MOPAN Assessment Report

# International Labour Organization (ILO)

2020 Assessment Cycle

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MOPAN

Multilateral Organisation Performance Assessment Network

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2020 Assessment Cycle

# International Labour Organization (ILO)

## MOPAN Assessment Report

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Multilateral Organisation Performance Assessment Network

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# Preface

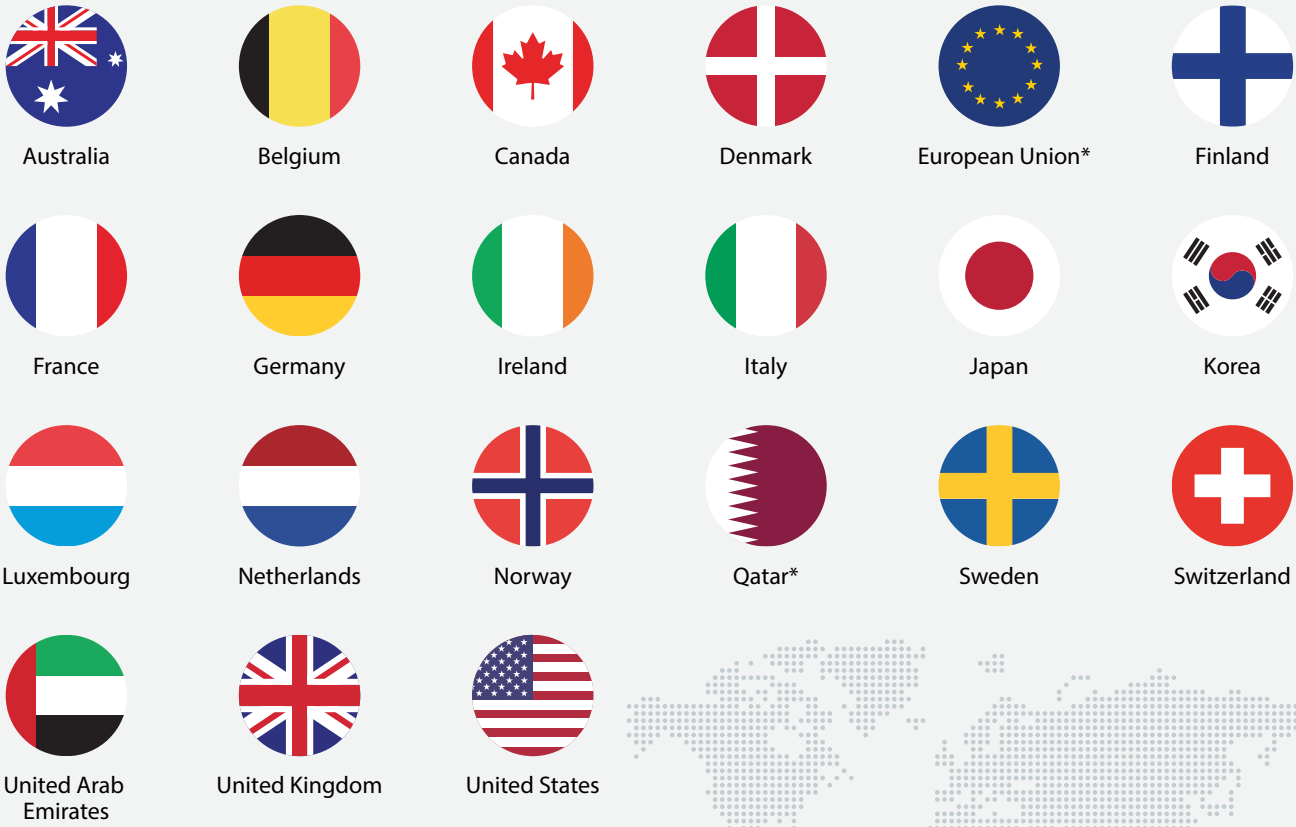
## ABOUT MOPAN

The Multilateral Organisation Performance Assessment Network (MOPAN) comprises 21 members and observers* that share a common interest in assessing the performance of the major multilateral organisations they fund. A MOPAN assessment report seeks to provide a diagnostic assessment, or snapshot, of an organisation and tell the story of an organisation's current performance, within its mandate.

