working with its tripartite constituents, the UN system and the broader international community to define the post-2015 development agenda, and has recently produced an implementation plan for the 2030 Agenda for Sustainable Development. Sustainable Development Goal (SDG) 8 ("*promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*") is of particular relevance to the ILO, and specific references to ILO areas of competence are found in several targets under other SDGs. The 2008 Declaration on Social Justice for a Fair Globalization was timely and influential, and the ILO's Global Jobs Pact was part of the G20's response to the financial crisis. The organisation's flagship reports, such as the Global Wage Report and the World Social Protection Report, are authoritative and well received.

While continuing to fight for universal respect for fundamental principles and rights at work, the ILO recognises that the world of work and the development context are changing. Increasing informality and automation represent threats as well as opportunities in the world of work. Traditional aid flows, particularly to middle-income countries, are under pressure. The private sector is increasingly powerful relative to national governments. The ILO will need to continue to adapt its policy agenda and its capacity to respond accordingly. The intention to position a new Future of Work Initiative as the centrepiece of the forthcoming 2018-2021 strategic plan suggests that this is fully appreciated by the organisation.

EFFICIENCY

Is the ILO using its assets and comparative advantages to maximum effect in the present, and is it prepared for the future?

Documentary and interview evidence suggest that the ILO has not been using its assets and comparative advantages to maximum effect. As recognised by the field operations review completed in 2013, its efficiency has been unsatisfactory. Business processes were seen as bureaucratic and slow. Improving efficiency has therefore been a major focus of the reform programme initiated by the Director General in late 2012. This reform programme is explicitly designed to make full use of ILO's comparative advantage, which includes its unique tripartite constituency, its standard-setting function and its technical expertise.

A new Development Cooperation Strategy for the period 2015-17 has been produced, and a comprehensive business process review is underway. The latter is intended to generate efficiencies and to extend the process of transferring financial and staff resources to technical work from administration and support, and to regions from the Geneva headquarters. The business review is also intended to reinforce the "One ILO" approach with its emphasis on coherence and co-operation between field and headquarters. Significant redeployment of resources and increased emphasis on research and analytical work has already occurred as a result of the reform programme. The ILO has invested in computer systems and hardware to support more efficient processes and communications. Significantly increased use of its performance management system is helping to ensure that ILO staff activities are clearly aligned with organisational priorities and that staff are more accountable for achieving results. The ILO has reorganised to increase alignment with outcomes and encourage greater cross-functional working. Early indications are positive and the prospects for improved efficiency are therefore good. The ILO's leadership will need to continue to drive these and reinforcing changes in the coming years, and the ILO will need to carefully monitor its progress and course correct if needed.

EFFECTIVENESS

Are the ILO's systems, planning and operations fit for purpose? Are they geared in terms of operations to deliver on their mandate?

The institutional reform programme initiated in late 2012 is designed to improve the effectiveness of the ILO. The current assessment, albeit significantly based on ex post evaluations that cannot reflect the current situation, is that the ILO's effectiveness is mixed. Some projects and programmes have had significant positive results, and the ILO has been successful in working with national constituents to implement the Decent Work Agenda. This includes labour legislation and child labour, migrant workers and social protection. However a common observation in a number of the independent evaluations reviewed is the lack of monitoring and evaluation data at project and programme levels, both within the ILO and among national implementation partners. This makes it difficult to assess ILO's effectiveness.

Other evidence suggests a real commitment to improve the systems, planning and operation of the organisation, and provides some signs of improvement. The restructuring at headquarters has led to a leaner organisation with better co-ordination and communication within and between units. The creation of regional director posts as well as the decentralisation of budget, decision-making power and critical functions such as procurement has made the ILO more responsive in the regions. Increasing strategic focus is demonstrated by the reduction in the number of policy outcomes from 19 to 10, and by the shift to five flagship programmes in order to reduce the large number of disparate projects. The emergence of more holistic, integrated, multi-stakeholder intervention models is promising.

IMPACT/SUSTAINABILITY

Is the ILO delivering and demonstrating relevant and sustainable results in a cost-efficient way?

The ILO has demonstrated a strong and continuing commitment to results-based management and evaluation. However a gap remains between commitment and implementation. Despite the number of corporate results reported in the latest biennial implementation report, and the number of evaluation reports produced each year, a well-evidenced, consolidated assessment of the impact, efficiency and sustainability of the organisation is still difficult to make. Individual assessments suggest significant impact in a wide range of areas such as the Better Work and the IPEC programmes. Nevertheless it remains difficult to assess – and it will continue to be difficult to assess – whether the overall impact, efficiency and sustainability of the ILO is improving over time. Current evidence suggests that impact and sustainability are mixed, but does not show whether this is an increase or decrease over the last five or ten years.

Part of the problem relates to the content of specific reports and processes, notably the overall results management framework and the annual evaluation report. However the problem also reflects a wider need to improve the internal and external communication of the intervention models used and the results achieved. Establishing clear linkages between the models and resources used, and the results achieved, is important for both organisational learning and knowledge management, as well as for convincing existing and new donors of the value of the organisation.

3.2 THE PERFORMANCE JOURNEY OF THE ORGANISATION

The ILO deserves credit for the openness of its review process. The Field Operations & Structure and Technical Cooperation Review published in 2014 is an excellent example of its willingness to examine every aspect of its work. The change programme it has pursued to address the challenges exposed by the *Review* demonstrates its continuing commitment to reform and improve.

Since bilateral assessments were conducted in 2011/12, there is some evidence of improvements in organisational effectiveness. Changes introduced since 2012 include a significant transfer of resources to technical work from administration and support functions; headquarters restructuring; decentralisation to regions and countries; the new Human Resources Strategy; and the establishment of the Research Department. Some of the improvements – such as those resulting from the business process review – are still works in progress, and regardless of the level of commitment to reform, change takes time. This is particularly true in the ILO due to its tripartite structure and tripartite decision-making processes. Organisational and operational reform takes time to feed through into reported results and evaluations. For all these reasons, it is too early to judge whether the improvements set in train in late 2012 have led to improved development effectiveness. Improvements are required in the way in which the ILO's performance is measured and reported if this progress is to be effectively managed and verified.

Table 2: Strengths identified in 2016

Strengths
● **Relevance, strategic clarity and awareness of comparative advantages** – As an organisation, the ILO demonstrates a high degree of strategic clarity and awareness of its comparative advantages and added value. The strategic priority areas are pertinent in addressing critical issues in the world of work today, and the activities of the ILO are relevant to its constituents.
● **Tripartite constituency** – The tripartite constituency is at the core of the ILO's efforts at achieving social justice in the world of work. Workers, employers and government representatives contribute both internally at governance level to strategy and policy development and externally as ILO's primary partners and recipients of support.
● **Specialist technical expertise and experience** – The ILO is recognised as an organisation with extensive knowledge about labour issues, and highly specialised staff with technical expertise and experience in the various dimensions of the world of work.
● **Integrated, systemic intervention models within five flagship programmes** – As reflected in the five flagship programmes, the ILO develops and implements integrated and systemic intervention models to address labour issues by including a range of stakeholders in different sectors at local, regional and national levels, and to address several thematic priorities in the same interventions.
● **Core resource base and financial management** – The ILO has a strong core resource base consisting of the membership contributions from the constituents and sound financial management with savings and effective re-allocation of financial resources resulting from the recent reforms.
● **Organisational and business process reform and innovations** – The reform process has resulted in a leaner and more appropriate organisational structure with greater emphasis on technical staff and innovations such as the flagship programmes, the global technical teams and the organisation-wide IT system for results-based management.
● **Commitment to results based management** – The entire organisation is working towards an evolving outcome framework that constitutes the basis for results measurement in the ILO. The outcomes are adjusted in line with the overall strategy development of the ILO.

Table 3: Areas identified for improvement and/or attention in 2016

Areas for improvement
• **Results management framework and performance reporting** – The ILO has a strong commitment to results-based management. The comprehensiveness of the results framework could be further improved by incorporating indicators for decent work and the four strategic objectives and an additional level covering organisational and programme performance including reporting on the centenary initiatives and flagship programmes. Annual rather than biennial performance reporting against the full results framework should also be considered.
• **Evaluation quality, synthesis and use.** While much of the evaluation practice is strong, there is potential to improve both the quality and use of evaluations. More fundamental issues, such as the level of resources allocated to evaluation and the institutional incentives for rigorous evaluation, warrant attention, as do training and guidance. There is potential to increase the value of the annual evaluation report as a synthesis of evaluation findings and as an independent assessment of ILO's contribution to decent work.
• **Monitoring and evaluation systems and data** – Further work is required to improve the quality and utility of programme planning and monitoring frameworks (such as theories of change and logical frameworks) and of the data produced by monitoring and evaluation systems.
• **Coherence and co-ordination of partnerships** – The level of coherence and co-ordination between the ILO and its principal partners (the tripartite constituents and other UN agencies) varies from one country to the next. Overall more could be done to respond adequately to constituent needs and influence joint UN strategies to include ILO priorities on the ground.
• **Administration and recruitment for project implementation** – Slow recruitment processes and administrative procedures hamper the effectiveness and efficiency of project implementation. This issue was raised as part of the field review prior to the reforms. Some efforts have been made to improve efficiency through functional decentralisation and more responsive human resources management, but there is still more to be addressed.
• **Mainstreaming of gender, environment, and governance** – The ILO could cover the three issues more consistently. Its organisational strategy includes gender, but it is not covered consistently on the ground. Environment may become a cross-cutting issue in the near future but is currently addressed through specific environmental activities rather than mainstreamed. Good governance is addressed in most ILO activities, but not formally recognised as a cross-cutting issue.
• **Additional funding sources including private sector funding** – The declining availability of traditional development funds is recognised as a challenge for the organisation. Further increases in the funding from other sources – such as domestic resource mobilisation in middle-income countries and funding from the private sector – need to be achieved.

4. ANNEXES

1. Detailed scoring and rating on KPIs and MIs for the ILO
2. List of documents analysed for the ILO
3. Process map of the MOPAN 3.0 assessment of the ILO
4. Results of the MOPAN survey of partners of the ILO

Annex 1: Detailed scoring and rating on KPIs and MIs for the ILO

The Scoring and Rating was agreed by MOPAN members in May 2016.

Scoring

For KPIs 1-8: The approach **scores** each Micro Indicator per element, on the basis of the extent to which an organisation implements the element, on a range of 1-4. Thus:

Score per element	Descriptor
0	Element is not present
1	Element is present, but not implemented/implemented in zero cases
2	Element is partially implemented/implemented in some cases
3	Element is substantially implemented/implemented in majority of cases
4	Element is fully implemented/implemented in all cases

For KPIs 9-12: An adapted version of the scoring system for the OECD DAC's Development Effectiveness Review is applied. This also **scores** each Micro Indicator on a range of 0-4. Specific descriptors are applied per score.

Score per element	Descriptor
0	Not addressed
1	Highly unsatisfactory
2	Unsatisfactory
3	Satisfactory
4	Highly satisfactory

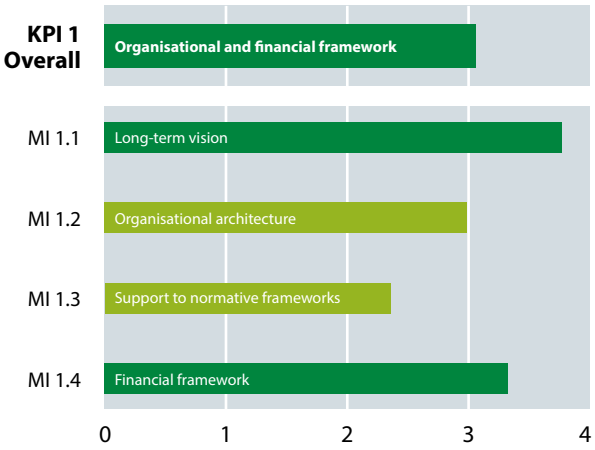
Rating

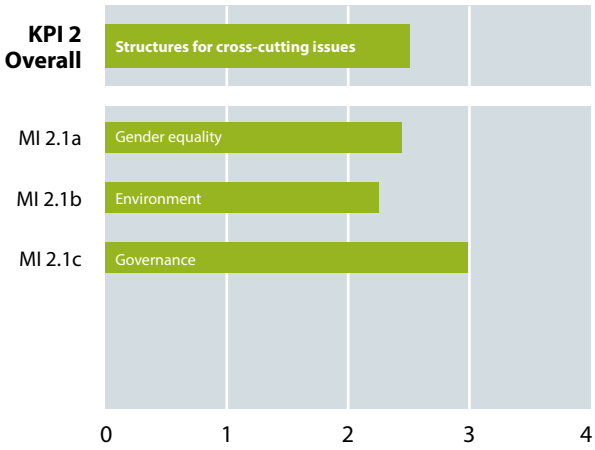
Taking the average of the constituent scores per element, an overall **rating** is then calculated per MI/KPI. The ratings scale applied is as follows:

Rating	Descriptor
3.01-4	Highly satisfactory
2.01-3	Satisfactory
1.01-2	Unsatisfactory
0-1	Highly unsatisfactory

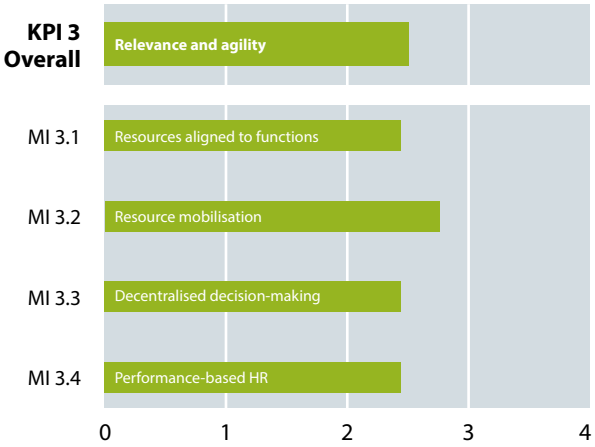
MOPAN scoring summary

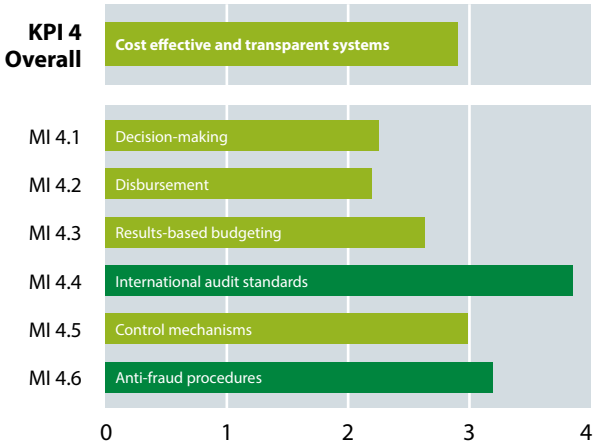
PERFORMANCE AREA: STRATEGIC MANAGEMENT



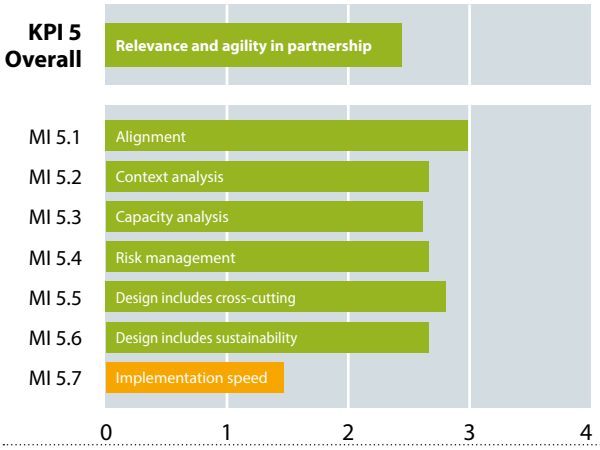


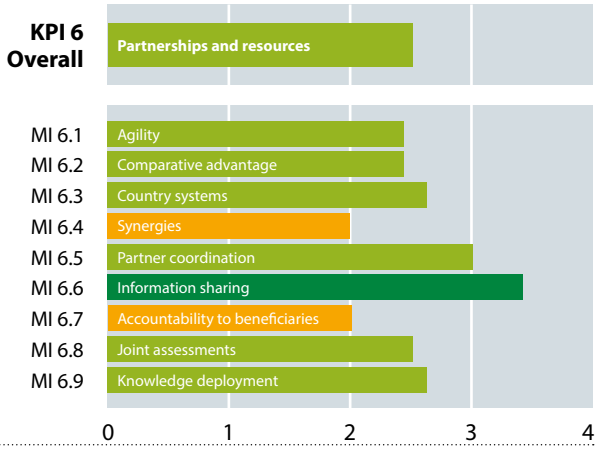
PERFORMANCE AREA: OPERATIONAL MANAGEMENT





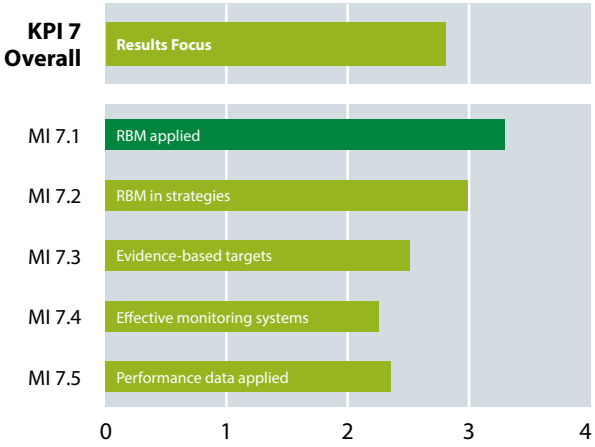
PERFORMANCE AREA: RELATIONSHIP MANAGEMENT

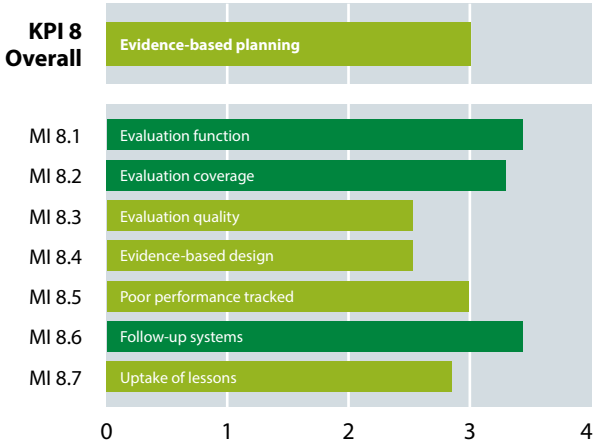




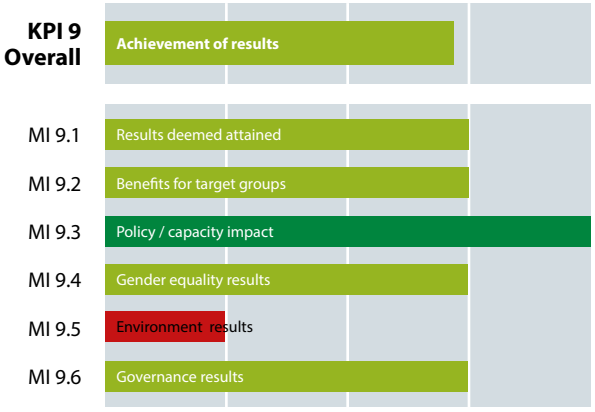
MOPAN scoring summary

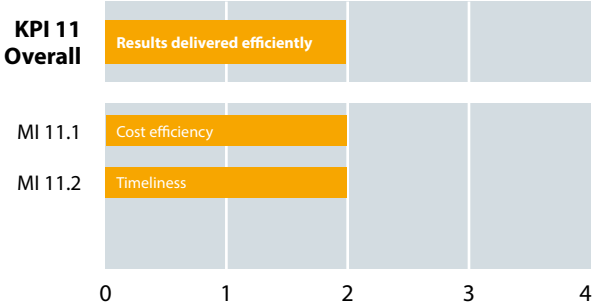
PERFORMANCE AREA: PERFORMANCE MANAGEMENT

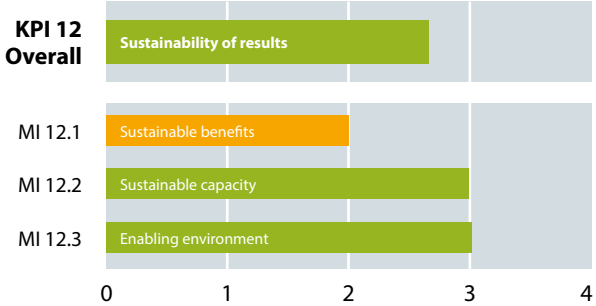




PERFORMANCE AREA: RESULTS







SCORING COLOUR CODES

Highly unsatisfactory (0.00 – 1.00)	Unsatisfactory (1.01 – 2.00)	Satisfactory (2.01 – 3.00)	Highly satisfactory (3.01 – 4.00)

MOPAN
Multilateral Organisation Performance Assessment Network

Performance Area: Strategic Management

Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities

KPI 1: Organisational architecture and financial framework to enable mandate implementation and achieve expected results			
Overall KPI Score	**3.12**	**Overall KPI Rating**	**Highly satisfactory**

MI 1.1: Strategic plan and intended results based on a clear long term vision and analysis of comparative advantage

Element	Score	Narrative	Source Documents
Element 1: The Strategic Plan (or equivalent) contains a long term vision	4	There is clear internal coherence between the vision, expressed in the Declaration of Social Justice for a fair globalisation and the Decent Work Agenda, and the most recent articulations of the organisational strategy in the Programme and Budget 2016-17 and The Development Cooperation Strategy 2015-17. The centenary initiatives have been conceived to further develop the vision. There is organisational consensus that the comparative advantages of the ILO include the unique tripartite structure internally, and tripartite constituents as principal partners/ recipients of capacity development support; unmatched technical expertise, knowledge and convening role around labour issues; role as neutral trusted broker in social dialogue; catalyst in cutting-edge areas in the world of work; a normative agency setting international labour standards. There is broad awareness among ILO staff of the need to work according to the	1, 2, 3, 4, 5, 6, 7, 12, 16, 20, 21, 24, 25, 26, 38, 42, 45, 47, 48, 65
Element 2: The vision is based on a clear analysis and articulation of comparative advantage	3		

Element 3: A strategic plan operationalizes the vision, including defining intended results	4	outcomes in the strategic framework, linking to the ILO Decent Work Agenda through to the Sustainable Development Goals. The definition of intended results are adapted and articulated at country level through the Decent Work Country Programmes. The number of policy outcomes has been reduced from 19 to 10 (albeit still with 3 enabling outcomes and 3 cross-cutting drivers). The development of flagship programmes, which cover strategic priority areas, reflects ILO's core competencies, cutting-edge expertise and innovation. The strategic plan is reviewed on a regular basis as part of the process leading to the formulation of the programme and budget documents. So far, the cycles have been biannual, but it was decided at the Global International Labour conference (ILC) to align the ILO 4 year plan with the QCPR from 2018–21.	
Element 4: The Strategic Plan is reviewed regularly to ensure continued relevance	4		
Overall Score:	3.75		
Overall Rating:	Highly Satisfactory		High confidence

MI 1.2: Organisational architecture congruent with a clear long term vision and associated operating model

Element	Score	Narrative	Source Documents
Element 1: The organisational architecture is congruent with the strategic plan	3	The restructuring has led to a leaner organisation and facilitated coordination and communication. The new global technical teams constitute an innovative mechanism that helps reinforce cooperation across the organisation. Significant efforts have been made to increase field presence with the creation of regional director posts as well as the decentralisation of budget, decision-making power and procurement. Coordination with other UN-agencies is facilitated by the Decent Work focus and alignment with the Sustainable Development Goals. The new programmatic approach takes its starting point in the Decent Work Agenda with theories of change, aiming to achieve longer-term impact, linking the normative and the technical, and supporting upstream and downstream policy development. The implementation of the ILO strategic plan is enabled by the innovative flagship programmes with holistic, integrated, systemic and sustainable multi-stakeholder intervention models. The operating model has undergone a thorough review as part of the ILO reform process, and is being adjusted on an on-going basis to ensure continued relevance and optimise efficiency, effectiveness and impact. This is reflected in the 3 enabling outcomes in the outcome framework. Each organisational entity works towards dedicated outcomes relevant to their thematic area, and reports on results accordingly. Outcome coordination teams with members from different organisational departments have been established. At country level, the country offices directors and country coordinators are responsible for delivering on results in relation to the Decent Work country programmes, which are linked to the outcome framework.	2, 3, 13, 14, 21, 26, 31, 38, 59, 66, 68
Element 2: The operating model supports implementation of the strategic plan	3		
Element 3: The operating model is reviewed regularly to ensure continued relevance	3		
Element 4: The operating model allows for strong cooperation across the organisation and with other agencies	3		

Element 5: The operating model clearly delineates responsibilities for results	3		
Overall Score:	3.0		
Overall Rating	Satisfactory		High confidence

MI 1.3: Strategic plan supports the implementation of wider normative frameworks and associated results (i.e. the quadrennial comprehensive policy review (QCPR), replenishment commitments, or other resource and results reviews)

Element	Score	Narrative	Source Documents
Element 1: The strategic plan is aligned to wider normative frameworks and associated results	3	By working towards the Decent Work Agenda ILO, as an organisation, is beginning to take ownership of, and can make a significant contribution to, the SDGs. In addition, the ILO's Decent Work country programmes are now reflected in the UNDAFs, and aligned with national and, where appropriate, regional sustainable development strategies. Along with the SDGs, the Decent Work Agenda (the core mandate of the ILO) has been placed centre stage. Through the outcome framework, the ILO specifically contributes to Goal 8 (Decent Work) of the SDGs. It was decided at the Global International Labour conference (ILC) to align the ILO 4 year plan with the QCPR from 2018– 21. This will help with alignment of activities related to SDG s. The SDGs now have targets and indicators for Decent Work. The ILO has not established a parallel tracking system at this level. Progress on implementation on an aggregated level in relation to the outcome framework is published biannually in the programme implementation reports.	1, 2, 13, 15, 19, 23, 24, 65, 72
Element 2: The strategic plan includes clear results for normative frameworks	2		
Element 3: A system to track results is in place and being applied	2		
Element 4: Clear accountability is established for achievement of normative results	NE		
Element 5: Progress on implementation on an aggregated level is published at least annually	2		
Overall Score:	2.3		
Overall Rating:	Satisfactory		Medium confidence

MI 1.4: Financial Framework (e.g. division between core and non-core resources) supports mandate implementation

Element	Score	Narrative	Source Documents
Element 1: Financial and budgetary planning ensures that all priority areas have adequate funding in the short term or are at least given clear priority in cases where funding is very limited	3	The ILO has around 39 major donors and receives sufficient core funding to allow it to focus on strategic priorities. The organisation receives 66% of its funding in member contributions (regular budget). This creates financial security. In addition, out of 70 UN trust funds (thematic and geographic), the ILO currently receives funding from 30 (i.e. a significant source of income). The budgetary framework is expressed in the Programme and Budget. The Governing Body is informed regularly and makes all major decisions in relation to financial management, including on the financial framework. There is generally high satisfaction with ILO efforts to improve efficiency, transparency, and accountability, as well as the use of financial resources. The crucial importance of RBSA is underestimated in that it is: a) un-earmarked and flexible, b) fully aligned with ILO strategic outcomes, as opposed to development cooperation which is more donor led. RBSA projects are programmed jointly by headquarters, regional and country offices with clear roles, responsibilities and timelines. The RBSA resources are used to support the achievement of results in countries in line with P&B outcomes. The flagship programmes are emerging as the principal mechanism to attract resources for priority areas. The ILO also use pilot projects in specific sectors to generate funding and scale up.	4, 7, 20, 24, 25, 26, 33, 37, 38, 64
Element 2: A single integrated budgetary framework ensures transparency	4		
Element 3: The financial framework is reviewed regularly by the governing bodies	4		
Element 4: Funding windows or other incentives in place to encourage donors to provide more flexible/un-earmarked funding at global and country levels	3		
Element 5: Policies/measures are in place to ensure that earmarked funds are targeted at priority areas	3		
Overall Score:	3.4		
Overall Rating:	Highly Satisfactory		High confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues			
Overall KPI Rating	**2.5**	**Overall KPI**	**Satisfactory**

MI 2.1: Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for cross-cutting issues.

a) Gender equality and the empowerment of women

Element	Score	Narrative	Source Documents
Element 1: Dedicated policy statement on gender equality available and showing evidence of use	2	Gender equality is considered a high priority by the leaders in the organisation, as reflected in the ILO Policy on Gender Equality and Mainstreaming, and relevant HR policies and strategies, as well as the existence of a separate organisational unit for Gender, Equality and Diversity (GED). The Governing Body has driven the inclusion of gender in ILO work, and gender is covered by the ILO centenary initiatives. Gender is a cross cutting issue for the ILO and included in outcome 2 (international labour standards). The GED ensures that indicators relating to gender and diversity, such as the so-called gender marker, are included in work/outcome plans. Gender equality indicators are included in corporate reporting and evaluations. GED is driving the mainstreaming of gender and diversity to ensure that all staff engage in gender mainstreaming. While GED offers practical advice there is, however, little evidence of consistent guidance on, and use of, gender tools. There is a need to build ILO capacity for gender mainstreaming, provide tools (along with guidelines for their use) and use gender markers.	3, 4, 9, 15, 19, 20, 25, 27, 28, 40, 41, 46, 49, 50, 52, 65
Element 2: Gender equality indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	3		
Element 3: Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets	3		
Element 4: Gender screening checklists or similar tools used for all new intervention	2		

Element 5: Human and financial resources (exceeding benchmarks) are available to address gender issues	3		
Element 6: Capacity development of staff on gender is underway or has been conducted	2		
Overall Score	2.5		
Overall Rating:	Satisfactory		High confidence

b) Environmental Sustainability and Climate Change

Element	Score	Narrative	Source Documents
Element 1: Dedicated policy statement on environmental sustainability and climate change available and showing evidence of use	3	Both an environmental sustainability policy, and an environmental management system, is in place. The office wide action plan to mainstream environmental sustainability for 3 years is being implemented. Environmental sustainability was included in the 2013 centenary initiatives, and may be added as a cross-cutting issue in 2017. There is currently a transition in the ILO from a strategic focus on Green Jobs, to mainstreaming environmental sustainability as part of the ILO's contribution to the SDGs. The ILO combines Decent Work and environmental sustainability in a holistic approach. The ILO implements two important environmental programmes: The Green Jobs Programme and the PAGE programme. The Green Jobs concept combines the social (decent work) and environmental (environmental sustainability) dimensions. Green jobs assessments are undertaken to identify the potential of countries. The Partnership for Action on Green Economy (PAGE) programme is a multi-donor and multiagency partnership launched in 2012: The ILO brings the Decent Work Agenda, UNEP is the environmental specialist, UNIDO focuses on cleaner production and resource efficiency while the UNDP's focus is on country planning processes. A Green Jobs certification programme is provided through distance learning for 6 weeks via online platform, with 1 weeks training in Turin. A Green Jobs network has been set up with other ILO staff.	18, 19, 21, 38, 65, 70, 71, 72, 73
Element 2: Environmental sustainability and climate change indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	2		
Element 3: Accountability systems (including corporate reporting and evaluation) reflect environmental sustainability and climate change indicators and targets	2		
Element 4: Environmental screening checklists or similar tools used for all new intervention	2		
Element 5: Human and financial resources (exceeding benchmarks) are available to address environmental sustainability and climate change issues	2		
Element 6: Capacity development of staff on environmental sustainability and climate change is underway or has been conducted	3		
Overall Score:	2.33		
Overall Rating:	Satisfactory		High confidence

c) Good governance (peaceful and inclusive societies for sustainable development, reduced inequality, provide access to justice for all and build effective, accountable and inclusive institutions at all levels)

Element	Score	Narrative	Source Documents
Element 1: Dedicated policy statement on good governance available and showing evidence of use	2	While the ILO does not have an organisation wide policy statement specifically focusing on governance or specific governance tools, the ILO contributes to both country governance and global governance through tripartism in the governing body, steering committees with tripartite constituents (MoL, workers organisations and employers organisations) in the Decent Work country programmes, and their involvement in implementation of development activities. ILO programmes are systemic: they intervene in the supply chain, but also engage in institutional strengthening, targeting legislation, institutions and the workplace. The ILO facilitates participation through social dialogue and ratification of conventions. Programmatic work and DWCPs are often developed to support implementation of the international labour standards at country level through capacity building and advocacy. Many of the ILO outcome indicators are based on the numbers of ILS conventions ratified or implemented. The ILO is opening up to multi-stakeholder partnerships, but the workers, employers and ministry of labour remain the core tripartite structure (e.g. in Decent Work country programmes they sit on the advisory committees and contribute to strategy and policy development). Other relevant stakeholders include other government ministries and civil society organizations.	7, 15, 16, 17, 19, 20, 21, 22, 23, 28, 31, 39, 42, 43, 50, 63, 64, 71
Element 2: Good governance indicators and targets fully integrated into the organisation's strategic plan and corporate objectives	2		
Element 3: Accountability systems (including corporate reporting and evaluation) reflect good governance indicators and targets	3		
Element 4: Good governance screening checklists or similar tools used for all new intervention	3		
Element 5: Human and financial resources (exceeding benchmarks) are available to address good governance issues	3		
Element 6: Capacity development of staff on good governance is underway or has been conducted	3		
Overall Score:	2.66		
Overall Rating:	Satisfactory		High confidence

MOPAN
Multilateral Organisation Performance Assessment Network

Performance Area: Operational Management

Assets and capacities organised behind strategic direction and intended results, to ensure relevance, agility and accountability

KPI 3: Operating model and human/financial resources support relevance and agility			
Overall KPI Rating	**2.56**	**Overall KPI**	**Satisfactory**

MI 3.1: Organisational structures and staffing ensure that human and financial resources are continuously aligned and adjusted to key functions

Element	Score	Narrative	Source Documents
Element 1: Organisational structure is aligned with, or being reorganized to fit the requirements of, the current Strategic Plan	3	The ILO is in the process of restructuring and realigning its resources to meet the requirements of the current reform process to increase effectiveness and impact, but the business redesign process is not complete. Increased decentralisation of resources to countries is seen positively, but country partners without country offices still consider there is a need for a stronger country presence. The ILO changes have led to a significant change in staff allocation and resources from HQ to countries, and from administrative work to technical functions. There are continuing mismatches between staff skills, availability and need, including a lack of management skills. The new mobility policy has had some success in moving staff between HQ and the field, but is not supporting speed of recruitment and staff turnover is very low. Recruitment processes are not responsive enough to enable timely recruitment, and flexibility to respond to emergency situations. Information technology for supporting internal processes has been significantly improved and will be fully rolled out in two years.	4, 9, 10, 11, 12, 13,14, 20, 21, 25, 26, 34, 38, 42, 44, 45, 46, 47, 48, 50, 52
Element 2: Staffing is aligned with, or being reorganized to, requirements set out in the current Strategic Plan	2		
Element 3: Resource allocations across functions are aligned to current organisational priorities and goals, as set out in the current Strategic Plan	2		
Element 4: Internal restructuring exercises have a clear purpose and intent, aligned to the priorities of the current Strategic Plan	3		
Overall Score:	2.5		
Overall Rating:	Satisfactory		High confidence

MI 3.2: Resource mobilisation efforts consistent with the core mandate and strategic priorities

Element	Score	Narrative	Source Documents
Element 1: Resource mobilization strategy/case for support explicitly aligned to current strategic plan	3	Resource mobilisation through the Partnerships and Field Support Department (PARDEV) is directed towards the core mandate and priorities, and has been successful in ensuring an adequate budget. The ILO has strong core funding from its constituent countries, but additional domestic funding to match country programmes is low. The ILO is facing some challenges in maintaining multiyear funding, and losing some Trust Funds which are now increasingly being redirected to humanitarian aid. This has affected some work streams, such as Gender and Diversity. There are some successful Multi-Partner Funds, and private sector funding is being sought. Over 150 businesses are in partnerships with the ILO, however, private funding is still a small part of the ILO budget.	1, 4, 15, 2, 45, 46
Element 2: Resource mobilization strategy/case for support reflects recognition of need to diversify the funding base, particularly in relation to the private sector	2		
Element 3: Resource mobilization strategy/case for support seeks multi-year funding within mandate and strategic priorities	3		
Element 4: Resource mobilization strategy/case for support prioritises the raising of domestic resources from partner countries/institutions, aligned to goals and objectives of the Strategic Plan/relevant country plan	3		
Element 5: Resource mobilization strategy/case for support contains clear targets, monitoring and reporting mechanisms geared to the Strategic Plan or equivalent	NE		
Overall Score:	2.75		
Overall Rating:	Satisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

MI 3.3. Aid reallocation/programming decisions responsive to need and can be made at a decentralised level

Element	Score	Narrative	Source Documents
Element 1: An organisation-wide policy or guidelines exist which describe the delegation of decision-making authorities at different levels within the organisation	3	The Decent Work Country Programmes, which are developed by countries in partnership with the ILO, demonstrate decentralised decision making for funding that is based on country needs. Increased decentralisation of expenditure decisions has been a key result of the recent reforms following the field review. However, budget allocations, once made, are relatively inflexible and require activities to be consistent with proposals, additionally there is no process for reallocating funds to meet local changes in needs. The procurement thresholds for country level decisions are still relatively low, which can delay local expenditure to meet country needs. Country partners still view flexibility in funding to meet countries' needs, as an area with scope for improvement.	13, 20, 26, 39, 71
Element 2: *(If the first criterion is met)* The policy/guidelines or other documents provide evidence of a sufficient level of decision making autonomy available at the country level (or other decentralized level as appropriate) regarding aid reallocation/programming	2		
Element 3: Evaluations or other reports contain evidence that reallocation / programming decisions have been made to positive effect at country or other local level, as appropriate	3		
Element 4: The organisation has made efforts to improve or sustain the delegation of decision-making on aid allocation/programming to the country or other relevant levels	2		
Overall Score:	2.5		
Overall Rating:	Satisfactory		High confidence

MI 3.4: HR systems and policies performance based and geared to the achievement of results

Element	Score	Narrative	Source Documents
Element 1: A system is in place which requires the performance assessment of all staff, including senior staff	3	In the last two years there have been improvements to performance management to make it systematic, consistent and easier to use. An online performance management system for all staff has been introduced which enables process and output monitoring. There is now much higher compliance in using the system, although not yet 100% across the ILO. The performance system is based on RBM, and there is a "golden thread" between organisational, team and individual outputs based on the planned outputs for the biennium. Training has been provided to improve feedback and use of performance reviews to identify improvements. The RBM system has increased the focus on individual accountability and sanctions for misconduct with greater awareness of, and management of, consequences of not meeting the appropriate standards. Staff management skills are one area seen as in need of further development, and this is being addressed to meet current and future needs, with "soft" management skills needed in some areas, for example where collaboration is key, e.g. for delivery of the SDGs. The ILO rightly sets demanding labour standards for its own staff, but these do make ILO less flexible than some other UN agencies. It is currently reviewing its different staff contracts to enable quicker recruitment and allocation of staff, and to harmonise conditions for short term and permanent contracts. Recruitment is, however, slow and often delays programme implementation and results. HR processes are included in the ongoing Business Process Review.	9, 10, 11, 41,
Element 2: There is evidence that the performance assessment system is systematically and implemented by the organisation across all staff and to the required frequency	3		
Element 3: The performance assessment system is clearly linked to organisational improvement, particularly the achievement of corporate objectives, and to demonstrate ability to work with other agencies	2		
Element 4: The performance assessment of staff is applied in decision making relating to promotion, incentives, rewards, sanctions etc.	2		
Element 5: A clear process is in place to manage disagreement and complaints relating to staff performance assessments	NE		
Overall Score:	2.5		
Overall Rating:	Satisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 4: Operational systems are cost- and value-conscious and enable financial transparency/accountability			
Overall KPI Rating	**2.95**	**Overall KPI**	**Satisfactory**

MI 4.1: Transparent decision-making for resource allocation, consistent with strategic priorities

Element	Score	Narrative	Source Documents
Element 1: An explicit organisational statement or policy exists which clearly defines criteria for allocating resources to partners	2	There is a high degree of transparency in the ILO's allocations to reflect priorities. ILO's Outcome-Based Work Plans have been in place since 2010. They are developed on a biennial basis for each of the outcome areas, as outlined in the programme and budget for the concerned programme period. These set out how the ILO will implement the strategy for each outcome and how the different resources will be allocated accordingly. The outcome-based work plans are the mechanism through which priorities are coordinated with country needs. ILO has identified the need for increased flexibility, timeliness and increased transparency in resource allocations which is gradually being addressed through a series of improvements. The ILO's Strategic Management system supports all steps in the programming cycle and is available to, and used by, all ILO staff. Country partners were generally satisfied with the transparency of allocations, although some felt allocation processes are not transparent, and that there is not enough clarity on the intended use of funds. The ILO commits to a high degree of transparency in budget preparation with the responsibility for the preparation of budget estimates resting with the Treasurer to the ILO, with assistance of Financial Services. Funds are then allocated on the basis of programming decisions made by the Director General, as advised by the Chief of the Bureau of Programme and Management. The	1, 2, 4, 7, 12, 13, 14, 26, 54, 55, 56
Element 2: The criteria reflect targeting to the highest priority themes/countries/areas of intervention as set out in the current Strategic Plan	3		
Element 3: The organisational policy or statement is regularly reviewed and updated	2		

Element 4: The organisational statement or policy is publicly available	4	Treasurer informs programme managers of the amounts allocated to them for their programmes under each source of funds for a given period or periods. The ILO's most recent budget demonstrates a significant shift in resources to the ILO's technical work, which is in line with the ILO's overriding strategic objective of strengthening the technical capacity of the Organisation to provide services to government, employer and worker constituents. The decision has been made to concentrate available resources on a small number of larger, more strategic programmes, focusing on the core areas of the ILO's work.	
Overall Score:	2.75		
Overall Rating:	Satisfactory		High confidence

MI 4.2: Allocated resources disbursed as planned

Element	Score	Narrative	Source Documents
Element 1: The institution sets clear targets for disbursement to partners	3	At global level the ILO disbursement is only slightly less than planned budget, showing effective allocation. As of the end of the biennium, 31 December 2015, the ILO had disbursed $789,665,000. As explained in paragraph 40 on page 14 of the audited financial statements this under-spend is largely attributable to projected inflation not being realised. RBSA allocations have clear targets for how much money should be spent, and by when, over the two year programme period. There is variance at country level expenditure, partly reflecting country contextual issues but also ILO procedures. There are delays in allocation processes, particularly for short term projects. Internal blockages are a significant factor. Country partners do not feel high confidence that the ILO provides reliable information on how much and when financial allocations and disbursement will happen, which can hinder their activities.	54, 55, 56
Element 2: Financial information indicates that planned disbursements were met within institutionally agreed margins	2		
Element 3 Clear explanations are available in relation to any variances	2		
Element 4: Variances relate to external factors rather than internal procedural blockages	2		
Overall Score:	2.25		
Overall Rating:	Satisfactory		High confidence

MI 4.3: Principles of results based budgeting applied

Element	Score	Narrative	Source Documents
Element 1: The most recent organisational budget clearly aligns financial resources with strategic objectives/intended results of the current Strategic Plan	4	The 2016-17 Programme Budget shows the allocation of funds to the ten strategic outcome areas. The ILO has developed specific guidance to preparing and entering results-based budgets into the IRIS system which is being rolled out, though not yet fully implemented. This guidance clearly links the use of the budget to the results and use of project monitoring.	36, 44
Element 2: A budget document is available which provides clear costings for the achievement of each management result	2		
Element 3: Systems are available and used to track costs from activity through to result (outcome)	2		
Element 4: There is evidence of improved costing of management and development results in budget documents reviewed over time	NE		
Overall Score:	2.67		
Overall Rating:	Satisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

MI 4.4: External audit or other external reviews certifies the meeting of international standards at all levels, including with respect to internal audit

Element	Score	Narrative	Source Documents
Element 1: External audit conducted which complies with international standards	4	The ILO has a reputation for sound financial management. The ILO has a well-established internal audit function with reporting and internal audit processes that meet international standards. This is confirmed by the external auditor's reports. Compliance with international standards across functions is confirmed by independent quality assessors. The Office of Internal Audit and Oversight's annual report to the March session of the Governing Body, which summarises IAO's audit and investigation activities for the previous year and highlights key audit findings together with recommendations to address the issue raised, is publicly available. Governing Body members can access individual audit reports on request, but they are not publically available.	54, 55, 56
Element 2: Most recent external audit confirms compliance with international standards across functions	4		
Element 3: Management response is available to external audit	4		
Element 4: Management response provides clear action plan for addressing any gaps or weaknesses identified by external audit	3		
Element 5: Internal audit functions meet international standards, including for independence	4		
Element 6: Internal audit reports are publicly available	3		
Overall Score:	3.66		
Overall Rating:	Highly Satisfactory		High confidence

MI 4.5: Issues or concerns raised by internal audit mechanisms (operational and financial risk management, internal audit, safeguards etc.) adequately addressed