It is conducted through a rigorous process and takes a collaborative approach to ensure that the findings resonate with the organisation and its stakeholders. It draws on multiple lines of evidence (documentary, survey and interviews) from sources within and outside an organisation to validate and triangulate findings set against a standard indicator framework that was developed based on international best practice.

### MOPAN Members

as at 1 October 2021




* The European Union and Qatar are observers

The following operating principles guide the implementation of MOPAN assessments, and MOPAN's Methodology Manual describes how these principles are realised.

### Box 1. Operating principles

MOPAN will generate credible, fair and accurate assessments through:

- **implementing** an impartial, systematic and rigorous approach
- **balancing breadth with depth**, adopting an appropriate balance between coverage and depth of information
- **prioritising quality** of information over quantity
- **adopting a systematic approach**, including the use of structured tools for enquiry/analysis
- **providing transparency**, generating an "audit trail" of findings
- **being efficient**, building layers of data, seeking to reduce burdens on organisations
- **ensuring utility**, building organisational learning through an iterative process and accessible reporting
- **being incisive**, through a focused methodology, which provides concise reporting to tell the story of an organisation's current performance

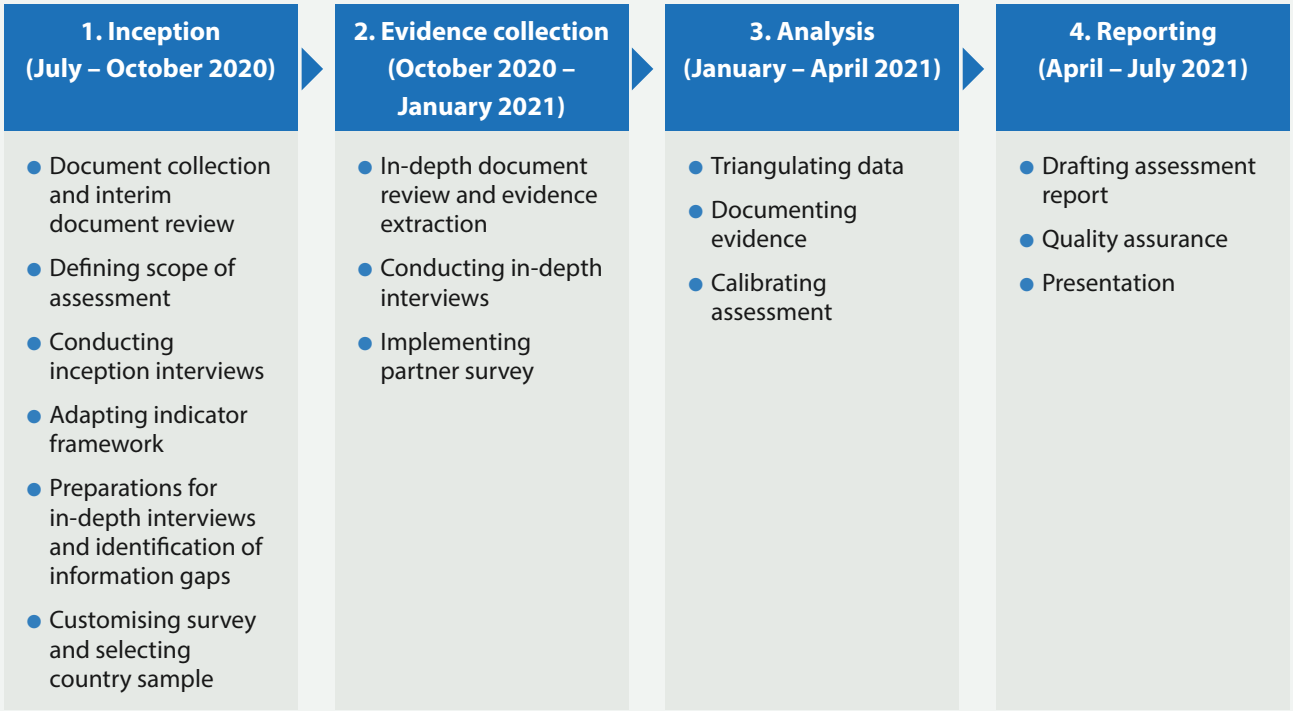
Applying these principles, MOPAN generates, collects, analyses and presents relevant and credible information on organisational and development effectiveness. This knowledge base is intended to contribute to organisational learning within and among the organisations, their direct clients and partners, and other stakeholders. Network members use the reports for their own accountability needs and as a source for strategic decision making.