Element	Score	Narrative	Source Documents
Element 1: A clear policy or organisational statement exists on how any issues identified through internal control mechanisms will be addressed	3	Responsibility for the oversight of internal control mechanisms lies with the Office of Internal Audit and Oversight (IAO), which is responsible for conducting investigations into allegations of financial or administrative misconduct and other irregular activities. Although the IAO cannot make any recommendations for disciplinary action to be taken, all investigation reports do contain assessments of whether allegations are substantiated by evidence. The ILO has clear and comprehensive policies and guidelines on using internal audit controls, ensuring their use and reporting and acting on issues raised: these are systematically implemented. Follow up actions are reviewed and reported to the Governing Body. The ILO Anti-Fraud policy 2009 sets out staff responsibilities and reporting processes, but does not include guidance on timelines. The ILO Programme and Budget has an indicator stating that action plans must be submitted within three months, and implemented within six months, of an audit report being issued. For each audit an implementation report is issued and this activity is monitored by the Independent Oversight and Advisory Committee. This committee also conducts dedicated follow-up audits to ensure its recommendations have been implemented. The risk management methodology and risk register is being reviewed during 2016. Under the new ERM risk management approach, managers are responsible for risk assessment and there is now, following training, a greater awareness of risk, why it is important to use the tools, and a commitment to risk management. The risk management tools, processes and implementation approaches are still evolving.	41, 55
Element 2: Management guidelines or rules provide clear guidance on the procedures for addressing any identified issues, including timelines	3		
Element 3: Clear guidelines are available for staff on reporting any issues identified	3		
Element 4: A tracking system is available which records responses and actions taken to address any identified issues	3		
Element 5: Governing Body or management documents indicate that relevant procedures have been followed/action taken in response to identified issues, including recommendations from audits (internal and external)	3		
Element 6: Timelines for taking action follow guidelines/ensure the addressing of the issue within twelve months following its reporting	3		
Overall Score:	3		
Overall Rating:	Satisfactory		High confidence

MI 4.6: Policies and procedures effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities

Element	Score	Narrative	Source Documents
Element 1 : A clear policy/guidelines on fraud, corruption and any other financial irregularities is available and made public	3	The ILO has an anti-fraud policy in place, concerned with preventing all acts of fraud and dishonesty "committed against the ILO by ILO officials, external collaborators, contractors, and suppliers of goods and services." This policy sets out procedures and responsibilities for reporting and sanctioning cases of fraud, corruption and other financial irregularities. An accountability framework and a whistle blowing policy are also in place. Allegations of fraud/misconduct are taken to the Accountabilities Committee which reviews the evidence and decides on the consequences. The Director General has sent out a message to staff that there is zero tolerance for fraud or misconduct.	55, 57
Element 2: The policy/guidelines clearly define the roles of management and staff in implementing/complying with the guidelines	3		
Element 3: Staff training/awareness-raising has been conducted in relation to the policy/guidelines	3		
Element 4: There is evidence of policy/guidelines implementation, e.g. through regular monitoring and reporting to the Governing Body	3		
Element 5: There are channels/mechanisms in place for reporting suspicion of misuse of funds (e.g. anonymous reporting channels and "whistle-blower" protection policy)	3		
Element 6: Annual reporting on cases of fraud, corruption and other irregularities, including actions taken, ensures that they are made public	4		
Overall Score:	3.17		
Overall Rating:	Highly Satisfactory		High confidence

MOPAN
Multilateral Organisation Performance Assessment Network

Performance Area: Relationship Management

Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)

KPI 5: Operational planning and intervention design tools support relevance and agility (within partnerships)			
Overall KPI Rating	**2.57**	**Overall KPI**	**Satisfactory**

MI 5.1: Interventions aligned with national /regional priorities and intended national/regional results

Element	Score	Narrative	Source Documents
Element 1 : Reviewed country or regional strategies make reference to national/regional strategies or objectives	3	The ILO has taken steps to ensure improved alignment of DWCPs with country strategies and goals. The ILO provides support to constituents (workers, employers and governments) at the country level through "Decent Work Country Programmes" (DWCPs), which are "time bound and resourced programmes", informed by international development agendas and based on the priorities of constituents and national development agendas. The guidebook for formulating DWCPs requires them to identify a limited number of priorities that are in line with national development plans, country planning frameworks and the views and priorities of constituents in the country. It is often possible to identify where the ILO's comparative advantage can best support the achievement of national goals. A review of selected DWCPs shows that country plans and priorities are identified and used to inform the DWCPs. The ILO has taken steps to ensure improved alignment of DWCPs with country	1, 3, 7, 12, 16, 17, 19, 20, 23, 40, 58
Element 2: Reviewed country strategies or regional strategies link the results statements to national or regional goals	3		

Element 3: Structures and incentives in place for technical staff that allow investment of time and effort in alignment process	NE	strategies and goals; however, it is not yet evident that this is consistently the case. In some cases, government influence may weight more heavily in the priority-setting than that of workers, employers and other stakeholders. In countries where the International Programme on the Elimination of Child Labour is active, work is facilitated and mainstreamed in national policies, plans and programmes "through national child labour steering committees and project/programme advisory committees, which all include representatives from the ILOs three constituents. A field review of the ILO's operations conducted in 2014 concluded that "across all groups, including staff, there is overwhelming consensus on the need for a better alignment between ILO services and constituents' needs".	
Overall Score:	3		
Overall Rating:	Satisfactory		Medium confidence

MI 5.2: Contextual analysis (shared where possible) applied to shape the intervention designs and implementation

Element	Score	Narrative	Source Documents
Element 1: Intervention designs contain a clear statement that positions the intervention within the operating context	3	There are increased requirements to take account of context in DWCP guidance, however, the full effect of these is not yet seen. Engagement of all partners is not seen to be fully effective. The guidelines for the preparation of Decent Work Country Programmes start with a problem analysis and lessons learned for the country in question, covering labour and social issues and policies and gathering information on the work of the ILO, the national constituents and other partners. Technical guidelines to draft the diagnostic report have become available in 2015 (and have been applied since) for the development of a number of DWCPs. An independent evaluation of DWCPs in North Africa, however, found a need for more systematic design and implementation approaches based on country situation analyses, risk assessments and proper baselines. A review of DWCPs shows that gender and equity are consistently considered, but climate change/environment is less evident. Governance issues are addressed through improving governance for labour and employment generation, and implementation of labour standards. The proposal procedures for projects require proposals to identify and address local context and capacity constraints. In the survey, partners assessed ILO interventions to be tailored to the specific situations and needs of the local context in most cases. In turn, in some cases contextual changes in rapidly changing contexts are not covered due to too slow assessment processes.	1, 2, 7, 12, 15, 16, 17, 21, 47, 58
Element 2: Context statement has been developed jointly with partners	3		
Element 3: Context analysis contains reference to gender issues, where relevant	3		
Element 4: Context analysis contains reference to environmental sustainability and climate change issues, where relevant	2		
Element 5: Context analysis contains reference to governance issues, including conflict and fragility, where relevant	3		
Element 6: Evidence of reflection points with partner(s) that take note of any significant changes in context	2		
Overall Score:	2.67		
Overall Rating:	Satisfactory		High confidence

MOPAN
Multilateral Organisation Performance Assessment Network

MI 5.3 Capacity analysis informs intervention design and implementation, and strategies to address any weaknesses are employed

Element	Score	Narrative	Source Documents
Element 1 : Intervention designs contain a clear statement of capacities of key national implementing partners	2	There is intent to map and support capacity gaps, but the extent to which such capacity support is based on systematic capacity analyses is unclear, and countries note a lack of support. However, in practice much of ILO support is directed to capacity building. Capacity development is a core element of the ILO's work at the country level. The Programme Implementation Report 2014-15 sets out how ILO operations and implementation planning is grounded in evidence-based analysis and capacity building. According to the 2015-17 Development Cooperation Strategy interventions will include dedicated capacity building components based on constituents' needs and a holistic approach that simultaneously addresses technical, organisational and institutional competencies. The guidelines for Decent Work Country Programmes state that a key component of country programmes should be "institutional capacity building for the tripartite constituents to design and implement DWCPs, to participate more broadly in development planning, and to play an effective role in the shaping of national economic and social policy". The Decent Work Country Programme checklist requires that where weaknesses are identified, capacity building measures are put in place. The extent to which capacity building is based on rigorous capacity analyses is unclear. The evidence found that "from the constituents' view point, ILO services tend to be rather general, supply-driven, often not up to expectations relative to capacity already existing in countries, ad-hoc and not consistently followed through". In turn, the survey confirms that ILO interventions are based on realistic assessments of national and regional capacities, including government, civil society and other actors.	1, 2, 3, 4, 7, 10, 12, 14, 15, 19, 20, 58
Element 2: Capacity analysis considers resources, strategy, culture, staff, systems and processes, structure and performance	3		
Element 3: Capacity analysis statement has been developed jointly where feasible	3		
Element 4: Capacity analysis statement includes clear strategies for addressing any weaknesses, with a view to sustainability	3		
Element 5: Evidence of regular and resourced reflection points with partner(s) that take note of any significant changes in the wider institutional setting that affect capacity	2		
Overall Score:	2.6		
Overall Rating:	Satisfactory		High confidence

MI 5.4: Detailed risk (strategic, political, reputational, operational) management strategies ensure the identification, mitigation, monitoring and reporting of risks

Element	Score	Narrative	Source Documents
Element 1 : Intervention designs include detailed analysis of and mitigation strategies for operational risk	3	Risk is highlighted in the DWCPs, and should be reviewed with countries regularly. However, there is a lack of rigor in country level risk assessment in the country results frameworks. Risk management has made progress and is evolving. The ILO has recently begun to make its approach to risk more systematic and has introduced the Enterprise Risk Management framework, but implementation is still in progress. A risk management officer was appointed 18 months ago. The DWCP guidance requires a Country Programme Review to be held regularly with partners at which risks and results are reviewed. All country level outcomes are required to be risk assessed by the ILO. However, there appears to be little guidance on processes/criteria for doing this. The Legal department provides support to PARDEV to ensure that agreements with donors and partners set out clear accountabilities, liabilities and will mitigate risks to funding, reputation, operation.	26, 47, 50, 55, 58
Element 2: Intervention designs include detailed analysis of and mitigation strategies for strategic risk	3		
Element 3: Intervention designs include detailed analysis of and mitigation strategies for political risk	3		
Element 4: Intervention designs include detailed analysis of and mitigation strategies for reputational risk	2		
Element 5: Risks are routinely monitored and reflected upon by the partnership	3		
Element 6: Risk mitigation actions taken by the partnership are documented and communicated	2		
Overall Score:	2.67		
Overall Rating:	Satisfactory		High confidence

MI 5.5: Intervention designs include the analysis of cross-cutting issues (as defined in KPI 2)

Element	Score	Narrative	Source Documents
Element 1 : Intervention design documentation includes the requirement to analyse cross cutting issues	3	Guidelines exist to ensure that all the main cross cutting issues are analysed. However, while gender and good governance features strongly in DWCPs, environment and climate change are less systematically analysed. All Decent Work Country Programmes are required to reflect the principles outlined in the Decent Work Agenda, and the DWCP guidelines require gender equality and non-discrimination to be considered as cross-cutting issues within these strategic objectives. The ILO has also committed to analysing the links between climate change and social and labour markets for effective responses. Markers have been introduced in the implementation module of the ILO's Enterprise Resource Planning system (IRIS) to track information on the three cross-cutting issues found in the P&B 2016-17. Each marker codes the level of integration of each of the three cross-cutting dimensions in the Country Programme Outcomes and Global Products. Integration of the three cross-cutting issues is one of the criteria for the allocation of RBSA resources in the period 2016-17. Gender guidelines for project design and implementation are made available to field staff, but not consistently applied. Staff training in the analysis of environmental sustainability issues is taking place, but such analysis has yet to be applied organisation wide.	4, 7, 15, 18, 40, 58
Element 2: Guidelines are available for staff on the implementation of the relevant guidelines	3		
Element 3: Approval procedures require the assessment of the extent to which cross-cutting issues have been integrated in the design	3		
Element 4: Intervention designs include the analysis of gender issues	3		
Element 5: Intervention designs include the analysis of environmental sustainability and climate change issues	2		
Element 6: Intervention designs include the analysis of good governance issues	3		
Element 7: Plans for intervention monitoring and evaluation include attention to cross cutting issues	3		
Overall Score:	2.86		
Overall Rating:	Satisfactory		High confidence

MI 5.6: Intervention designs include detailed and realistic measures to ensure sustainability (as defined in KPI 12)

Element	Score	Narrative	Source Documents
Element 1 : Intervention designs include statement of critical aspects of sustainability, including; institutional framework, resources and human capacity, social behaviour, technical developments and trade, as appropriate	3	Sustainability is now understood to be integral to DWCPs and Flagship programmes, and addressed. However, this development is recent and ongoing in its development. DWCPs and development cooperation do not show evidence of how sustainability will be addressed systematically. The capacity building element of all DWCPs represents a concerted measure to enhance their long term sustainability, through transferring responsibility for their design and implementation to tripartite constituents. The Decent Work Country Programme checklist requires that country programmes demonstrate that tripartite constituents and other national institutions will be in a position to assume the ownership of parts of the DWCP and progressively assume larger parts of it, and that where weaknesses are identified, capacity building measures are put in place. However, there is no explicit reference in the guidance to sustainability. The DWCPs do refer to institutions, resources, legal framework and policy benefits, but not rigorously or consistently, and the link to sustainability is not always set out clearly. In its new Development Cooperation Strategy, the ILO has committed to ensuring that larger flagship programmes increase the sustainability of ILO development cooperation and can be handed over to national counterparts at the end of funding periods. Development Cooperation Guidance requires sustainability assumptions to be considered at planning stage as well as how sustainability can be ensured at the operational planning stage. Sustainability is also covered as part of ILO appraisal of extra-budgetary technical cooperation.	1, 2, 4, 5, 20, 58
Element 2: Key elements of the enabling policy and legal environment that are required to sustain expected benefits from a successful intervention are defined in the design	3		
Element 3: The critical assumptions that underpin sustainability form part of the approved monitoring and evaluation plan	2		
Element 4: Where shifts in policy and legislation will be required these reform processes are addressed (within the intervention plan) directly and in a time sensitive manner	2		
Overall Score:	2.5		
Overall Rating:	Satisfactory		High confidence

MI 5.7: Institutional procedures (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.) positively support speed of implementation

Element	Score	Narrative	Source Documents
Element 1 : Internal standards are set to track the speed of implementation	NE	The field review of operations in 2014 highlighted the fact that ILO procedures are slow and bureaucratic in many cases, leading to delays in disbursement, recruitment and implementation. Evidence from ILO interviews, survey responses and evaluations shows that bottlenecks and procedural delays are significant. The issue has been recognised as a priority by ILO leadership: as part of the ILO reform process, the efficiency and effectiveness of business processes are specifically being addressed. The decentralisation of critical functions for implementation, such as procurement, and the thorough review of HR-systems, procedures and recruitment processes have led to some improvement.	1, 2, 4, 6, 12, 17, 21, 39
Element 2: Organisation benchmarks (internally and externally) its performance on speed of implementation across different operating contexts	NE		
Element 3: Evidence that procedural delays have not hindered speed of implementation across interventions reviewed	2		
Element 4: Evidence that any common institutional bottlenecks in speed of implementation identified and actions taken leading to an improvement	2		
Overall Score:	2.0		
Overall Rating:	Unsatisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 6: Works in coherent partnerships directed at leveraging and/or ensuring relevance and catalytic use of resources			
Overall KPI Rating	**2.60**	**Overall KPI**	**Satisfactory**

MI 6.1: Planning, programming and approval procedures enable agility in partnerships when conditions change

Element	Score	Narrative	Source Documents
Element 1 : Mechanisms in place to allow programmatic changes and adjustments when conditions change	2	The Development Cooperation manual (2015) sets out how projects can be adjusted, e.g. through changes to the work plan or project extensions. There are perceptions that the ILO is a heavy, slow and bureaucratic organisation. Additionally the ILO is not seen to act very responsively in partnerships. No evidence was provided on tools for partnership work beyond the UNDAF. There are areas where partnership working has been successful, but it is not clear that this is universal or based on a systematic approach or method. The ILO has made recent changes in its guidance and programmes which will improve the effectiveness of its partnership work through increasing coherence and more effective use of joint resources. However, these changes are new and untested, and the value of partnership working and methods and tools for working in partnerships are not yet clearly articulated or systematically embedded in its systems. It is part of the corporate strategy to work closely with UN partners within the overall framework of UN system-wide coherence, particularly in relation to the United Nations Development Assistance Framework, UN Strategic Frameworks, One UN Funds, and UN frameworks related to crises. There are also examples of effective ILO partnerships in humanitarian settings and in the area of social protection (see ILO Programme Implementation Report 2014-15). Where the ILO does not have a residential presence, this has led to coordination difficulties in some countries due to cumbersome administrative procedures and has hampered the Office's consistent participation in UN Country Team (UNCT) initiatives.	12, 15, 24, 31, 35, 50
Element 2: Mechanisms in place to allow the flexible use of programming funds as conditions change (budget revision or similar)	3		
Element 3: Institutional procedures for revisions permit changes to be made at country/regional/HQ level within a limited timeframe (less than three months)	NE		
Element 4: Evidence that regular review points between partners support joint identification and interpretation of changes in conditions	3		
Element 5: Evidence that any common institutional bottlenecks in procedures identified and action taken leading to an improvement	2		
Overall Score:	2.5		
Overall Rating:	Satisfactory		Medium confidence

MI 6.2: Partnerships based on an explicit statement of comparative advantage e.g. technical knowledge, convening power/partnerships, policy dialogue/advocacy

Element	Score	Narrative	Source Documents
Element 1 : Corporate documentation contains clear and explicit statement on the comparative advantage that the organisation is intending to bring to a given partnership	3	The comparative advantage of ILO is not always clearly stated, although clearly perceived by countries and partners as lying in its labour expertise. There are examples of effective practice (e.g. ILO has a MoU with UN Women and there is joint work in the field, as well as collaboration the global level). However, there is scope to improve, and more clearly define, ILOs comparative advantage and partnership contribution through better engagement and role definition with partners. The tripartite constituency of ILO is based on an explicit understanding of the roles and contributions of each partner in relationship to the governance of the ILO. The ILO has actively sought partnerships with other international organisations in areas of shared responsibility to draw on the complementary expertise, data and experience of the different agencies, and share knowledge. The ILO is increasingly moving into humanitarian sphere through joint UN programmes, where the added value of the ILO is appreciated. In turn, in development contexts, some ILO staff are frustrated due to the marginalization of the ILO by other UN agencies. There remains, however, a need for the ILO to deepen dialogue and cooperation with sister organisations with relevant mandates and contribute actively to the initiatives of other organisations, and of the multilateral system as a whole, including through strategic participation in "One UN" modalities. Recent evaluations identify the need for more efforts to enhance substantive collaboration and ensure complementarity between the ILO and other agencies. The ILO does not have adequate staffing to represent its mandate in countries with no ILO office, and in fragile states resourcing is a challenge.	1, 2, 4, 13, 14, 15, 19, 20, 21, 24, 45, 46, 47, 48, 50
Element 2: Statement of comparative advantage is linked to clear evidence of organisational capacities and competencies as it relates to the partnership	2		
Element 3: Evidence that resources/ competencies needed for intervention area(s) are aligned to the perceived comparative advantage	3		
Element 4: Comparative advantage is reflected in the resources (people, information, knowledge, physical resources, networks) that each partner is able (and willing) to bring to the partnership	2		
Overall Score:	2.5		
Overall Rating:	Satisfactory		High confidence

MI 6.3: Clear adherence to the commitment in the Busan Partnership for Effective Development Cooperation on the use of country systems

Element	Score	Narrative	Source Documents
Element 1 : Clear statement on set of expectations for how the organisation will seek to deliver on the Busan commitment/QCPR statement (as appropriate) on use of country systems within a given time period	3	The ILO is committed to alignment with country systems as part of the Decent Work Strategy. The ILO DWCP guidebook and Development Cooperation manual provide guidelines for linking with national strategies. However, it is not systematic or always explicit in its practice. The vast majority of ILO Development Cooperation projects aim at strengthening country systems such as labour market information systems, labour inspection units, statistical offices, vocational training institutions, etc. Use of country systems is especially common in Middle-Income Countries. The ILO includes a Development Cooperation Oversight function in responsibilities of National tripartite DWCP Committees to increase national ownership of the implementation of the ILO Development Cooperation strategy, and the ILO consistently uses national expertise in the field. Furthermore, the ILO brings the three constituents into UNDAF discussions to ensure alignment with country systems and priorities.	1, 2, 3, 4, 17
Element 2: Internal processes (in collaboration with partners) to diagnose the condition of country systems	2		
Element 3: Clear procedures for how organisation to respond to address (with partners) concerns identified in country systems	NE		
Element 4: Reasons for non-use of country systems clearly and transparently communicated	NE		
Element 5: Internal structures and incentives supportive of greater use of country systems	3		
Element 6: Monitoring of the organisation trend on use of country systems and the associated scale of investments being made in strengthening country systems	NE		
Overall Score:	2.67		
Overall Rating:	Satisfactory		Medium confidence

MI 6.4: Strategies or designs identify synergies, to encourage leverage/catalytic use of resources and avoid fragmentation

Element	Score	Narrative	Source Documents
Element 1 : Strategies or designs clearly recognise the importance of synergies and leverage	2	There is little evidence of a systematic approach, though some synergies are achieved in practice, and there are no specific strategies identified to encourage, or leverage, the catalytic use of resources, and to avoid fragmentation. However, there was a clear recognition in corporate documentation that the ILO needs to be bolder in consolidating and diversifying its partnerships and resource base. Many development cooperation evaluations and reviews expressed concerns about the ILOs scattered and disjointed development cooperation portfolio with too many small projects. The ILO is increasingly committed to working through flagship programmes that support a coordinated approach, leverage resources and reduce fragmentation. It does this by combining the advantages and effectiveness of large, strategic interventions with delivery and results at the country level, and multi-partner operations financially supported through a mix of traditional development partner funding sources, domestic funding, and South–South cooperation and private sector engagement. The ILO also participates in several programmes based on joint cooperation between a number of UN agencies (e.g. Green Jobs and PAGE).	1, 5, 7, 12
Element 2: Strategies or designs contain clear statements of how duplication/fragmentation will be avoided based on realistic assessment of comparative advantages	2		
Element 3: Strategies or designs contain clear statement of where an intervention will add the most value to a wider change.	2		
Element 4: Strategies or designs contain a clear statement of how leverage will be ensured	NE		
Element 5: Strategies or designs contain a clear statement of how resources will be used catalytically to stimulate wider change	NE		
Overall Score:	2.0		
Overall Rating:	Unsatisfactory		Medium confidence

MI 6.5 Key business practices (planning, design, implementation, monitoring and reporting) coordinated with other relevant partners (donors, UN agencies, etc.) as appropriate.

Element	Score	Narrative	Source Documents
Element 1 : Evidence that the organisation has participated in joint planning exercises, such as the UNDAF	3	The ILO participates actively in joint planning with the country partners, UN and UNDAF, although there are some concerns about completeness of alignment. Where the ILO does not have country presence, alignment with the UN is often weaker. The ILO's Development Corporation Strategy has been developed in line with, and to ensure coordination with, the ILO's Governing Body members – representatives of governments, workers and employers. The ILO is closely involved at UN level in developing UNDAF guidance for alignment of DWCP guidance to ensure that there is a coherent approach at country level. The ILO reports to the UN when engaged in UNDAF, and reviews work with donors regularly. The ILO cooperates actively, directly and through joint UN country programmes, with governments and employers' and workers' organizations at national, regional and global levels, assisting them to design and implement Decent Work policies. ILO also coordinates with partners in the implementation of Better Work and Social Protection Floor initiatives. Independent evaluations have found that at countrywide level, DWCPs, United Nations Development Action Frameworks (UNDAFs) and United Nations Development Assistance Plans (UNDAPs) assisted in establishing coherence among the projects formulated and implemented by various UN entities. The lowest level of coherence was found in countries that did not have formal ILO representation; in these cases, project teams tend to run their projects separately, and there is less systematic coherence and coordination.	1, 2, 4, 5, 6, 7, 13, 19, 20, 26, 42, 44,
Element 2: Evidence that the organisation has aligned its programme activities with joint planning instruments, such as UNDAF	3		
Element 3: Evidence that the organisation has participated in opportunities for joint programming where these exist	3		
Element 4: Evidence that the organisation has participated in joint monitoring and reporting processes with key partners (donor, UN etc.)	3		
Element 5: Evidence of the identification of shared information gaps with partners and strategies developed to address these	NE		
Element 6: Evidence of participation in the joint planning, management and delivery of evaluation activities	NE		
Overall Score:	3.0		
Overall Rating:	Satisfactory		Medium confidence

MI 6.6: Key information (analysis, budgeting, management, results etc.) shared with strategic/implementation partners on an ongoing basis

Element	Score	Narrative	Source Documents
Element 1 : Clear corporate statement on transparency of information	4	The corporate statement of transparency of information is The Classification of ILO Information Assets (2016). The ILO has a commitment to transparency and has recently submitted its first application to IATI. The Programme and Budget contains strategic information about budgeting and strategic management. The biennial ILO Programme Implementation report contains detailed country results tables. Both documents are publicly available. According to the survey, the ILO shares key information (analysis, budgeting, management, results) with partners on an ongoing basis. However, the information is of variable quality. The new development cooperation dashboard is likely to improve the nature of information being shared. Decent Work Country Programme implementation is reviewed with constituents and there are a range of other mechanisms at country level where information is shared, such as the IPEC child labour steering committees and the community of practice in the social protection flagship programme.	20, 59
Element 2: The organisation has signed up to the International Aid Transparency Initiative	4		
Element 3: Information is available on analysis, budgeting, management in line with the guidance provided by the International Aid Transparency Initiative	4		
Element 4: Evidence that partner queries on analysis, budgeting, management and results are responded to in a timely fashion	3		
Element 5: Evidence that information shared is accurate and of good quality	2		
Overall Score:	3.4		
Overall Rating:	Highly satisfactory		High confidence

MI 6.7: Clear standards and procedures for accountability to beneficiaries implemented

Element	Score	Narrative	Source Documents
Element 1 : Explicit statement available on standards and procedures for accountability to beneficiary populations e.g. Accountability to Affected Populations	2	No evidence was found of accountability to specific beneficiary groups (e.g. women, youth, marginalised groups, etc.) although some programmes (e.g. IPEC, Migration, and Better Work) directly target such groups. The Development Cooperation manual has a requirement for communication to stakeholders, including beneficiaries.	75
Element 2: Guidance for staff is available on the implementation of the procedures for accountability to beneficiaries	2		
Element 3: Training has been conducted on the implementation of procedures for accountability to beneficiaries	NE		
Element 4: Programming tools explicitly contain the requirement to implement procedures for accountability to beneficiaries	NE		
Element 5: Approval mechanisms explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries will be addressed within the intervention	NE		
Element 6: Monitoring and evaluation procedures explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries have been addressed within the intervention	NE		
Overall Score:	2		
Overall Rating:	Unsatisfactory		Medium confidence

MI 6.8: Participation with national and other partners in mutual assessments of progress in implementing agreed commitments

Element	Score	Narrative	Source Documents
Element 1 : Evidence of participation in joint performance reviews of interventions e.g. joint assessments	2	There is intent to review with partners, but feedback from countries indicates that workers and employers are not always engaged. There is scope to improve, and systematise, processes to ensure mutual progress assessments following the 2015 requirement for a tripartite oversight committee in each country. At country level, ILO participates in preparation of annual reports on UNDAFs. National DWCP Tripartite Committees provide a platform for monitoring delivery on agreed commitments. Constituents have been actively involved in child labour and forced labour project evaluations and impact evaluations, as well as thematic evaluations.	1, 20, 44, 59
Element 2: Evidence of participation in multi-stakeholder dialogue around joint sectoral or normative commitments	3		
Element 3: Evidence of engagement in the production of joint progress statements in the implementation of commitments e.g. joint assessment reports	3		
Element 4: Documentation arising from mutual progress assessments contains clear statement of the organisation's contribution, agreed by all partners	NE		
Element 5: Surveys or other methods applied to assess partner perception of progress	NE		
Overall Score:	2.66		
Overall Rating:	Satisfactory		Medium confidence

MI 6.9: Deployment of knowledge base to support programming adjustments, policy dialogue and/or advocacy

Element	Score	Narrative	Source Documents
Element 1 : Statement in corporate documentation explicitly recognises the organisation's role in knowledge production	3	The Programme and Budget 2016-17 has "effective advocacy for decent work "as one of three enabling outcomes, with an emphasis on knowledge development. Key outputs for this include authoritative analytical reports, high quality, timely information; consolidating statistical databases. Knowledge development is seen as a key element of the ILO's work: in collaboration with universities and research centres, the ILO invests in independent research, compiles innovative country experiences, and builds expertise and knowledge. The ILO's expertise and knowledge base concerning the world of work is acknowledged to be excellent, and the organisation has knowledge products of good quality. However, it does not always share knowledge, internally and externally, in an effective and timely way which diminishes its utility and impact. At country level, technical manuals, checklists and methodologies developed by the ILO, often in collaboration with local constituents, and are used by project partners as part of capacity building processes and for project implementation. The ILO engages in evidence-based advocacy through initiatives such as the global campaigns concerning Social Protection and HIV/AIDS in the workplace. A number of evaluations have levied concerns that ILO research has become disconnected from policy and field operations, too centralised in HQ and not sufficiently connected to country policy processes. The Global Technical Team has been created as a response, with specialists from HQ and the Regional offices. It collaborates with the sub regional DWTs and the country teams and peer reviews all outputs from the Research department.	1, 4, 5, 12, 14, 19, 40, 59, 71
Element 2: Evidence of knowledge products produced and utilised by partners to inform action	NE		
Element 3: Knowledge products generated and applied to inform advocacy at country, regional or global level	3		
Element 4: Evidence that knowledge products generated are timely/perceived as timely by partners	2		
Element 5: Evidence that knowledge products are perceived as high quality by partners	3		
Element 6: Evidence that knowledge products are produced in a format that supports their utility to partners	2		
Overall Score:	2.6		
Overall Rating:	Satisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

Performance Area: Performance Management

Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning

KPI 7: Strong and transparent results focus, explicitly geared to function			
Overall KPI Rating	**2.73**	**Overall KPI**	**Satisfactory**

MI 7.1: Leadership ensures application of an organisation-wide RBM approach

Element	Score	Narrative	Source Documents
Element 1 : Corporate commitment to a result culture is made clear in strategic planning documents	4	Available evidence points to strong corporate commitment to a results culture which is made clear in Strategic Policy Framework 2010-15, Transitional SPF 2016-17, biennial Programme and Budget 2016-17, Decent Work Country Programmes, Outcome Based Work plans etc. Clear requirements for RBM approach are set out in RBM in the ILO (2011) and particularly in the Development Cooperation Manual (2015). The Performance Management Framework (2009) is designed to link result-based principles and objectives at the organisational level with individual results, but there is no evidence of how well this works in practice. The comprehensive Development Cooperation Manual (2015) provides guidance for setting results targets and developing indicators. Project/programme tools and methods are outlined in the Development Cooperation Manual (2015), the Biennial Programme Implementation Report (latest 2014-15 published 2016) and ILO at Work development results report (2016). There is no evidence on overall resources for RBM, but a minimum of 2% of total project funds are reserved for evaluations and an additional 3% for monitoring, baseline data and reporting (Development Cooperation Manual). However, an	1, 2, 4, 12, 13, 15, 26, 41, 59, 60
Element 2: Clear requirements/incentives in place for the use of an RBM approach in planning and programming	3		
Element 3: Guidance for setting results targets and develop indicators is clear and accessible to all staff	4		
Element 4: Tools and methods for measuring and managing results are available	4		
Element 5: Adequate resources are allocated to the RBM system	2		
Element 6: All relevant staff are trained in RBM approaches and method	3		

Overall Score:	3.33	EVAL think piece on evaluation quality (2016) found only 1.5% of project costs were spent on evaluation compared to a 5-20% best practice 'rule of thumb'.	
Overall Rating:	Highly satisfactory		High confidence

MI 7.2. Corporate strategies, including country strategies, based on a sound RBM focus and logic

Element	Score	Narrative	Source Documents
Element 1 : Organisation-wide plans and strategies include results frameworks	4	Weaknesses have been identified but there is a commitment to improve. Survey responses in particular were positive. The Programme and Budget for the Biennium 2016-17 includes the outcome framework. Clear linkages exist between the different layers of the results framework: projects, DWCPs, Outcome-based work plans and Strategic Plan are all linked. There is uncertain evidence on Element 3. The Programme Implementation Report (PIR) is biennial, not annual. The 2005 Evaluation Policy mentioned annual implementation reports, so it is not clear when these were stopped. Only an annual Financial Report is produced. The ILO planning cycle is biennial with GB discussion timed accordingly. There is no evidence of annual discussion of results with the governing bodies. A public record of the GB discussion on the PIR 2014-15 is available. The Strategic Plan is currently a transitional two year arrangement, pending the planned alignment with the next 4 year QCPR cycle in 2018-21. The Gender Equality Action Plan 2010-15 is updated for 2016-17. There is no evidence concerning other strategies. There is no annual report, as such, published or submitted to either the Governing Body or to the International Labour Conference, only an annual Financial Report. The Biennial PIR 2014-15 does show deviations between planned and actual results in the current plan period, but only reports on a two year period, not on a longer period.	1, 3, 5, 6, 2, 14, 19, 20, 28, 40, 41, 44, 46, 48, 26, 58
Element 2: Clear linkages exist between the different layers of the results framework, from project through to country and corporate level	4		
Element 3: An annual report on performance is discussed with the governing bodies	2		
Element 4: Corporate strategies are updated regularly	3		
Element 5: The annual corporate reports show progress over time and notes areas of strong performance as well as deviations between planned and actual results	2		
Overall Score:	3.0		
Overall Rating:	Satisfactory		High confidence

MI 7.3: Results targets based on a sound evidence base and logic

Element	Score	Narrative	Source Documents
Element 1 : Targets and indicators are adequate to capture causal pathways between interventions and the outcomes that contribute to higher order objectives	2	The extent to which the results targets are based on sound evidence base is unclear. An evaluability assessment mechanism is in place for larger projects. The EVAL think piece on M&E issues in large projects (2015) found serious deficiencies in the theory of change and log frame, and concluded that clarity and completeness of performance indicators were frequently problematic. The Development Cooperation Manual 2015 (p.73, 78, 119) implies that a baseline is prepared. Project budget line 16 required to contain 'adequate resources for baseline data' etc. (p.152). It is not clear whether these are mandatory, but this is implied. EVAL M&E think piece (2015) found M&E plans are frequently neglected or not implemented properly. IDR states outcome targets are reviewed twice per year. There is no evidence on other results targets (e.g. project and programme level). EVAL M&E think piece on M&E (2015) found that, when performance information is collected, it tends to serve more of an administrative purpose. Broader use of results information during the life of the project is limited.	41
Element 2: Indicators are relevant to the expected result to enable measurement of the degree of goal achievement	2		
Element 3: Development of baselines are mandatory for new Interventions	3		
Element 4: Results targets are regularly reviewed and adjusted when needed	3		
Overall Score:	2.5		
Overall Rating:	Satisfactory		High confidence

MI 7.4: Monitoring systems generate high quality and useful performance data

Element	Score	Narrative	Source Documents
Element 1 : The corporate monitoring system is adequately resourced	2	Insufficient evidence on a number of elements. Despite the corporate commitment, there is negative evidence from surveys and interviews on monitoring practice. To the extent that it only allows for biennial rather than annual reporting, the corporate monitoring system does not seem adequately resourced. There is limited evidence of data generated by monitoring systems at output and outcome levels of the results chain. The EVAL M&E think piece on M&E (2015) found that log-frames often confused outcomes with outputs. Data adequately captures key corporate results on a biennial basis, but not on an annual basis.	1, 4, 19, 20, 40, 41, 42, 46, 47
Element 2: Monitoring systems generate data at output and outcome level of the results chain	2		
Element 3: Reporting structures are clear	NE		
Element 4: Reporting processes ensure timely data for key corporate reporting, and planning	NE		
Element 5: A system for ensuring data quality exists	NE		
Element 6: Data adequately captures key corporate results	3		
Overall Score:	2.33		
Overall Rating:	Satisfactory		Medium confidence

MI 7.5: Performance data transparently applied in planning and decision-making

Element	Score	Narrative	Source Documents
Element 1 : Planning documents are clearly based on performance data	NE	There is limited evidence from the document review, but a strong response from ILO included more positive evidence. Survey information was mixed: quantitative data indicates fairly/very good performance; qualitative survey responses included two negative comments. There is limited evidence, but EVAL M&E think piece on M&E (2015) found that proposed adjustments to interventions are clearly informed by performance data. When performance information is collected, it tends to serve more of an administrative purpose. Broader use of results information during the life of the project is limited. Performance measurement strategies have serious gaps. IDR found that outcome targets are reviewed twice per year. There is no evidence on adjustments or appropriateness.	40, 41, 59
Element 2: Proposed adjustments to interventions are clearly informed by performance data	2		
Element 3: At corporate level, management regularly reviews corporate performance data and makes adjustments as appropriate	3		
Element 4: Performance data support dialogue in partnerships at global, regional and country level	NE		
Overall Score:	2.5		
Overall Rating:	Satisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 8: Evidence-based planning and programming applied			
Overall KPI Rating	**2.98**	**Overall KPI**	**Satisfactory**

MI 8.1: A corporate independent evaluation function exists

Element	Score	Narrative	Source Documents
Element 1: The evaluation function is independent from other management functions such as planning and managing development assistance *(operational independence)*	4	There is insufficient evidence to score all the elements without further research, but sufficient evidence from the documents and ILO responses to suggest that this should score Highly Satisfactory. The evaluation function is structurally and operationally independent. EVAL does not have full discretion in deciding on the evaluation programme. EVAL policy guidelines explain the requirements for project evaluation. Every year the rolling work plan for strategy and DWCP evaluation is decided at the Oct/Nov Governing Body. Additionally, EVAL responds to Governing Body recommendations for specific evaluation needs and supports the work of the Social Justice Declaration and the Recurrent Discussions with synthesis reviews (EVAL FAQ). P&B 2016-17 contains a separate budget line for evaluation. It is assumed to be entirely core funded, although there is no evidence of this. The Evaluation Policy (2005) mentions regular budget funding. EVAL ensures that project, DWCP and strategy evaluations have appropriate dissemination and management response. All recommendations in an independent evaluation must be followed up by management through a formal response exercise which records the action taken – including analysis of how constituents are involved. How well management responds is reported to, and discussed by, the Governing Body in the EVAL Annual Report (EVAL FAQ). Not all evaluations demonstrate behavioural independence. TC projects	20, 28, 29, 30, 40, 41, 59
Element 2: The Head of evaluation reports directly to the Governing Body of the organisation *(Structural independence)*	4		
Element 3: The evaluation office has full discretion in deciding the evaluation programme	3		
Element 4: A separate budget line (approved by the Governing Body) ensures *budgetary independence*	3		
Element 5: The central evaluation programme is fully funded by core funds	4		
Element 6: Evaluations are submitted directly for consideration at the appropriate level of decision-making pertaining to the subject of evaluation	3		
Element 7: Evaluators are able to conduct their work throughout the evaluation without undue interference by those	3		

involved in implementing the unit of analysis being evaluated. *(Behavioural independence)*		under $0.5m are self-evaluations. Internal evaluations for projects over $0.5m can be conducted by ILO officials. Projects over $1m must undergo at least one independent evaluation. Independent evaluations are managed by independent ILO officials and overseen by EVAL. They are carried out by external evaluators who have no previous links to the project (Development Cooperation Manual 2015).	
Overall Score:	3.43		
Overall Rating:	Highly Satisfactory		High confidence

MI 8.2: Consistent, independent evaluation of results (coverage)

Element	Score	Narrative	Source Documents
Element 1 : An evaluation policy describes the principles to ensure coverage, quality and use of findings, including in decentralised evaluations	3	The Evaluation Policy dates from 2005 and was extended for five years following a review in 2010. It includes some discussion of coverage (e.g. independent evaluations for projects over $0.35m, since raised), one mention of quality control, more systematic use of evaluation, but not much detail. More detail on quality control is contained in the Policy Guidelines on Results-Based Evaluation (2013). The implementation of the different categories of evaluations, such as strategic, thematic and corporate level evaluations, is covered in the Evaluation Policy 2005 and Policy Guidelines on Results-Based Evaluation (2013). A 'rolling work plan' is submitted to the GB. The Evaluation Advisory Committee (EAC) met 7 times in 2014-15, the EVAL Annual Report states that EAC meeting records are 'meticulously maintained', but no record of these meetings are published on the website. A summary of the EAC deliberations is contained in the AER. There does not appear to be an annual evaluation work plan, just a 'rolling work plan'.	1, 20, 39, 40, 41
Element 2: The policy/an evaluation manual guides the implementation of the different categories of evaluations, such as strategic, thematic, corporate level evaluations, as well as decentralized evaluations	4		
Element 3: A prioritized and funded evaluation plan covering the organisation's planning and budgeting cycle is available	4		
Element 4: The annual evaluation plan presents a systematic and periodic coverage of the organisations' Interventions, reflecting key priorities	2		
Element 5: Evidence from sample countries demonstrate that the policy is being implemented	3		

Overall Score:	3.2		
Overall Rating:	Highly satisfactory		High confidence

MI 8.3: Systems applied to ensure the quality of evaluations

Element	Score	Narrative	Source Documents
Element 1: Evaluations are based on design, planning and implementation processes that are inherently quality oriented	3	The EVAL think piece on evaluation quality assessment (2016) states that quality guidance is comprehensive (see EVAL checklists). Concerning evaluation quality, the think piece assessed evaluation methodology as only 1.5, below the 'acceptable' average of 1.8-1.9 and suggested that evaluations had limited resources. A process for quality assurance of evaluations does exist, although it does not appear to be succeeding in improving evaluation quality over time. According to the EVAL M&E think piece on evaluation quality (2016) quality has stagnated at 'acceptable' only.	20, 40, 41, 44
Element 2: Evaluations use appropriate methodologies for data-collection, analysis and interpretation	2		
Element 3: Evaluation reports present in a complete and balanced way the evidence, findings, conclusions, and where relevant, recommendations	3		
Element 4: The methodology presented includes the methodological limitations and concerns	NE		
Element 5: A process exists to ensure the quality of all evaluations, including decentralized evaluations	2		
Overall Score:	2.5		
Overall Rating:	Satisfactory		Medium confidence

MI 8.4: Mandatory demonstration of the evidence base to design new interventions

Element	Score	Narrative	Source Documents
Element 1: A formal requirement exists to demonstrate how lessons from past interventions have been taken into account in the design of new interventions	4	Formal requirement exists to demonstrate how lessons from past interventions have been taken into account in the design of new interventions. i-Track online database is not widely and consistently used. No public data found.	3, 6, 40, 41, 58,59
Element 2: Clear feedback loops exist to feed lessons into new interventions design	4		
Element 3: There is evidence that lessons from past interventions have informed new interventions.	2		
Element 4: Incentives exist to apply lessons learnt to new interventions	NE		
Element 5: The number/share of new operations designs that draw on lessons from evaluative approaches is made public	0		
Overall Score:	2.5		
Overall Rating:	Satisfactory		Medium confidence

MI 8.5: Poorly performing interventions proactively identified, tracked and addressed

Element	Score	Narrative	Source Documents
Element 1: A system exists to identify poorly performing interventions	3	There is insufficient evidence to score all the elements. Documentary and survey evidence indicates that poorly performing interventions are identified and addressed, but does not provide robust evidence of Highly Satisfactory performance, hence the Satisfactory rating. There is no evidence on the existence of a performance management system for interventions or of poor performance specifically. EVAL ensures that project, DWCP and strategy evaluations have appropriate dissemination and management response. All recommendations in an independent evaluation must be followed up by management through a formal response exercise which records the action taken – including analysis of how constituents are involved (EVAL FAQ). There is no evidence of what happens with poorly performing initiatives.	7, 40, 41, 40, 59
Element 2: Regular reporting tracks the status and evolution of poorly performing interventions	NE		
Element 3: A process for addressing the poor performance exists, with evidence of its use	NE		
Element 4: The process clearly delineates the responsibility to take action	3		
Overall Score:	3.0		
Overall Rating:	Satisfactory		Medium confidence

MI 8.6: Clear accountability system ensures responses and follow- up to and use of evaluation recommendations

Element	Score	Narrative	Source Documents
Element 1: Evaluation reports include a management response (or has one attached or associated with it)	4	Documentary, survey and interview evidence supports a Highly Satisfactory rating overall. Evaluation reports do include a management response. In most, but not all evaluations the management response includes an action plan and /or	40, 41, 59, 9
Element 2: Management responses include an action plan and /or	3		

agreement clearly stating responsibilities and accountabilities		agreement clearly stating responsibilities, accountabilities and a timeline for implementation of key recommendations. A system does exist to monitor the status of implementation. The EVAL Annual Report concerns the status of use and implementation of evaluation recommendations and is publically available.	
Element 3: A timeline for implementation of key recommendations is proposed	3		
Element 4: A system exists to regularly track status of implementation	4		
Element 5: An annual report on the status of use and implementation of evaluation recommendations is made public	3		
Overall Score:	3.4		
Overall Rating:	Highly Satisfactory		High confidence