Note that the assessment report is structured to present a high-level overview of findings across the body of the text (in Chapters 2 and 3), and that more detailed analysis underlying each score, as well as full referencing, is available in Annex A.

## MOPAN ASSESSMENT PROCESS FOR THE ILO

The 2020 MOPAN Assessment of the the International Labour Organization (ILO) took place from July 2020 to July 2021. As described in Figure 1, the process involved four main stages: 1) inception, where the scope of the assessment was defined, the MOPAN indicator framework was adapted to the organisation and the initial information gaps were identified; 2) evidence collection, where information was systematically collected and processed to produce three main lines of evidence (document review, interviews and consultations, and partner survey); 3) analysis, where data were triangulated to obtain robust analytical findings and scores; and 4) reporting, where the analysis was synthesised to produce the assessment report.

## FIGURE 1. MOPAN ASSESSMENT PROCESS FOR THE ILO




## HISTORY OF MOPAN ASSESSMENTS FOR THE ILO

This is the third MOPAN assessment of the ILO. The first assessment was through the 2006 Annual Survey[1] (MOPAN, 2006), which also included two other institutions: the Asian Development Bank (ADB) and the United Nations Children's Fund (UNICEF).

The second MOPAN assessment of the ILO[2] (MOPAN, 2017) was the first comprehensive assessment of the organisation. It used MOPAN 3.0 methodology and covered the period 2014 to mid-2016. The ILO was one of 12 multilateral organisations assessed in the 2015-16 cycle.

1 The Annual MOPAN Survey 2006 Donor Perceptions of Multilateral Partnerships at Country Level http://www.mopanonline.org/assessments/adbilounicef2006/UNICEF_ILO_ADB-2006-Synthesis%20report-eng.pdf.
2 MOPAN 2015-16 Assessments, International Labour Organization, Institutional Assessment Report http://www.mopanonline.org/assessments/ilo2015-16/Mopan%20ILO%20%5binteractive%5d%20%5bfinal%5d.pdf.

# Acknowledgements

The MOPAN assessment of the ILO was finalised under the overall strategic guidance of Suzanne Steensen, Head of the MOPAN Secretariat. It was prepared under the responsibility of Jolanda Profos, with support from Cara Yakush, who supported the finalisation of the report.

MOPAN is very grateful to the Institutional Leads, Carl Christian Hasselbalch and Mads Thuesen Lunde from Denmark, and Emelie Barbou des Places, Thomas Janson and Joakim Löfvendahl from Sweden, for championing this assessment of the ILO on behalf of the MOPAN membership.

The external partner survey was administered by Cristina Serra Vallejo from the MOPAN Secretariat, who together with Emna Ben Kheder also supported the implementation and analysis of the survey.

The report was edited by Jill Gaston and David McDonald, and Andrew Esson provided the layout and graphic design. The report also benefited from an external peer review, conducted by Dr Julia Betts.