MI 8.7: Uptake of lessons learned and best practices from evaluations

Element	Score	Narrative	Source Documents
Element 1: A complete and current repository of evaluations and their recommendations is available for use	3	The EVAL repository (i-Track) contains less than 75% of mandated internal evaluations (EVAL Annual Report p.8) but the actual figure now estimated at close to 95%. EVAL has a searchable knowledge-sharing platform. The EVAL Annual Report is meant to 'synthesize recommendations and lessons learned based on evaluations' (AR Appendix II) but the 2014-15 report did not. Other dissemination takes place through EVAL newsletter and think pieces. The EVAL Annual Report includes a table on the management response to recommendations. The EVAL review of P&B 2016-17 found greater	3, 7, 26, 38, 39, 40, 41, 43, 47, 58
Element 2: A mechanism for distilling and disseminating lessons learned internally exists	3		
Element 3: A dissemination mechanism to partners, peers and other stakeholders is available and employed	NE		

Element 4: A system is available and used to track the uptake of lessons learned	NE	'commitment' to integrate lessons, but this is not evidence of application. The PIR and EVAL AER contain examples. The classification of ILO Information Assets (2016) does not specifically mention evaluation, but the website states that the final evaluation reports are disseminated in accordance with this policy.	
Element 5: An annual report on the status of use and implementation of evaluation recommendations is made public	3		
Element 6: Evidence is available that lessons learned and good practices are being applied	2		
Element 7: A corporate policy for Disclosure of information exists and is also applied to evaluations	3		
Overall Score:	2.8		
Overall Rating:	Satisfactory		Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

Performance Area: Results

Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way

KPI 9: Achievement of development and humanitarian objectives and results			
Overall KPI Score	**n/a**	**Overall KPI Rating**	**Satisfactory**

MI 9.1: Interventions assessed as having achieved their stated development and/or humanitarian objectives and attain expected results

Rating	Narrative	Source Documents
Satisfactory *Organisations either achieve at least a majority of stated output and outcome objectives (more than 50% if stated) or the most important of stated output and outcome objectives are achieved.*	A consolidated picture of intervention or country programme achievements is not available. Evaluation reports on a sub-set of project evaluations are available on the ILO website, but were not synthesised as part of the MOPAN exercise. On the basis of the small sample of evaluation reports consulted, and the qualitative responses from the survey, performance has been mixed but on balance positive. Results data is reported at ILO Outcome level in the Programme Implementation Report 2014-15. This shows over-achievement of results compared with 2010-15 targets in 32 of the 50 outcome level indicators, and under-achievement in respect of 18 indicators.	15, 16, 20, 46, 47, 48, 50, 51, 53 Medium confidence

MI 9.2 Interventions assessed as having realised the expected positive benefits for target group members

Rating	Narrative	Source Documents
Satisfactory *Interventions have resulted in positive changes experienced by target group members (at the individual, household or community level). These benefits may include the avoidance or reduction of negative effects of a sudden onset or protracted emergency*	A consolidated picture of the benefits for the wide range of target groups is not available. Analysis of a small sample of high-level evaluations, and data on some individual programmes (e.g. IPEC), points to positive benefits.	15, 47, 48, 50 Medium confidence

MI 9.3: Interventions assessed as having contributed to significant changes in national development policies and programs (policy and capacity impacts), or needed system reforms

Rating	Narrative	Source Documents
Highly Satisfactory *Interventions have made a substantial contribution to either re-orienting or sustaining effective national policies and programmes in a given sector or area of development disaster preparedness, emergency response or rehabilitation. The supported policies or programmes are expected to result in improved lives of target group members*	The overall picture from the sample of evaluations reviewed, evidence from surveys and interviews, and the recent Programme Implementation Report, is that ILO has contributed to significant change in national policies and reforms.	15, 38, 39, 43, 44, 45, 47, 48 High confidence

MI 9.4: Interventions assessed as having helped improve gender equality and the empowerment of women

Rating	Narrative	Source Documents
Satisfactory *Interventions achieve a majority (more than 50%) of their stated objectives*	Over 75% of ILO projects have no, or only a few, gender responsive, outputs or activities. Despite a major independent evaluation of the 2010-15 Gender Equality Action Plan in 2016, no consolidated picture is available on the extent to which ILO interventions have helped improve gender equality and the empowerment of women. There is evidence that, in some countries, ILO support to mainstreaming gender in policies and programmes has been effective. Positive and negative qualitative survey responses were evenly balanced.	40, 41, 46, 49, 50, 52 Medium confidence

MI 9.5: Interventions assessed as having helped improve environmental sustainability/helped tackle the effects of climate change

Rating	Narrative	Source Documents
Highly Unsatisfactory *Interventions do not include planned activities or project design criteria intended to promote environmental sustainability and help tackle climate change. In addition changes resulting from interventions are not environmentally sustainable/do not contribute to tackling climate change.*	No consolidated picture on the environmental/climate change contributions of ILO interventions, or whether planned activities have or have not included these issues, is available. There is evidence that ILO has provided at least some relevant support, but there is no evidence that the majority of interventions do so. The Development Cooperation Manual (2015) does include a question on how potential negative environmental impacts best be mitigated or avoided, but this does not appear to be a prominent issue in any of the documents consulted. The ILO implements an organization-wide Environmental Sustainability Policy and Management System, with an Office-wide Environmental Sustainability Action Plan for 2016-2017. At the time of the MOPAN assessment, environmental sustainability was being discussed as a fourth cross-cutting policy driver in the Programme and Budget for 2018-2019 and strategic plan for 2018-2021.	18, 48, 63, 64 Medium confidence

MI 9.6: Interventions assessed as having helped improve good governance

Rating	Narrative	Source Documents
Satisfactory *Interventions include some planned activities and project design criteria to promote or ensure 'good governance'. These activities are implemented successfully and the results have promoted or ensured 'good governance'*	No consolidated report or analysis of the impact of ILO interventions on good governance is available. However, it is inherent in most ILO interventions. To the extent that this is correct, the good governance contribution should be the same as the assessment for MI 9.1.	15, 47, 48, 74 Medium Confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 10: Relevance of interventions to needs and priorities of partner countries and beneficiaries			
Overall KPI Score	**n/a**	**Overall KPI Rating**	**Satisfactory**

MI 10.1: Interventions assessed as having responded to the needs/priorities of target groups

Rating	Narrative	Source Documents
Satisfactory *Interventions are designed to take into account the needs of the target group as identified through a situation or problem analysis (including needs assessment for relief operations) and the resulting activities are designed to meet the needs of the target group*	The Development Cooperation Manual (2015) requires that systematic methods are applied in implementation design to identify target group needs. The sample of documents consulted, and the majority of the qualitative survey responses, suggest that ILO interventions are generally relevant to the target groups. However, no overall assessment of target group relevance in practice is available.	12, 16, 20, 42, 44, 45, 47, 50, 51, 53 High confidence

MI 10.2: Interventions assessed as having helped contribute to the realisation of national development goals and objectives

Rating	Narrative	Source Documents
Satisfactory *Interventions have contributed substantially to the achievement of specific national development goals or have contributed to meeting humanitarian relief objectives agreed to with the national government and/or the humanitarian community*	The small sample of evaluations consulted suggests that ILO has contributed to the realisation of national development goals and targets. However, the extent of that contribution is largely unassessed, and the scale and duration of most ILO interventions is generally too limited to lead to national impact. For this reason it is probably fair to say that interventions have contributed 'partially' rather than 'substantially'.	42, 45, 46 Medium confidence

MI 10.3: Results assessed as having been delivered as part of a coherent response to an identified problem

Rating	Narrative	Source Documents
Unsatisfactory *The organisation has experienced significant difficulties in developing an effective relationship with partners, and there has been significant divergence between the priorities of the organisation and its partners*	The picture on coherence is mixed. The small sample high-level evaluations consulted suggest that, while ILO has and does work effectively with others in some situations, significant problems of coherence both within ILO country programmes and in terms of partnerships with others have been noted. There is no evidence from evaluations that ILO has improved the effectiveness of its partnership relationships over time.	43, 45, 46, 47, 50 High confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 11: Results delivered efficiently			
Overall KPI Score		**Overall KPI Rating**	**Unsatisfactory**

MI 11.1: Interventions assessed as resource/cost efficient

Rating	Narrative	Source Documents
Unsatisfactory *Interventions do not have credible, reliable information on the costs of activities and inputs and therefore no data is available on cost/resource efficiency*	The evidence for these indicator elements is limited and mixed. Some of the evaluations consulted indicate that there is insufficient cost data to make a reliable assessment. It is not possible to judge whether interventions have 'credible, reliable information' on costs, but there is no overall data on cost/resource efficiency. While there are some negative comments on the level of overheads and efficiency more generally, there are also some reasonably positive comments. On balance, because of the lack of available data on cost/resource efficiency, a judgement of unsatisfactory has been applied.	14, 41, 42, 47, 53 Medium confidence

MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming)

Rating		Source Documents
Unsatisfactory *Less than half of intended objectives are achieved on time but interventions have been adjusted to take account of difficulties encountered and can be expected to improve the pace of achievement in the future. In the case of humanitarian programming, there was a legitimate explanation for delays*	There are no published data on time delays (e.g. delayed project starts or extensions) or on the percentage of the intended objectives that are achieved on time. However, the bulk of the documentary and survey evidence suggests that many results and activities are not achieved on time. Delayed payments from donors may be a factor is some cases. ILO states that delays in start-up times 'have been addressed' but there are no data to support this.	20, 42, 45, 47 Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

KPI 12: Sustainability of results			
Overall KPI Score	**n/a**	**Overall KPI Rating**	**Satisfactory**

MI 12.1: Benefits assessed as continuing or likely to continue after project or program completion or there are effective measures to link the humanitarian relief operations, to recover, resilience eventually, to longer-term developmental results

Rating	Narrative	Source Documents
Unsatisfactory *Evaluations assess a low probability that the intervention will result in continued benefits for the target group after completion. For humanitarian relief operations, efforts to link the relief phase to rehabilitation, reconstruction and, eventually, to development are inadequate. (Note, in some circumstances such linkage may not be possible due to the context of the emergency. If this is stated in the evaluation, a rating of satisfactory is appropriate)*	There is no overall assessment of the sustainability of ILO interventions. The small sample of evaluations consulted suggests that sustainability is difficult to assess and varies from country to country, and from intervention to intervention. Legal and policy changes are likely to be more sustainable than capacity improvements. Short project durations are not conducive to sustainability. While there are examples of sustainable interventions, the bulk of the evidence points to sustainability as a challenge.	17, 42, 45, 46, 53 Medium confidence

MI 12.2: Interventions/activities assessed as having built sufficient institutional and/or community capacity for sustainability, or have been absorbed by government

Rating		Source Documents
Satisfactory *Interventions may have contributed to strengthening institutional and/or community capacity but with limited success*	The success of capacity building within interventions and overall is not well covered by evaluations. Evaluations consulted point to a mixed picture, and positive/negative survey comments were evenly balanced, but overall it would be fair to say that some interventions may have contributed to strengthening capacity. The proportion of interventions that have done so, and the extent to which they have done so, is unknown.	43, 45 Medium confidence

MI 12.3. Interventions/activities assessed as having strengthened the enabling environment for development

Rating		Source Documents
Satisfactory *Interventions have made a notable contribution to changes in the enabling environment for development including one or more of: the overall framework and process for national development planning; systems and processes for public consultation and for participation by civil society in development planning; governance structures and the rule of law; national and local mechanisms for accountability for public expenditures, service delivery and quality; and necessary improvements to supporting structures such as capital and labour markets*	Evidence on this indicator is limited. While the overall purpose of most ILO interventions may be to strengthen the enabling environment, there is no consolidated data on the success or otherwise of ILO interventions. To the extent that most of the outcomes in the Programme Implementation Report 2014-15 contribute to the enabling environment, this shows over-achievement of results compared with 2010-15 targets in 32 of the 50 outcome level indicators, and under-achievement in respect of 18 indicators.	44, 47 Medium confidence

MOPAN
Multilateral Organisation Performance Assessment Network

Annex 2: List of Documents analysed for ILO

2a) Bibliography

Full name of document
ILO (2014), *Annual Evaluation Report 2013-2014*
ILO (2015), *Annual Evaluation Report 2014-15 (Long Report)*
ILO (2015), *Anti-fraud policy 2009*
ILO (2015), *Better Work Indonesia: Garment Industry - 5th Compliance Synthesis Report September 2015*
ILO (2015), *Building social protection floors for all - Global Flagship Programme Strategy 2016-2020*
ILO (2012), *Burkina Faso Decent work country programme 2012-2015*
ILO (2016), *Composition and structure of ILO staff as at December 2015*
ILO (2015), *Decent Jobs in a Safe Climate: ILO Solutions for Climate Action 2015*
ILO (2014), *Delivering decent work results: A meta-analysis of 15 ILO Decent Work Country Programme reviews.*
ILO (2010), *Financial Rules and Regulations*
ILO (2014), *Financial report and audited consolidated financial statements for the year ended 31 December 2014*
ILO (2015), *Fragile to Fragile Cooperation and Decent Work: An ILO Perspective*
ILO (2015), *Guidelines for a just transition towards environmentally sustainable economies and societies for all 2015*
PWC (2013), *ILO Communications Review 2013*
ILO (2015), *ILO Development co-operation strategy 2015-17*
ILO (2015), *ILO Development co-operation Strategy 2015 – 2017*; Ringing in a new era of development cooperation
ILO (2013), *ILO Evaluation Unit Evaluation manager handbook.*
ILO (2015), *ILO Extra budgetary Technical Cooperation - Annual report 2014*
ILO (2013), *ILO Field Operations and Structure and Technical Cooperation Review 2014*
ILO (2014), *ILO in fragile situations - an overview*
ILO (2013), *ILO Policy Guidelines for Results Based Evaluation: principles, rationale, planning and managing for evaluations.*
ILO (2009), *ILO vision and priorities 2010-2015 - Making decent work happen 2009*
ILO (2016), *ILO Action Plan for Gender Equality 2010-15 Independent final evaluation*
ILO (2013), *ILO Concept Note on the post-2015 development agenda*

ILO (2011), *ILO Decent Work Country Programme Guidebook*
ILO (2016), *ILO Development Cooperation Manual, February 2016*
ILO (2016), *ILO's Environmental Management System, Office Directive IGDS No. 461, 2016*
ILO (2016), *ILO's Environmental Sustainability Policy, Director General's announcement IGDS No. 460, 2016*
ILO (2016), *ILO Programme Implementation 2014-2015*
ILO (2013), *ILO Technical cooperation in fragile states 2014*
ILO (2016), *ILO Implementation Plan 2030 Agenda for Sustainable Development August 2016*
ILO (2015), *Independent Evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Caribbean 2010-2015*
ILO (2014), *Independent evaluation of the ILO's Decent Work Country Programme Strategies and Activities in North Africa 2010-2013. Volume I and II.*
ILO (2015), *Independent evaluation of ILOs Strategy and Actions for Strengthening Labour Inspection Systems 2010–15*
ILO (2015), *Independent evaluation of the ILO's strategies on Fundamental Principles and Rights at Work, Volume I Full Report and Volume II Annexes - Rev.*
ILO (2014), *Independent evaluation of the ILO's strategy for coherent decent work policies*
ILO (2014), *Independent evaluation of the ILO's strategy for coherent decent work policies*
ILO (2015), *Independent Evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Caribbean 2010-2015*
ILO (2014), *Independent evaluation of the ILO's Decent Work Country Programme Strategies and Activities in North Africa 2010-2013. Volume I and II.*
ILO (2015), *Independent Thematic Evaluation of the ILO's Work in Post-conflict, Fragile and Disaster-affected Countries: Past, present and Future*
ILO (2015), *Independent Evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Caribbean 2010-2015*
ILO (2015), *Independent high-level evaluation of ILOs technical cooperation strategy 2010-2015*
ILO (2013), *India Decent Work country programme 2013-2017*
ILO (2016), *Integrated strategy on fundamental principles and rights at work 2016-2020*
IPEC (2014), *IPEC Implementation report 2014*
IPEC (2014), *IPEC action against child labour 2012-2013 progress and future priorities*
ILO (2015), *Mainstreaming the strategic objectives of the Decent Work Agenda in UNDAFs and UN Joint Programming (2013-2015)*
ILO (2015), *Major results of ILO work on child labor 2015*

ILO (2010), *Office procedure IGDS 186 on whistle blower situation*
ILO (2014), *Procedures for the use of the Regular Budget, Supplementary Account (RBSA)*
ILO (2013), *Programme and Budget 2014-2015*
ILO (2015), *Programme and Budget 2016-2017*
ILO (2016), *Programme implementation review 2014-2015*
ILO (2014), *Proposals arising from the Director-General's reform plan of action in the area of human resources management 2014*
ILO (2014), *Reform plan of action in the area of human resources management: Update 2014*
ILO (2015), *Regional perspectives on development cooperation: The Arab States*
ILO (2014), *Regional perspectives on Europe and Central Asia*
ILO (2014), *Regular budget supplementary account (RBSA) - review 2014*
ILO (2015), *Report of the Chief Internal Auditor for the year ended 31 December 2014*
ILO (2016), *Report of the Chief Internal Auditor for the year ended 31 December 2015*
ILO (2005), *Results-based Budgeting: A guide to preparing and entering Results-based budgets in IRIS*
ILO (2011), *Results based strategies 2011-2015 Evaluation strategy*
ILO (2010), *Review of Annual reports under the follow up to the ILO Declaration on Fundamental Principles and Rights at Work*
ILO (2016), *Results of the independent evaluation of the ILO Action Plan for Gender Equality 2010–15 and outline of the ILO Action Plan 2016–17*
ILO (2009), *Strategic policy framework 2014*
ILO (2009), *Strategic policy framework 2010-15 - Making decent work happen*
ILO (2014), *Strategy for wider ILO engagement with the private sector*
ILO (2015), *Strengthening tripartite social dialogue: Assessment of RBSA-funded outcomes 2014-15 - Final evaluation*
MBG (2016), *The Director General's Programme Guidance Letter for preparing the strategic plan for 2018-21 and the Programme and Budget Proposals for 2018-19 with MEMORANDUM – Programme and Budget 2018-2019 proposals*
ILO (2015), *The ILO's global flagship programmes*
ILO (2016), *The ILO at Work - Results 2014-2015*
ILO (2016), *Towards 2017: Better Work Phase 3 Strategy – Promoting good working conditions across the international garment industry*
ILO (2013), *Towards the ILO Centenary: Realities, renewal and tripartite commitment*
ILO (2016), *Update concerning the human resources strategy and reform February 2016*
ILO (2015), *Update on internal reform 2015*

ILO (2016), *Update on structure, composition and geographical location of ILO offices 31 December 2015*
ILO (2014), *Update on the internal reform. First Supplementary Report to the Governing Body 15 September 2014*

MOPAN
Multilateral Organisation Performance Assessment Network

2b) List of documents numbered as source material for Document Review

Document number	Full name of document
1	ILO (2015), *ILO Development cooperation strategy 2015-17*
2	ILO (2015), *ILO Development Cooperation Strategy 2015 – 2017*; Ringing in a new era of development cooperation
3	ILO (2014), *Transitional strategic plan and preview of the Programme and Budget proposals for 2016–17*
4	ILO (2009), *Strategic policy framework 2010-15 - Making decent work happen*
5	ILO (2009), *ILO vision and priorities 2010-2015 - Making decent work happen 2009*
6	ILO (2009), *Strategic policy framework 2014*
7	ILO (2015), *The ILO's global flagship programmes*
8	ILO (2014), *Strategy for wider ILO engagement with the private sector*
9	ILO (2014), *Proposals arising from the Director-General's reform plan of action in the area of human resources management 2014*
10	ILO (2014), *Reform plan of action in the area of human resources management: Update 2014*
11	ILO (2016), *Update concerning the human resources strategy and reform February 2016*
12	ILO (2014), *ILO Field Operations and Structure and Technical Cooperation Review 2014*
13	ILO (2014), *Update on the internal reform. First Supplementary Report to the Governing Body 15 September 2014*
14	ILO (2015), *Update on internal reform 2015*
15	ILO (2015), *Regional perspectives on development cooperation: The Arab States*
16	ILO (2014), *Regional perspectives on Europe and Central Asia*
17	ILO (2014), *ILO in fragile situations - an overview*
18	ILO (2015), *Decent Jobs in a Safe Climate: ILO Solutions for Climate Action 2015*
19	ILO (2015), *Building social protection floors for all - Global Flagship Programme Strategy 2016-2020*

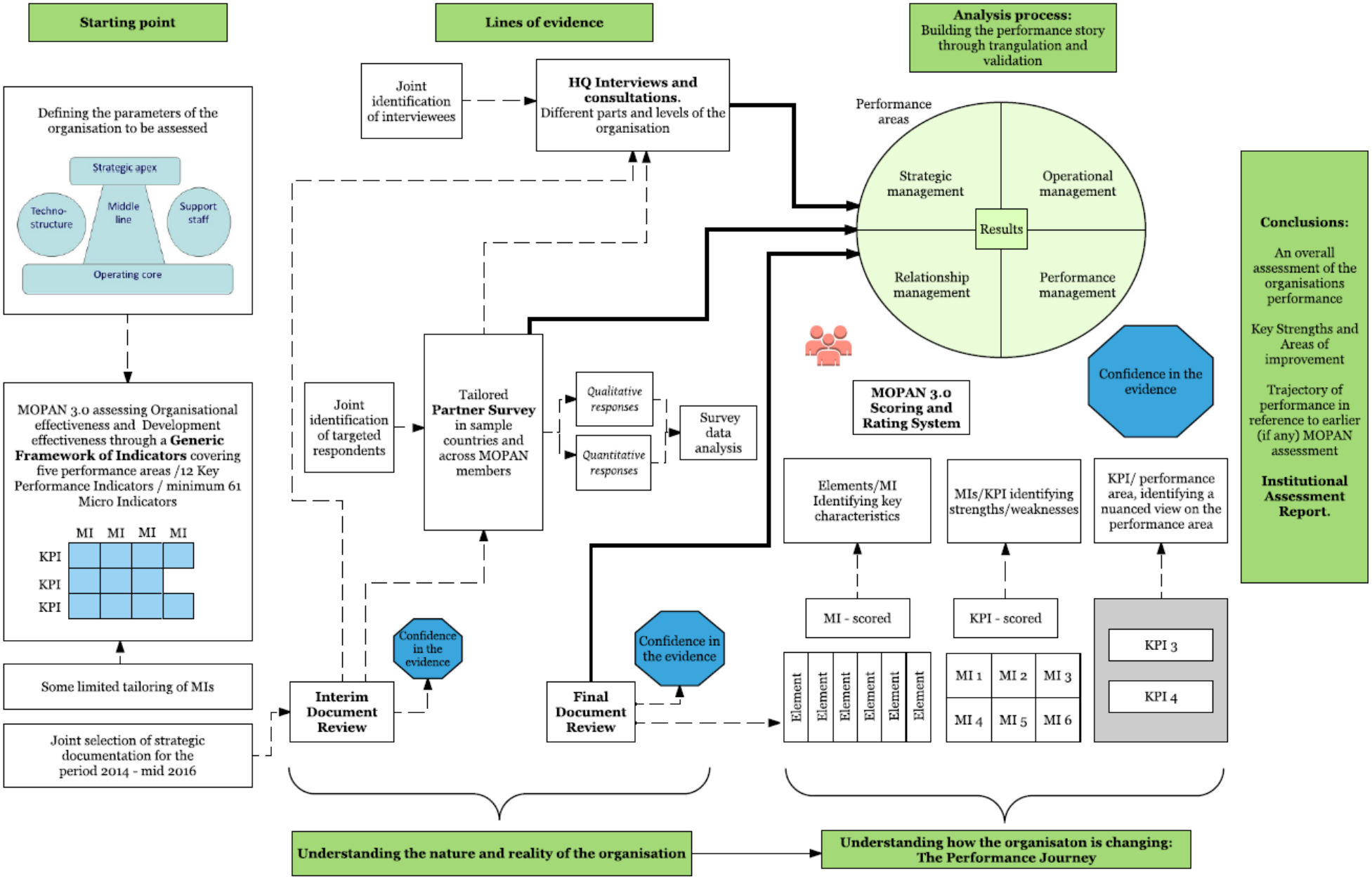
20	IPEC (2014), *IPEC action against child labour 2012-2013 progress and future priorities*
21	ILO (2013), *Towards the ILO Centenary: Realities, renewal and tripartite commitment*
22	ILO (2012), *Burkina Faso Decent work country programme 2012-2015*
23	ILO (2013), *India Decent Work country programme 2013-2017*
24	ILO (2015), *Mainstreaming the strategic objectives of the Decent Work Agenda in UNDAFs and UN Joint Programming (2013-2015)*
25	ILO (2013), *Programme and Budget 2014-2015*
26	ILO (2015), *Programme and Budget 2016-2017*
27	ILO (2015), *ILO Extra budgetary Technical Cooperation - Annual report 2014*
28	ILO (2013), *ILO Evaluation Unit Evaluation manager handbook.*
29	ILO (2011), *Results based strategies 2011-2015 Evaluation strategy*
30	ILO (2013), *ILO Policy Guidelines for Results Based Evaluation: principles, rationale, planning and managing for evaluations.*
31	ILO (2013), *ILO Technical cooperation in fragile states 2014*
32	ILO (2013), *ILO Concept Note on the post-2015 development agenda*
33	ILO (2014), *Regular budget supplementary account (RBSA) - review 2014*
34	PWC (2013), *ILO Communications Review 2013*
35	ILO (2015), *Fragile to Fragile Cooperation and Decent Work: An ILO Perspective*
36	ILO (2005), *Results-based Budgeting: A guide to preparing and entering Results-based budgets in IRIS*
37	ILO (2014), *Procedures for the use of the Regular Budget, Supplementary Account (RBSA)*
38	ILO (2016), *Programme implementation review 2014-2015*
39	ILO (2014), *Delivering decent work results: A meta-analysis of 15 ILO Decent Work Country Programme reviews.*
40	ILO (2015), *Annual Evaluation Report 2014-15 (Long Report)*

41	ILO (2014), *Annual Evaluation Report 2013-2014*
42	ILO (2015), *independent high-level evaluation of ILOs technical cooperation strategy 2010-2015*
43	ILO (2015), *Independent evaluation of ILOs Strategy and Actions for Strengthening Labour Inspection Systems 2010–15*
44	ILO (2015), *Independent evaluation of the ILO's strategies on Fundamental Principles and Rights at Work, Volume I Full Report and Volume II Annexes - Rev.*
45	ILO (2014), *Independent evaluation of the ILO's strategy for coherent decent work policies*
46	ILO (2015), *Independent Evaluation of the ILO's Decent Work Country Programme Strategies and Actions in the Caribbean 2010-2015*
47	ILO (2014), *Independent evaluation of the ILO's Decent Work Country Programme Strategies and Activities in North Africa 2010-2013. Volume I and II.*
48	ILO (2014), *The ILO at Work - Development results 2012-2013*
49	ILO (2016), *ILO Action Plan for Gender Equality 2010-15 Independent final evaluation*
50	ILO (2015), *Independent Thematic Evaluation of the ILO's Work in Post-conflict, Fragile and Disaster-affected Countries: Past, present and Future*
51	ILO (2010), *Review of Annual reports under the follow up to the ILO Declaration on Fundamental Principles and Rights at Work*
52	ILO (2016), *Results of the independent evaluation of the ILO Action Plan for Gender Equality 2010–15 and outline of the ILO Action Plan 2016–17*
53	ILO (2015), *Strengthening tripartite social dialogue: Assessment of RBSA-funded outcomes 2014-15 - Final evaluation*
54	ILO (2014), *Financial report and audited consolidated financial statements for the year ended 31 December 2014*
55	ILO (2015), *Report of the Chief Internal Auditor for the year ended 31 December 2014*
56	ILO (2010), *Financial Rules and Regulations*
57	ILO (2015), *Anti-fraud policy 2009*
58	ILO (2011), *ILO Decent Work Country Programme Guidebook*

59	IPEC (2014), *IPEC Implementation report 2014*
60	ILO (2016), *Report of the Chief Internal Auditor for the year ended 31 December 2015*
61	ILO (2015), *Major results of ILO work on child labor 2015*
62	ILO (2010), *Office procedure IGDS 186 on whistle blower situation*
63	ILO (2016), *The ILO at Work - Results 2014-2015*
64	ILO (2016), *ILO Programme Implementation 2014-2015*
65	MBG (2016), *The Director General's Programme Guidance Letter for preparing the strategic plan for 2018-21 and the Programme and Budget Proposals for 2018-19 with MEMORANDUM – Programme and Budget 2018-2019 proposals*
66	ILO (2016), *Composition and structure of ILO staff as at December 2015*
67	ILO (2016), *Integrated strategy on fundamental principles and rights at work 2016-2020*
68	ILO (2016), *Update on structure, composition and geographical location of ILO offices 31 December 2015*
69	ILO (2016), *ILO's Environmental Management System, Office Directive IGDS No. 461, 2016*
70	ILO (2016), *ILO's Environmental Sustainability Policy, Director General's announcement IGDS No. 460, 2016*
71	ILO (2016), *ILO Development Cooperation Manual, February 2016*
72	ILO (2016), *ILO Implementation Plan 2030 Agenda for Sustainable Development August 2016*
73	ILO (2015), *Guidelines for a just transition towards environmentally sustainable economies and societies for all 2015*
74	ILO (2016), *Towards 2017: Better Work Phase 3 Strategy – Promoting good working conditions across the international garment industry*
75	ILO (2015), *Better Work Indonesia: Garment Industry - 5th Compliance Synthesis Report September 2015*

MOPAN
Multilateral Organisation Performance Assessment Network

Annex 3: Process map of the MOPAN 3.0 assessment of ILO

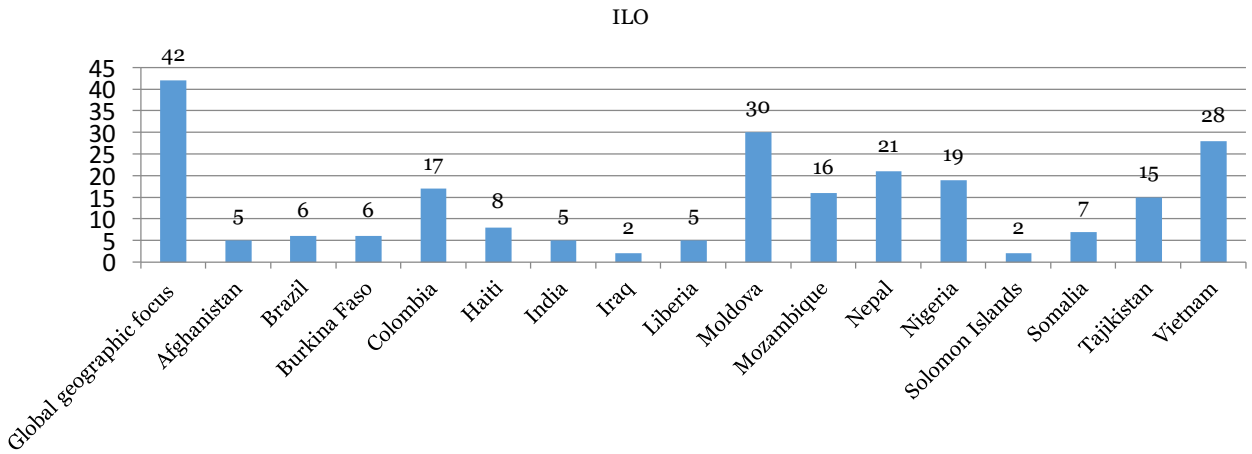


Annex 4: Results of the MOPAN survey of ILO Partners

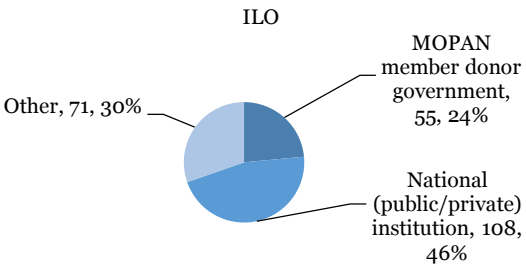
An Evidence Stream for the MOPAN 3.0 assessment of ILO, 2016

Total number of responses for ILO Survey: 176

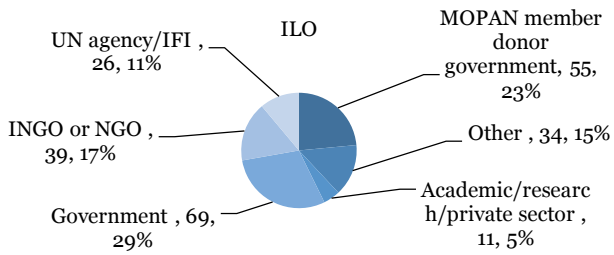
Respondents by Country.



Respondent Type



Non-Mopan Member Respondent Type

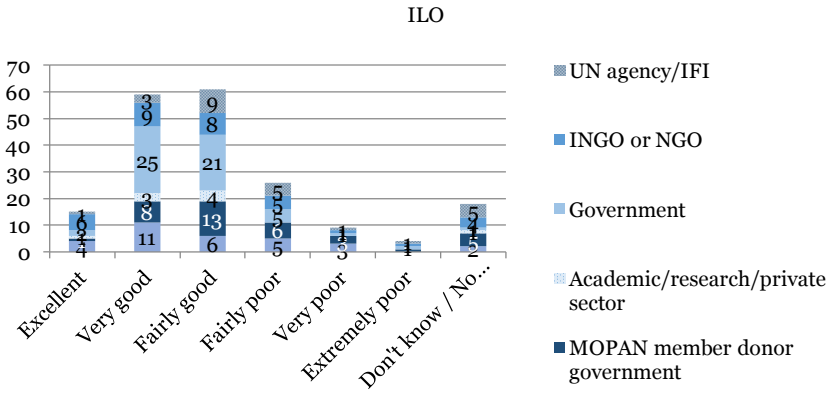


Respondents who identified their geographical focus as "global" were not asked the questions which were only relevant to respondents with a specific country focus. This will be highlighted for the individual questions below.

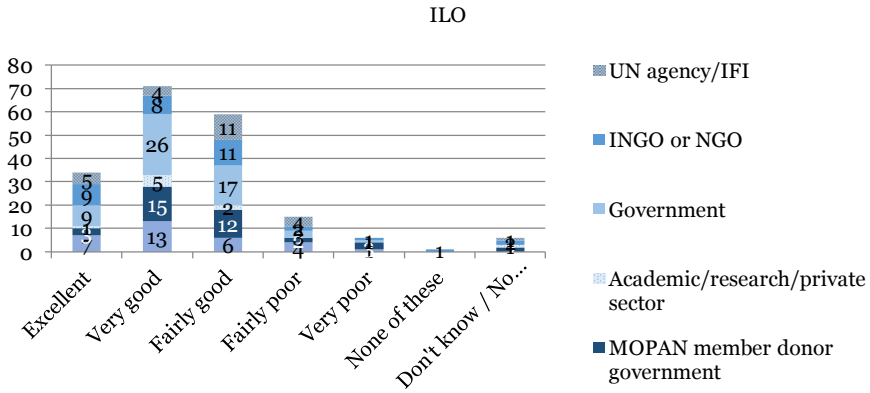
Staffing

How well do you think ILO performs in the areas below?

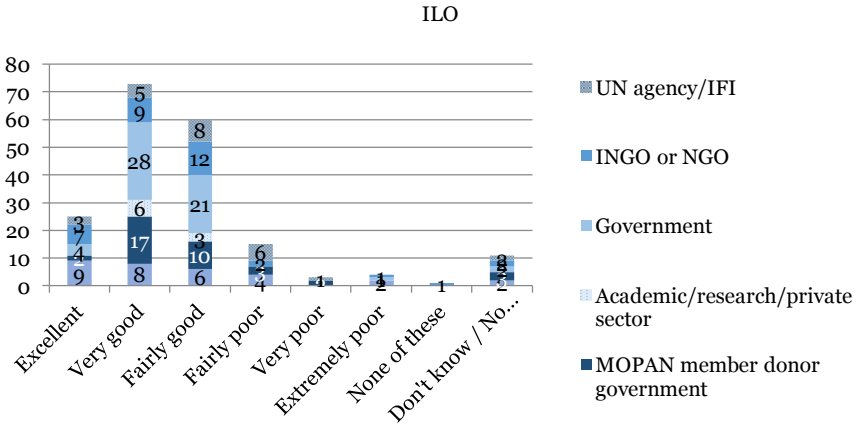
It has sufficient staffing in the country to deliver the results it intends.



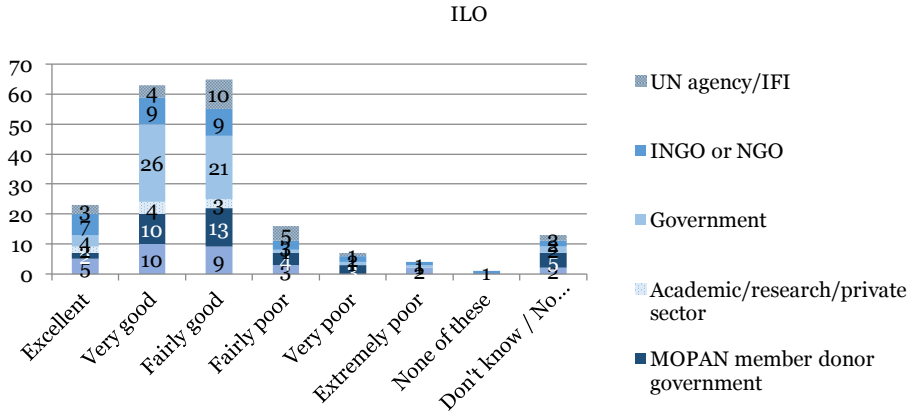
Its staff is sufficiently senior/experienced to work successfully in the country.



It has sufficient continuity of staff to build the relationships needed in the country.



Its staff can make the critical strategic or programming decisions locally in the country.

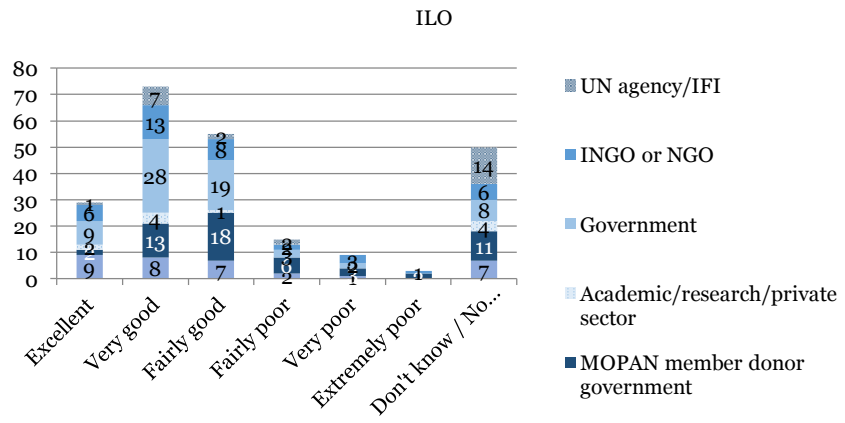


Respondents who identified their geographical focus as "global" were not asked to answer these questions since it is only relevant to respondents with a specific country focus.

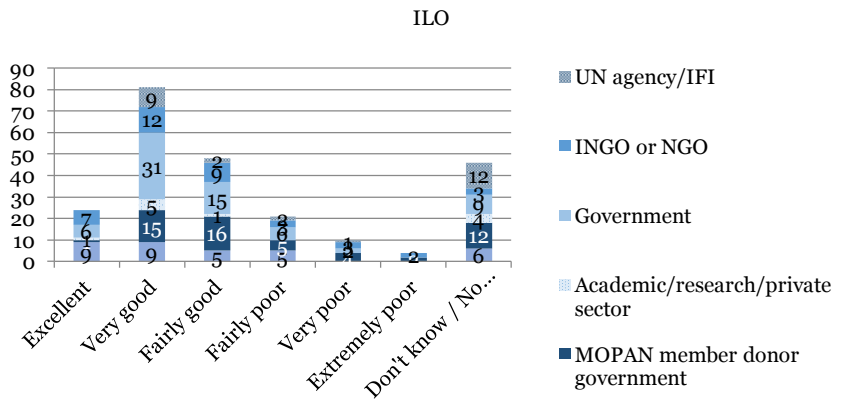
Managing Financial Resources

How well do you think ILO performs in relation to the statements below?

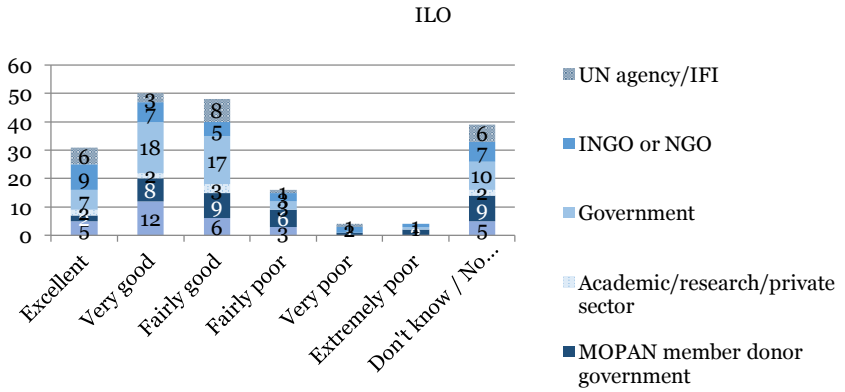
It communicates openly the criteria for allocating financial resources (transparency).



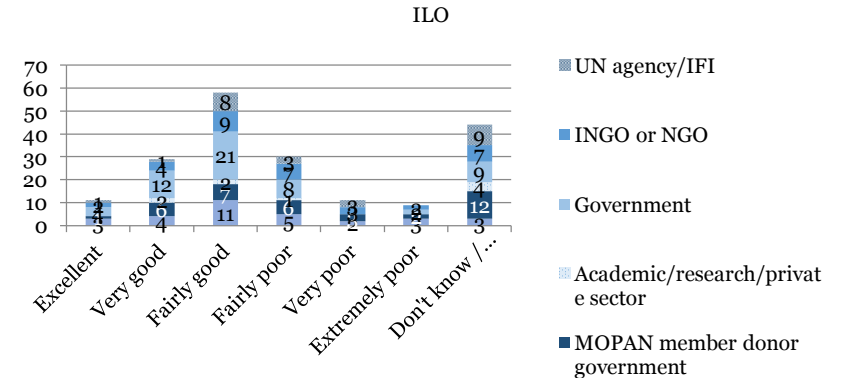
It provides reliable information on how much and when financial allocations and disbursement will happen (predictability).



It co-operates with development or humanitarian partners to make sure that financial co-operation in the country is coherent and not fragmented.



It has enough flexible financial resources to enable it to meet the needs it targets in the country.

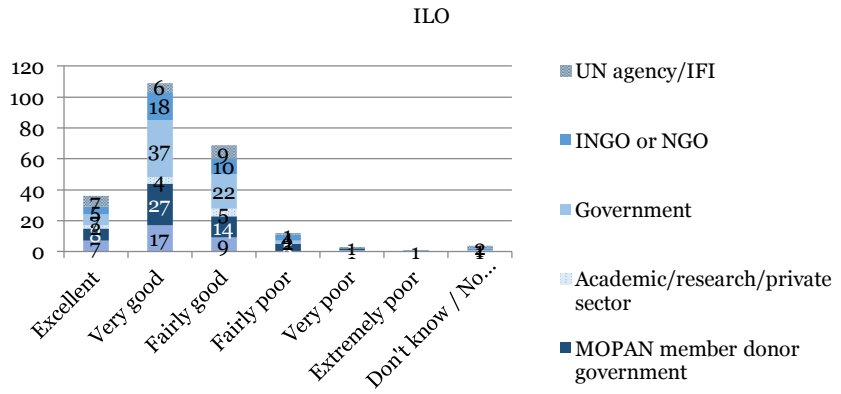


Respondents who identified their geographical focus as "global" were not asked to answer the two lower questions since it is only relevant to respondents with a specific country focus.

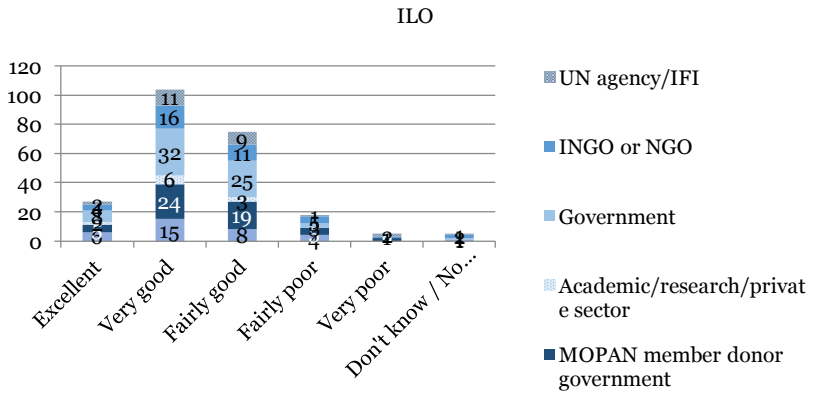
Interventions (Programmes, projects, normative work)

How well do you think ILO performs in relation to the areas below?