The assessment was conducted with support from INOMER, an international consultancy specialised in assessment and advice for transformative change and innovation-driven development. Sirin Elci served as Team Lead for the assessment of the ILO, with support from Manuel Ricardo Galindo Moreno, Dr Vinod K. Goel, Dr Glenn O'Neil, Stephanie Shankland and Mia Sorgenfrei.

MOPAN is grateful to its Steering Committee representatives for supporting the assessment of the ILO. Finally, MOPAN would like to convey appreciation to the ILO management and staff for their input and comments at various stages, in particular those staff members who internally co-ordinated the process and provided substantive feedback on the final draft report.

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# Abbreviations and acronyms

| | |
|---|---|
| **ACT/EMP** | Bureau for Employers' Activities |
| **ACTRAV** | Bureau for Workers' Activities |
| **ADB** | Asian Development Bank |
| **BIU** | Business Innovation Unit |
| **COVID-19** | Coronavirus Disease 2019 |
| **CPO** | Country Programme Outcomes |
| **DAC** | Development Assistance Committee |
| **DDG** | Deputy Director General |
| **DWCP** | Decent Work Country Programme |
| **EMS** | Environmental Management System |
| **EP** | European Parliament |
| **FAIRWAY** | Fair Migration in the Middle East |
| **FAO** | Food and Agriculture Organization of the UN |
| **FoW** | Future of Work |
| **GAP-OSH** | Global Action for Prevention on Occupational Safety and Health Programme |
| **GIZ** | German Corporation for International Cooperation GmbH |
| **HRD** | Human Resources Development Department |
| **HQ** | Headquarters |
| **IAO** | Office of the Internal Audit and Oversight |
| **IATI** | International Aid Transparency Initiative |
| **ICSC** | International Civil Service Commission |
| **IDMC** | Internal Displacement Monitoring Centre |
| **IFC** | International Finance Corporation |
| **IFI** | International Financial Institution |
| **ILC** | International Labour Conference |
| **ILO** | International Labour Organization |
| **ILS** | International Labour Standards |
| **IRIS** | Integrated Resource Information System |
| **ITCILO** | International Training Centre of the ILO |
| **IMF** | International Monetary Fund |
| **IOAC** | Independent Oversight and Advisory Committee |
| **IOM** | International Organization for Migration |
| **IPEC+** | International Programme on the Elimination of Child Labour and Forced Labour |
| **KPI** | Key Performance Indicator |
| **LLR** | Labour Law Reform |
| **MI** | Micro-Indicator |
| **MO** | Multilateral Organisation |
| **MOPAN** | Multilateral Organisation Performance Assessment Network |
| **NGO** | Non-Governmental Organisation |
| **PAGE** | Partnership for Action on Green Economy |
| **PROGRAM** | Strategic Programming and Management Department |
| **OBW** | Outcome Based Workplans |
| **OECD** | Organisation for Economic Co-operation and Development |
| **RBM** | Results-based Management |
| **RBSA** | Regular Budget Supplementary Account |
| **RBTC** | Regular Budget Technical Cooperation |
| **SDG** | Sustainable Development Goal |
| **SEA** | Sexual Exploitation and Abuse |
| **SH** | Sexual Harassment |
| **Sida** | Swedish International Development Cooperation Agency |
| **SPFs** | Programme on Social Protection Floors |
| **ToC** | Theory of Change |
| **UN** | United Nations |
| **UNCEB** | UN Chief Executives Board of Coordination |
| **UNDAF** | UN Development Assistance Framework |
| **UNDP** | UN Development Program |
| **UNDS** | UN Development System |
| **UNEG** | UN Evaluation Group |
| **UNEP** | UN Environmental Program |
| **UNESCO** | UN Educational, Scientific and Cultural Organization |
| **UNFPA** | UN Populations Fund |
| **UNHCR** | United Nations High Commissioner for Refugees |
| **UNICEF** | UN Children's Fund |
| **UNIDO** | UN Industrial Development Organization |
| **UNITAR** | UN Institute for Training and Research |
| **UNOPS** | UN Office for Projects Services |
| **UNSDCF** | UN Sustainable Development Cooperation Framework |
| **VZF** | Vision Zero Fund |
| **WFP** | World Food Program |
| **WHO** | World Health Organization |
| **WIEGO** | Women in Informal Employment: Globalising and Organising |
| **WTO** | World Trade Organization |