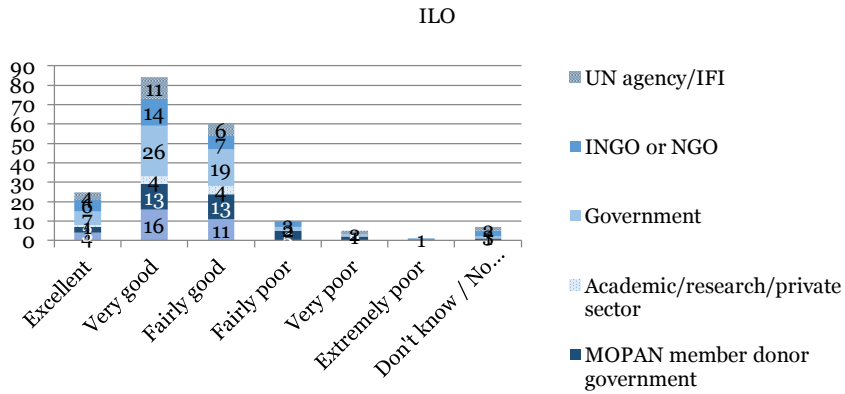
Its interventions are designed and implemented to fit with national programmes and intended results.



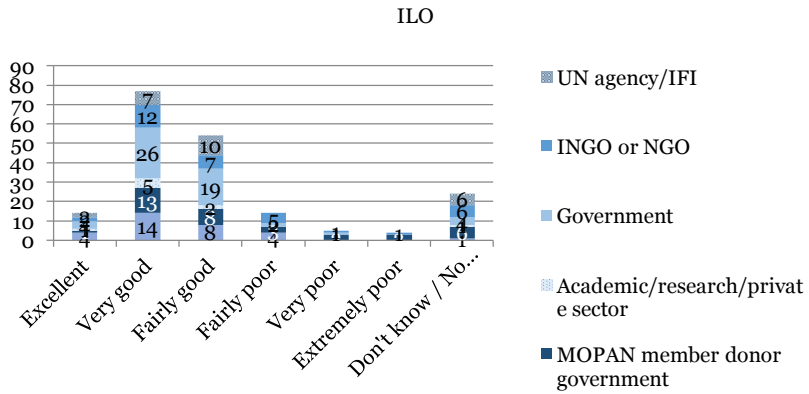
Its interventions are tailored to the specific situations and needs of the local context.



Its interventions are based on a clear understanding of why it is best placed (comparative advantage) to work in the sectoral and/or thematic areas it targets in the country.

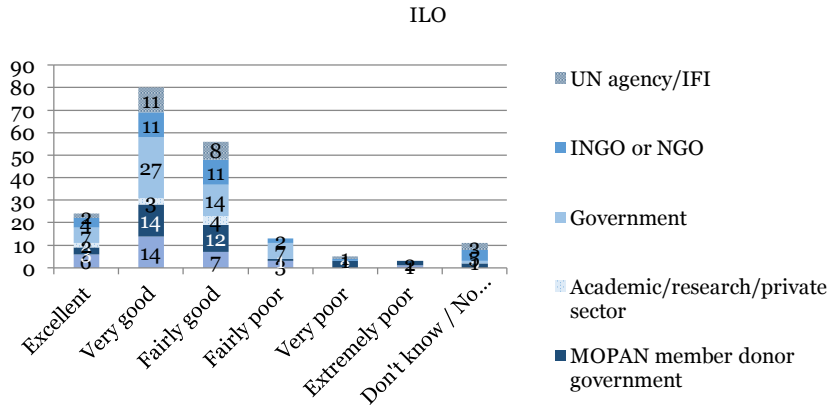


It adapts or amends interventions swiftly as the context in the country changes.

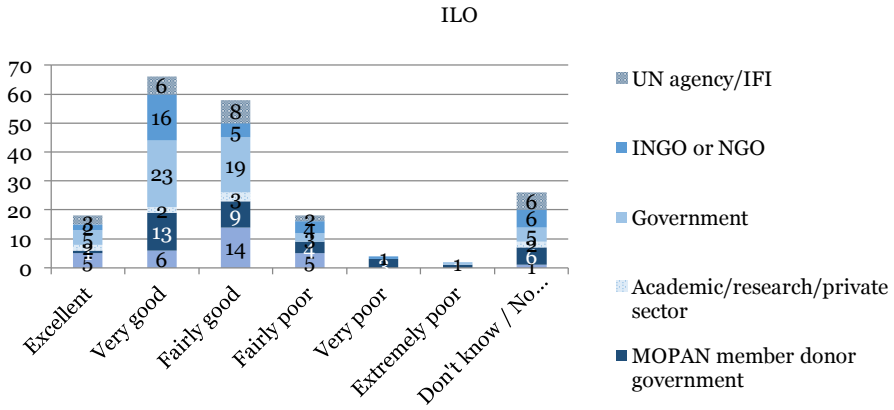


Respondents who identified their geographical focus as "global" were not asked to answer the two lower questions since it is only relevant to respondents with a specific country focus.

Its interventions in the country are based on realistic assessments of national / regional capacities, including government, civil society and other actors.



Its interventions appropriately manage risk within the context of the country.

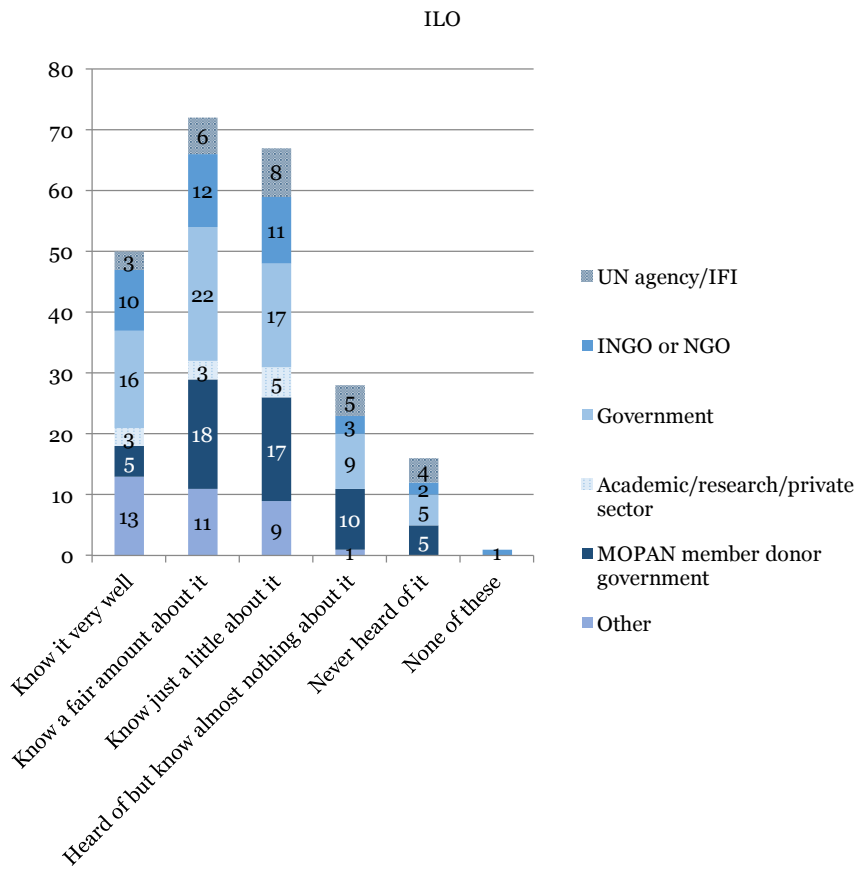


Respondents who identified their geographical focus as "global" were not asked to answer these questions since it is only relevant to respondents with a specific country focus.

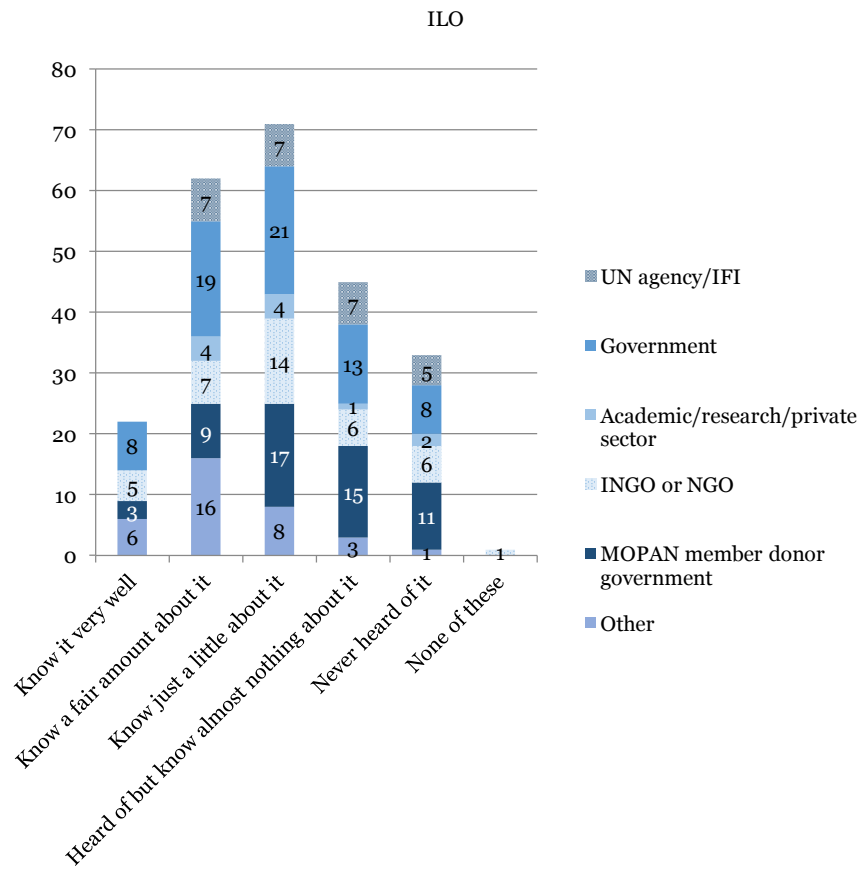
Interventions (Cross cutting issues) Part 1

How familiar are you with each of the following?

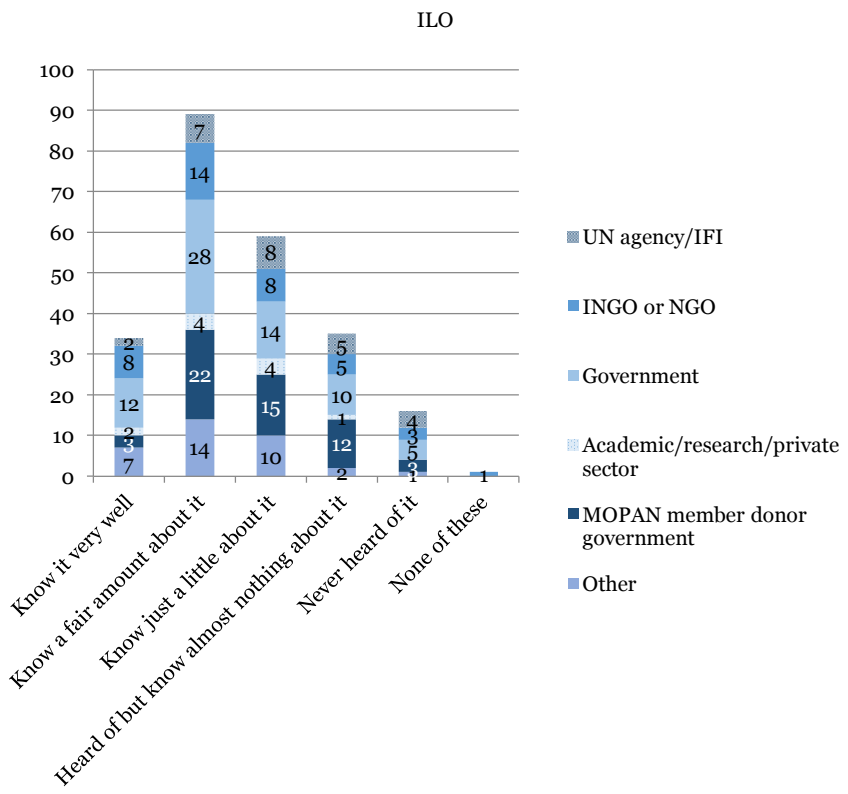
The gender equality strategy of ILO.



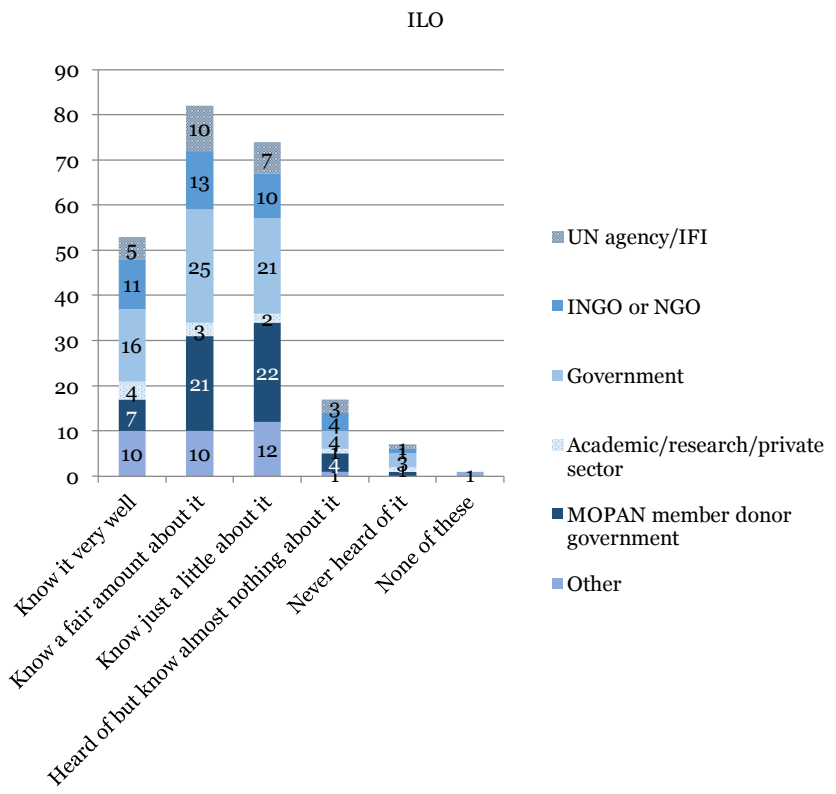
The environmental sustainability strategy of ILO including addressing climate change – Decent Jobs in a safe climate: ILO Solutions for Climate Action (2015).



The strategy of ILO setting out how it intends to engage with promoting good governance (for example, reduced inequality, access to justice for all, impartial public administration, being accountable and inclusive at all levels).



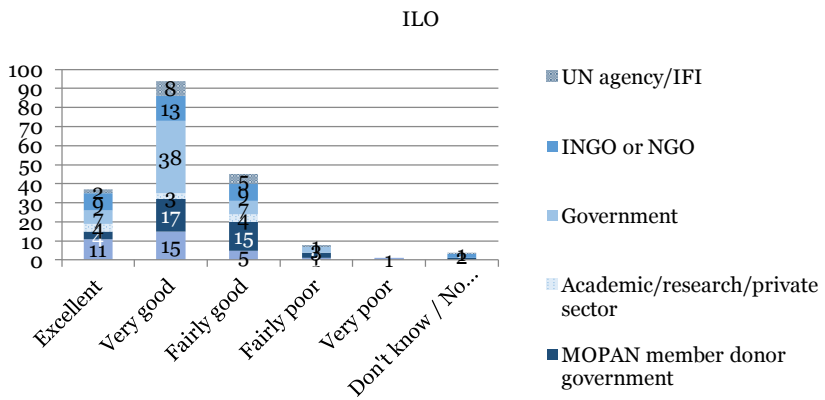
The strategy of ILO setting out how it intends to engage with the issue of youth employment promotion.



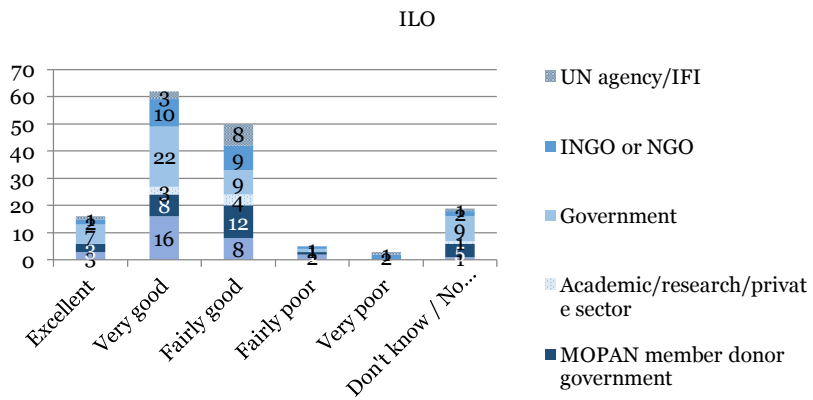
Interventions (Cross cutting issues) Part 2

How well do you think ILO performs in relation to the priorities/areas stated below?

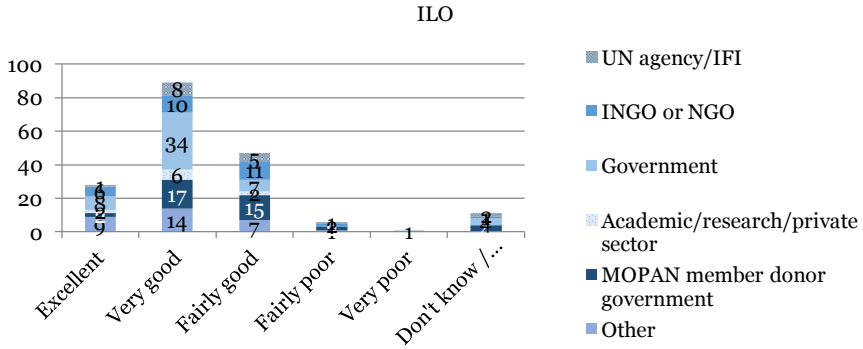
It promotes gender equality, in all areas of its work.



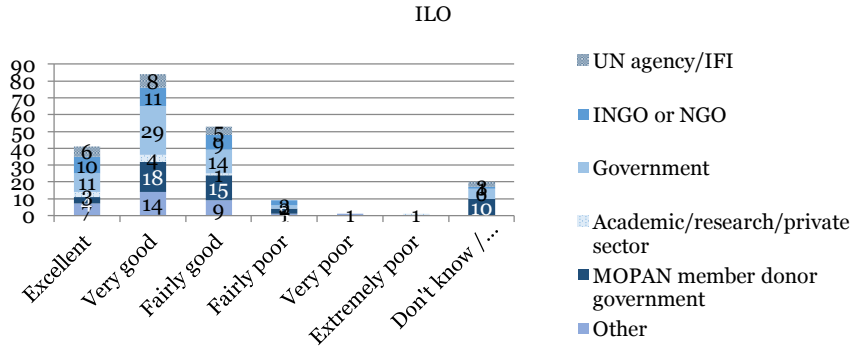
It promotes environmental sustainability and addresses climate change in all relevant areas of its work.



It promotes the principles of good governance in all relevant areas of its work (for example, reduced inequality, access to justice for all, impartial public administration, being accountable and inclusive at all levels).



It promotes youth employment in all relevant areas of its work.

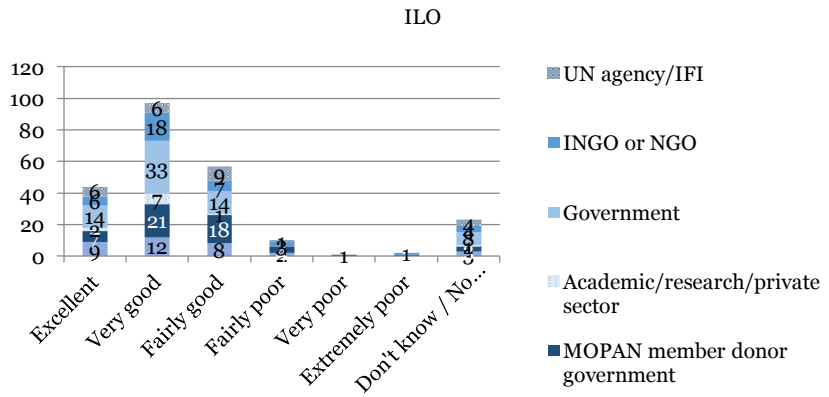


Respondents who identified in 'Interventions (Cross cutting issues), part 1 that they know almost nothing or have never heard about the priority/area, have not been asked to answer these questions since it is only relevant to respondents with at least a little knowledge about it.

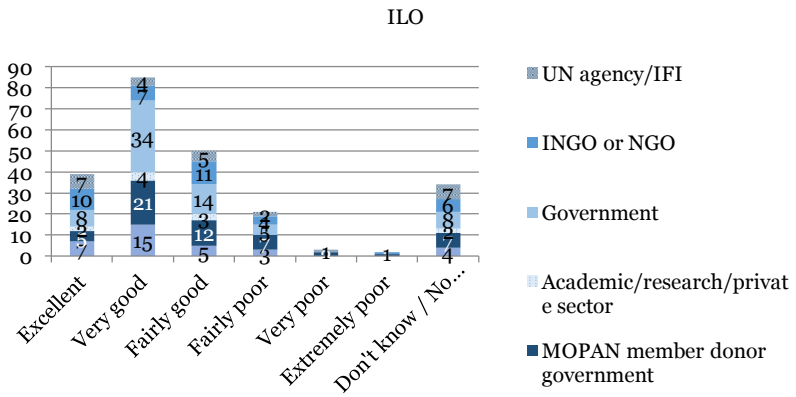
Managing relationships, by respondent type

How well do you think ILO performs in relation to each of these areas?