# ILO: PERFORMANCE AT-A-GLANCE

# ILO: Performance at-a-glance

## ABOUT THE ILO

**The year 2019 marked an important point for the International Labour Organization (ILO).** The organisation celebrated its centenary, consolidating its relevance and strategic position as it entered its second century. The ILO invested in reflection and consultation to understand future needs in the world of work and adopted a human-centred approach embedded in the Centenary Declaration for the Future of Work to address these needs. The reinforced mandate and long-term vision provided by the Declaration, together with internal reforms initiated in 2012, provided a fertile climate for change and innovation. All of this meant that when the COVID19 crisis struck, the ILO was in a good position to adapt and respond with agility.

**The ILO's performance trajectory shows improvement since 2017 in all areas of the MOPAN framework.** A key achievement was the development of a coherent strategic framework aligned with the Centenary Declaration. By strengthening its evaluation function, the ILO has also solidified its ability to produce evidenced-based policies and interventions. The organisation has remained committed to results-based management and transparency. It has also made a commitment to diversify partnerships and funding sources, thereby increasing its collaboration with other United Nations (UN) agencies and partners beyond its constituents. The performance of flagship programmes, such as the multi-donor Better Work Programme, shows that the ILO is increasingly able to mobilise its comparative advantages to build broad-based partnerships. Through these flagship programmes, the organisation puts normative goals into practice and enhances their impact, thereby complementing its normative role.

**Despite these developments, the assessment also notes a number of areas where the ILO can consider making improvements.**

**The ILO is mainstreaming cross-cutting drivers** such as gender equality, human rights, social dialogue and tripartism more consistently in its work now than in the past, and anchors its progammes and projects better in the 2030 Agenda. As vulnerabilities in the world of work grow due to the COVID-19 pandemic and the impacts of climate change, the ILO will need to ensure that it further strengthens its work in these areas, despite the fact that it has not defined any cross-cutting drivers in its new strategic plan (202225). Addressing environmental sustainability and climate change will require particular resolve and effort as the ILO has not defined dedicated outcomes for this area in either of its strategic plans. Translating the ILO's commitment to mainstreaming and prioritising environmental sustainability and "green recovery" into projects and programmes, and producing tangible results in this area, will become ever more pressing.

**Some weaknesses also remain in programme and project design and management practices.** Interventions could be built on more consistent partner capacity analysis to deliver more sustainable results. Interventions would also benefit from stronger risk management and from the more rigorous monitoring of implementing partners to allow the organisation to quickly address underperforming areas identified during project implementation. Reducing lengthy recruitment periods for staff and time-consuming due diligence processes for companies in projects and programmes would allow the ILO to get its projects off the ground more quickly.

**The ILO's work on innovation is a work in progress.** The ILO has encouraged innovation across the organisation, partly due to the need to become more cost-efficient, and innovating business practices has been a central concern for many years. Expanding innovation to its services and interventions is the next "frontier" for the ILO. This will require more systemic approaches and sophisticated processes that include stakeholders across the ILO's innovation ecosystem.

**Ensuring appropriate capacity in the field has been a long-standing challenge for the organisation.** This assessment confirms that a widespread perception persists that many country offices still lack adequate staffing. Partners surveyed for this assessment pointed out that staffing was often not sufficient to deliver key programmes, and that this affects project outcomes. Evaluations point to missed opportunities in social dialogue in countries where the ILO does not have an office, and found that weaknesses in implementing the organisation's mandate were notable in non-resident countries and ultimately stymied its results. Delivering sustainable results will require strengthened capacity at the field level in terms of technical expertise. The ILO's capacity and value-added at the country level will become increasingly important in light of the UN Development System (UNDS) reform as a means to introduce social dialogue at the country level into the UN system. To address field capacity issues when under budgetary pressure, the ILO has decentralised posts and invested in sharing expertise between headquarters (HQ), regions and country offices. It has also assigned technical specialists from HQ to field offices and non-resident countries through remote solutions during the COVID-19 pandemic. In the current budgetary environment it will be important to build on these options, and other innovative solutions, and allow greater flexibility in decision making for country offices, where possible.

**This must be seen against the backdrop of the zero-growth policy for the regular budget** that the members of the Governing Body have pursued since the early 2000s. Members significantly curtailed a proposal for targeted investments made by the ILO in 2019, aimed at maintaining vital operational capacities and keeping the ILO fit for purpose. With a stagnant regular budget, and further efficiency gains becoming marginal after many years of comprehensive business process reforms, new investments would be contingent on additional voluntary resources, or on the discontinuation of certain elements funded by the regular budget.

However, the capacity constraints consistently noted by the organisation's staff and echoed by the ILO's partners surveyed by MOPAN remain a major risk that the ILO will have to manage. This finding assumes even greater importance in light of the UNDS reform.

In its efforts to achieve its mandate under resource constraints, and to address challenges and bottlenecks in the absence of strategic key investments, the ILO can capitalise on experiences gained from the organisation's self-sustaining programmes. Proactively identifying synergies with development partners, collaborating with international finance institutions and leveraging resources with other UN agencies will need to become a priority.

**The report raises two issues that relate to the ILO's increasing involvement with disadvantaged and vulnerable groups.** This involvement is a direct result of rising vulnerabilities and inequalities over recent years. It calls for new and robust measures and systems. In particular, the report finds that the ILO needs better, comprehensive systems to prevent and respond to sexual exploitation and abuse (SEA).[3] In addition to its new directive and action plan, the ILO requires clear high-level championship in the organisation, dedicated capacity at HQ and in the field, and a victim/survivor-centred approach. The ILO also lacks clear and robust standards and procedures for accountability to end beneficiaries, an area that is gaining in importance with increased staff interaction with vulnerable workers and refugees.

## KEY FINDINGS

MOPAN assesses multilateral organisation performance across five performance areas. Four areas – strategic, operational, relationship and performance management – relate to organisational effectiveness, while the fifth reports on the achievement of results in relation to the mandate of the organisation.

3 The UN defines SEA as occurring between multilateral organisation personnel and an external person who is typically from the affected and/or local population (MOPAN, 2020, 2021b).

### Strategic management

The ILO has a clear strategic framework supported by a long-term vision emanating from the Centenary Declaration for the Future of Work. The organisation complements this framework with an integrated budget system and an operational model that has proved flexible and agile in responding to COVID-19. However, the need to increase synergies within and between projects and programmes is evident, despite gradual improvements in internal co-ordination effected through internal reform since 2012.

The zero-growth budget upheld by the ILO's Governing Body requires any changes in funding priorities to be accommodated within the existing budget range through cost-saving and efficiency measures. These trade-offs have negatively affected the ILO's performance at the field level and hamper the efficiency of key processes due to insufficient human resources, as evidenced in documents and underlined by many partners.

Since 2017, the ILO has made progress in mainstreaming the cross-cutting issues of gender equality, human rights, and tripartism and social dialogue into programmes and projects. It has also integrated the Sustainable Development Goals (SDGs) in a cross-cutting manner into strategies and interventions. Although its focus on environmental sustainability has increased, the ILO has not yet effectively mainstreamed this cross-cutting issue into programmes and projects and, unlike the cross-cutting issues cited above, has no dedicated outcome in its results framework for environmental sustainability and climate change. Instead, this issue is subsumed within a wider outcome addressing "economic, social and environmental transitions". The concept of cross-cutting drivers is missing in the ILO's next strategic plan (2022-25), making it unclear whether their visibility and anchoring role will remain the same.