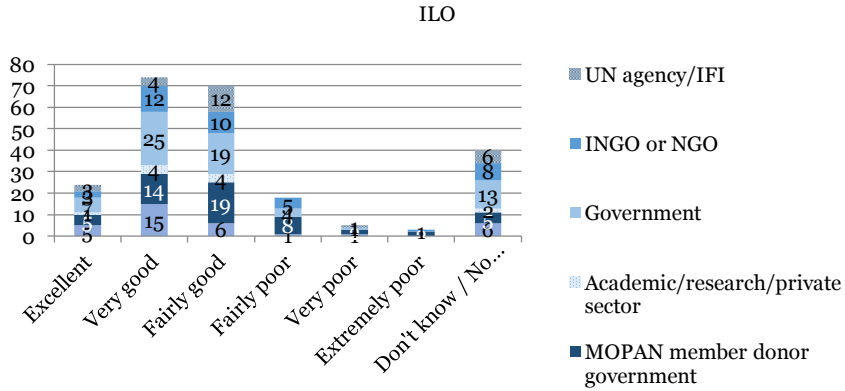
It prioritises working in synergy/ partnerships as part of its business practice



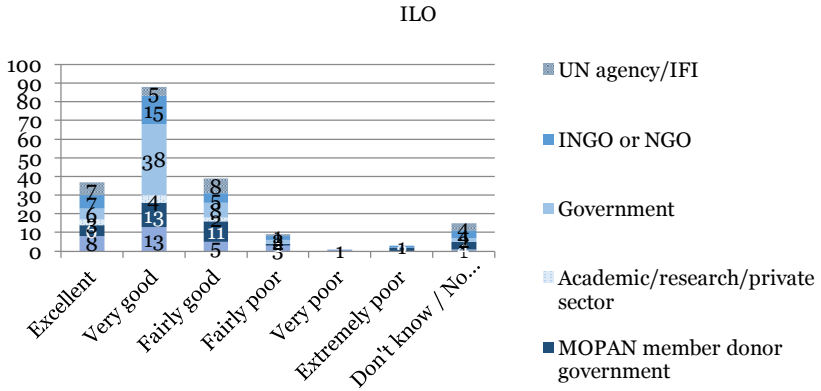
It shares key information (analysis, budgeting, management, results) with partners on an ongoing basis.



It ensures that its bureaucratic procedures (planning, programming, administrative, monitoring and reporting) are synergised with those of its partners (for example, donors, UN agencies, workers and employers organisations).

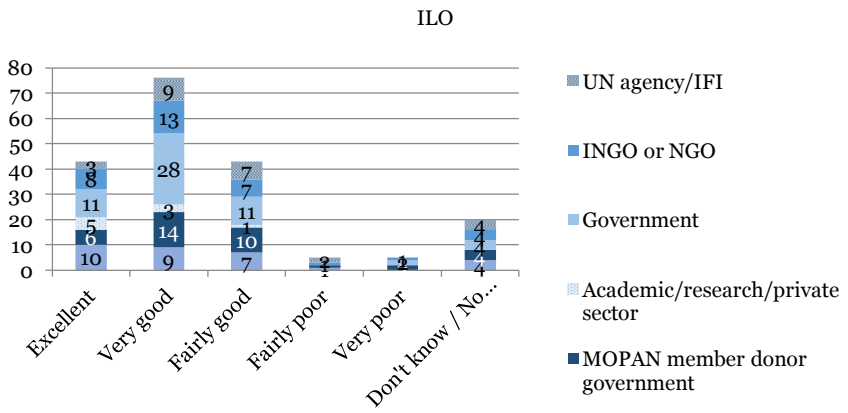


It provides high-quality inputs to policy dialogue in the country.

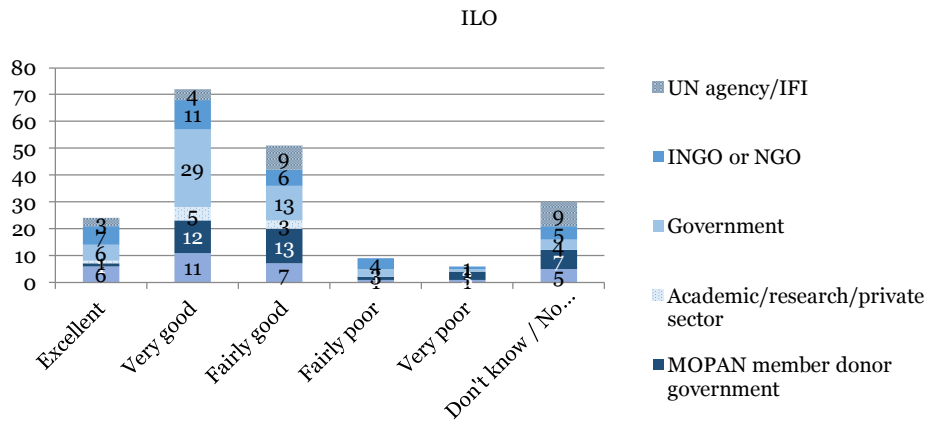


Respondents who identified their geographical focus as "global" were not asked to answer the right lower question since it is only relevant to respondents with a specific country focus.

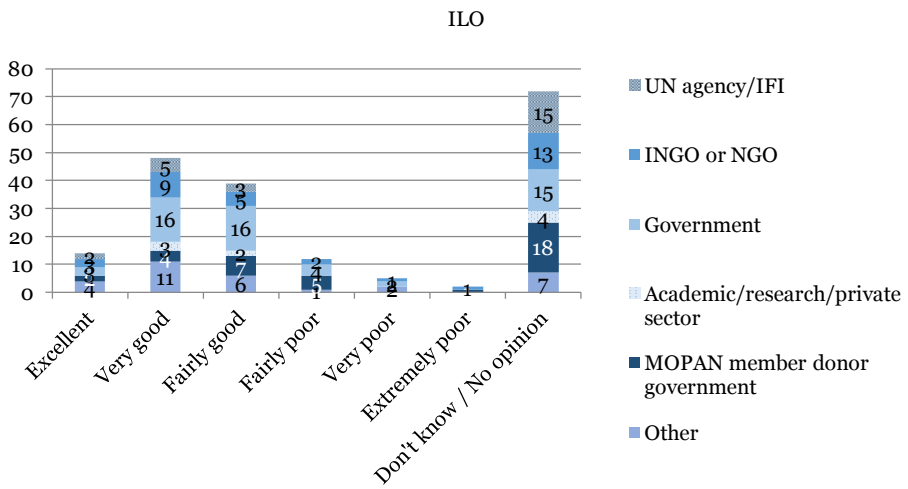
Its views are well respected in policy dialogue forums in the country.



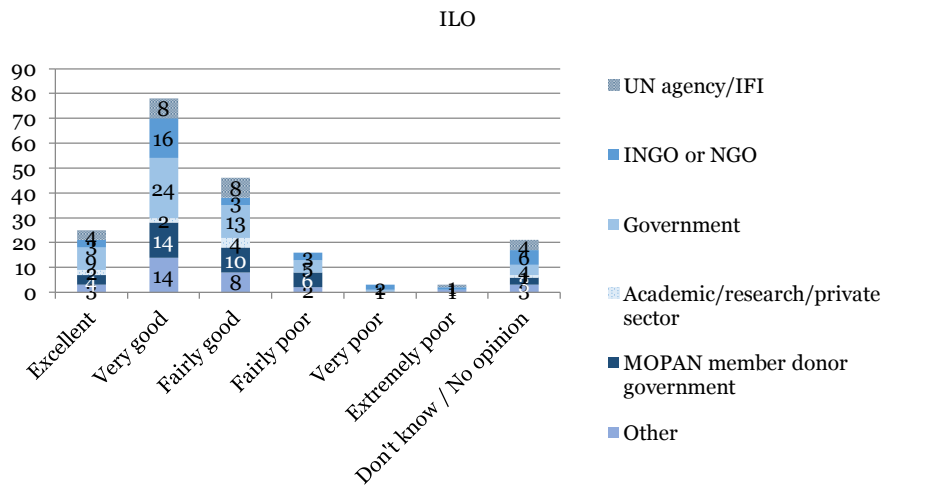
It conducts mutual assessments of progress in the country with national/regional partners.



It channels financial resources through country systems (both financial and non-financial) in the country as the default option.

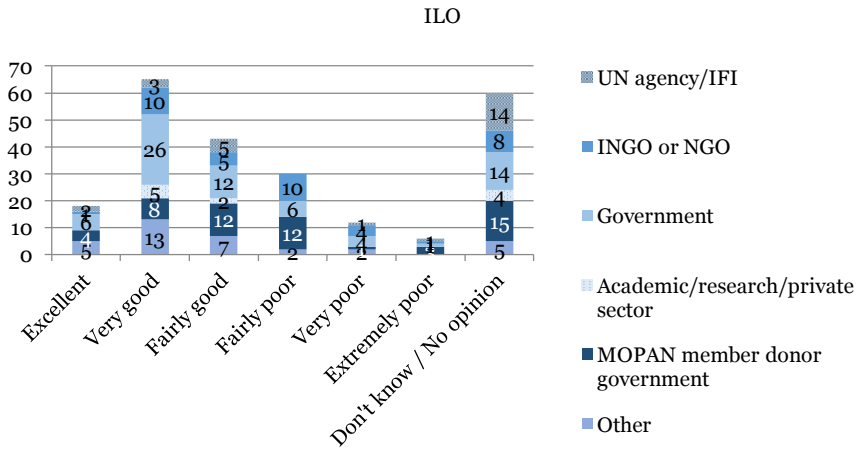


It takes action to build capacity in country systems in the country where it has judged that country systems are not yet up to a required standard.



Respondents who identified their geographical focus as "global" were not asked to answer these questions since it is only relevant to respondents with a specific country focus.

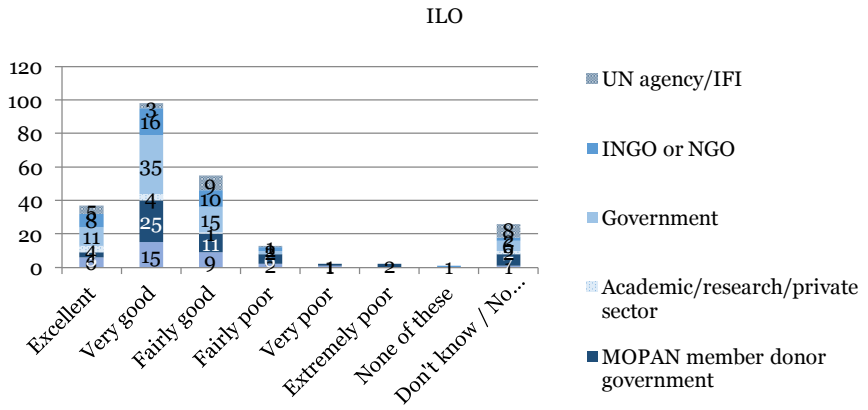
Its bureaucratic procedures (including systems for engaging staff, procuring project inputs, disbursing payment, logistical arrangements etc.) do not cause delays in implementation for national or other partners



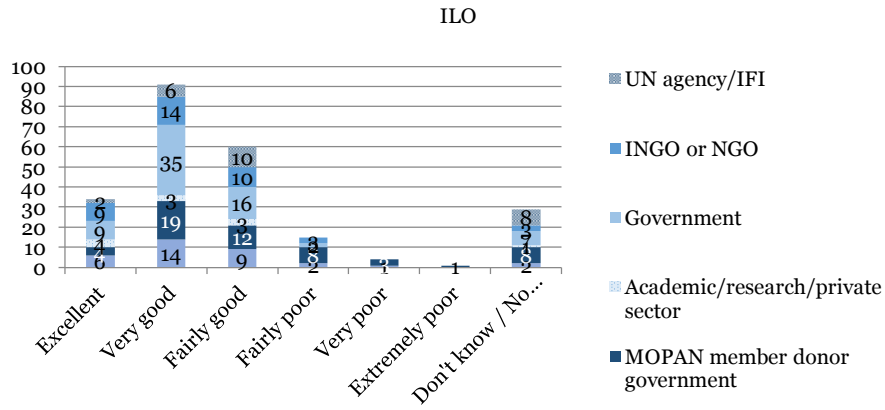
Performance management, part 1

How well do you think ILO performs in relation to the areas below?

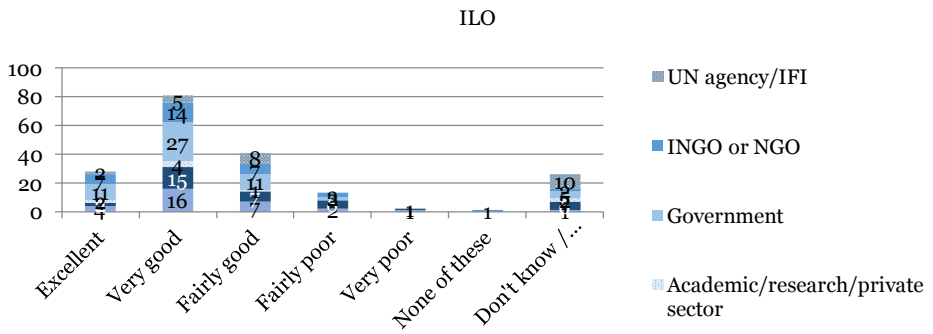
It prioritises a results-based approach – for example when engaging in policy dialogue, or planning and implementing interventions.



It insists on the use of robust performance data when designing or implementing interventions.



It insists on basing its guiding policy and strategy decisions in relation to its work in the country on the use of robust performance data.

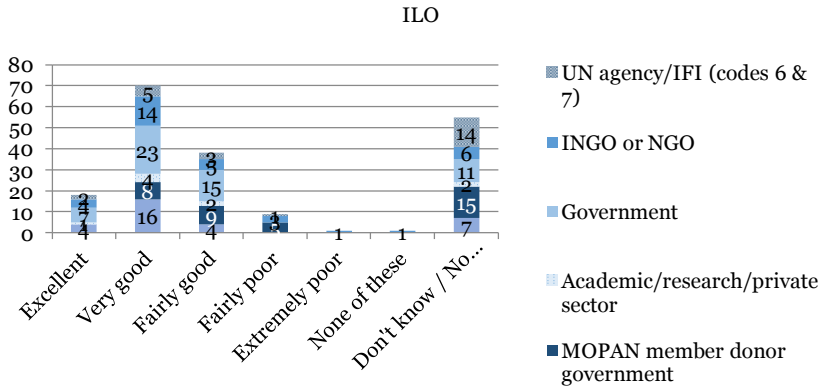


Respondents who identified their geographical focus as "global" were not asked to answer the lower left question since it is only relevant to respondents with a specific country focus.

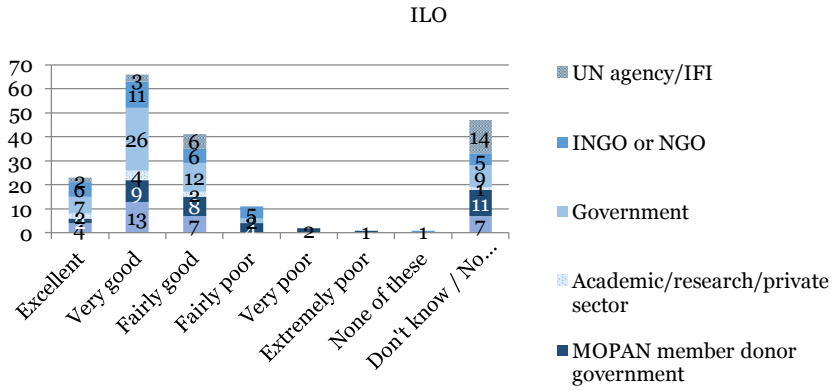
Performance management, part 2, by respondent type

How well do you think ILO performs in relation to the areas below?

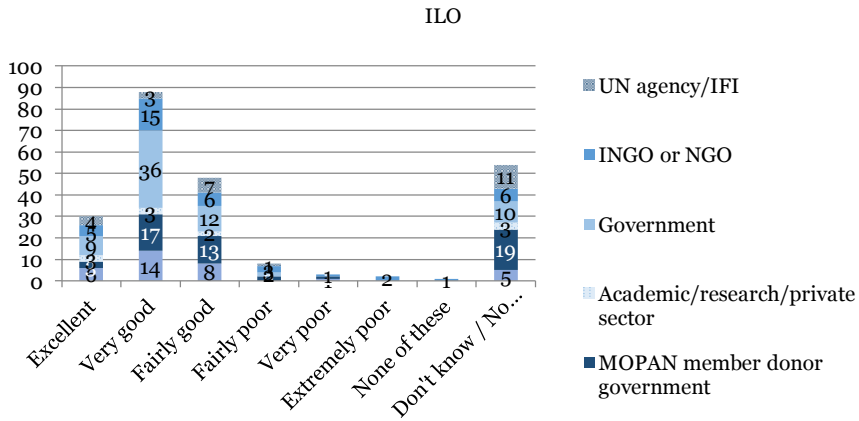
It has a clear statement on which of the interventions it has funded in the country must be evaluated (e.g. a financial threshold).



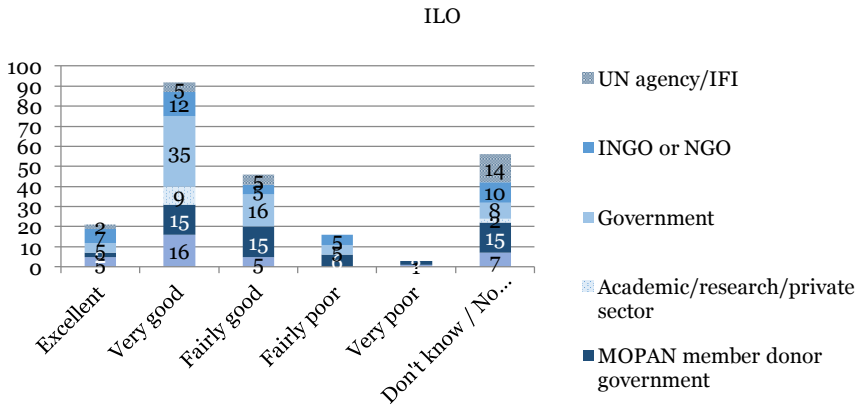
Where interventions in the country are required to be evaluated, it follows through to ensure evaluations are carried out.



It participates in joint evaluations at the country/regional level.

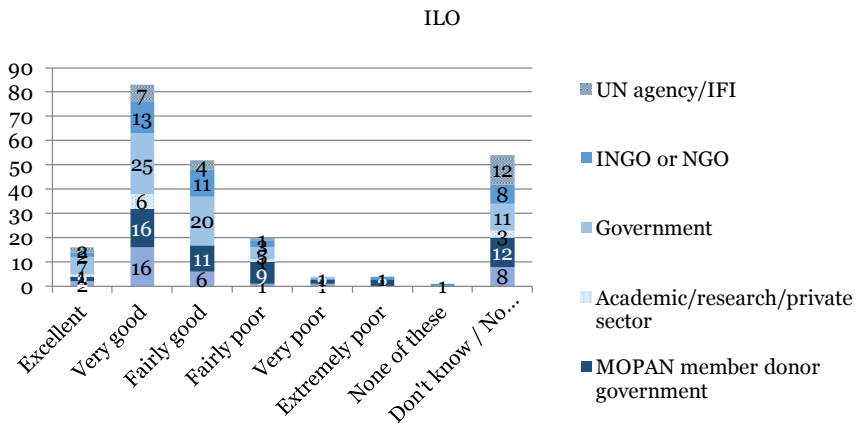


All new intervention designs of ILO include a statement of the evidence base (what has been learned from past interventions).

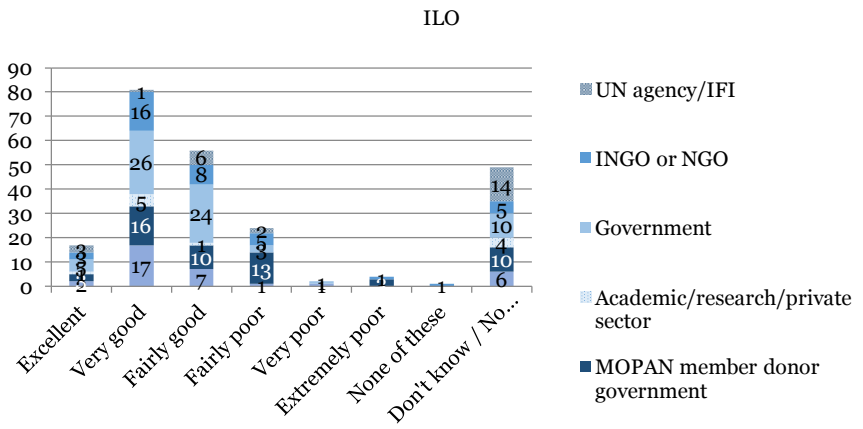


Respondents who identified their geographical focus as "global" were not asked to answer the two top questions since it is only relevant to respondents with a specific country focus.

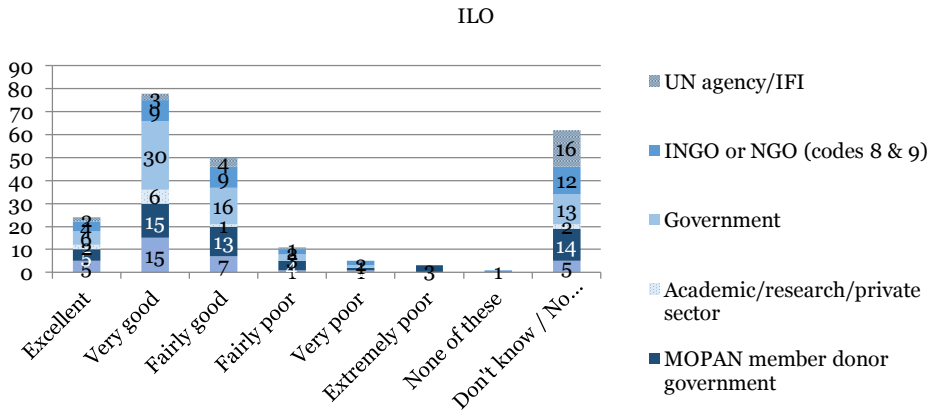
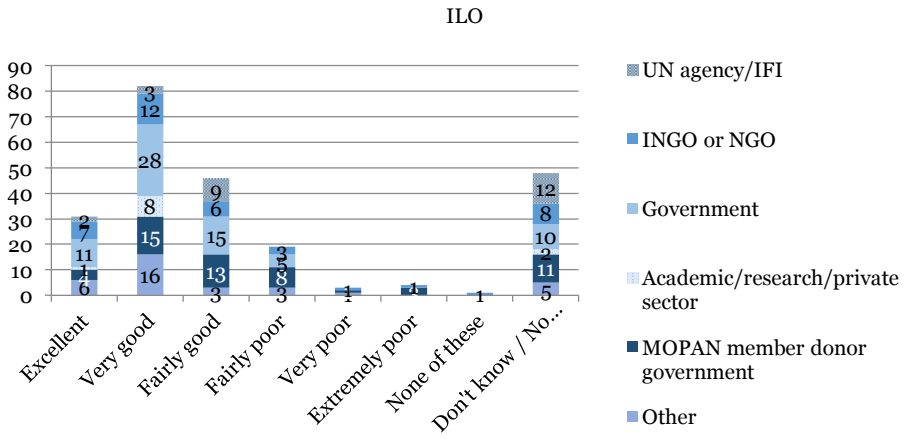
It consistently identifies which interventions are under-performing.



It addresses any areas of intervention under-performance, for example, through technical support or changing funding patterns if appropriate.



It follows up any evaluation recommendations systematically.



It learns lessons from previous experience, rather than repeating the same mistakes.