### Operational management

The ILO's organisational systems, processes and structures ensure that it deploys its resources in line with medium-term goals and a long-term vision, and prioritises them to deliver on the strategic plan. Since 2018, the organisation has prioritised the decentralisation of decision making and staff capacity and the sharing of expertise between headquarters, regions and country offices. This "cross-pollination" has been instrumental in fostering closer links between headquarters and the field. However, despite this approach the ILO continues to face technical expertise constraints in country offices. A perception also remains that communication inefficiencies between regional and country offices complicate decision making at the country level, and that some country offices are over reliant on the decisions of regional offices, which is a factor slowing down implementation in some regions.

The ILO promotes innovation across the organisation. Its original focus on improving its internal business practices, inherited from an internal business process review and reform process that commenced in 2012, has helped to save costs and improve efficiency gains. As a next step, the ILO has moved towards innovating its services and products by exploring the use of new technologies in its programmes. The ILO's appetite for innovation has gained new momentum with the Centenary Declaration, which calls for more innovation for decent work. However, a systematic approach and governance for innovation have yet to be established.

The ILO allocates its resources in a manner that is transparent and consistent with organisational priorities. The organisation's COVID-19 response illustrated the flexibility of its resource allocation mechanism. However, risks need to be managed effectively to avoid potential misuse of funds at the project level. The ILO has reinforced internal and external control mechanisms to comply with international standards and to support the organisation's financial management and transparency. However, policies for fraud and corruption need to be strengthened, and clearer guidance for staff would be beneficial, notably to allow for more diligent monitoring of implementing partners at the project level. Several interviewees indicated that risks of fraud and misuse in this particular area tend to go undetected and unreported.

Another area of risk management tracked by MOPAN is sexual misconduct. The ILO developed a policy to address sexual harassment (SH) in 2004, but the organisation's policy to prevent sexual exploitation and abuse (SEA) only came into effect in 2020. Establishing comprehensive systems to address SEA and SH is still a work in progress. The ILO's growing involvement with disadvantaged and vulnerable populations at the field level makes it all the more urgent to accelerate efforts to put in place a solid framework to address SEA.

### Relationship management

The ILO focuses increasingly on leveraging partnerships with a broad range of organisations. It views the collaborative advantage of partnerships as an important delivery modality given its tripartite structure. Another organisational strength is knowledge of labour issues, a strategic asset that it employed during the COVID-19 crisis to share knowledge products. The ILO has also been an active partner in the UN Development System, and engaged in a range of joint planning, programming and evaluation exercises. Its response to the COVID-19 pandemic highlighted the organisation's ability to identify, prioritise and address the needs of the most vulnerable in partnership with other organisations.

Since the last MOPAN assessment, the ILO has further aligned its strategies with those of national and regional bodies, although progress has been uneven in the Decent Work Country Programmes. Furthermore, several aspects of intervention design practices, such as context and capacity analyses, risk management and sustainability considerations, require improvement.

The ILO shares information transparently with tripartite constituents, donors and partners. The organisation's accountability mechanism towards its tripartite constituents is explicit, given their role in the ILO governance structure, but it has yet to develop standards or procedures for accountability to end beneficiaries.

### Performance management

Since 2017, the ILO has improved its results-based management (RBM) focus. The organisation has a strong corporate commitment to a results culture, and prioritises an RBM approach in policy dialogue, planning and implementation. It also has a robust and quality-focused evaluation function with the necessary policies and mechanisms in place, while evaluation skills and culture are being strengthened across the organisation. However, there remains ample room to improve the integration of RBM across the organisation. Projects and programmes are not yet systematically underpinned by a theory of change. Furthermore, the use of baselines in programme and project formulation is not yet mandatory for all interventions, which limits the ability to set results targets on a sound evidence base. Finally, monitoring and reporting practices need to be strengthened to address underperforming projects and programmes.

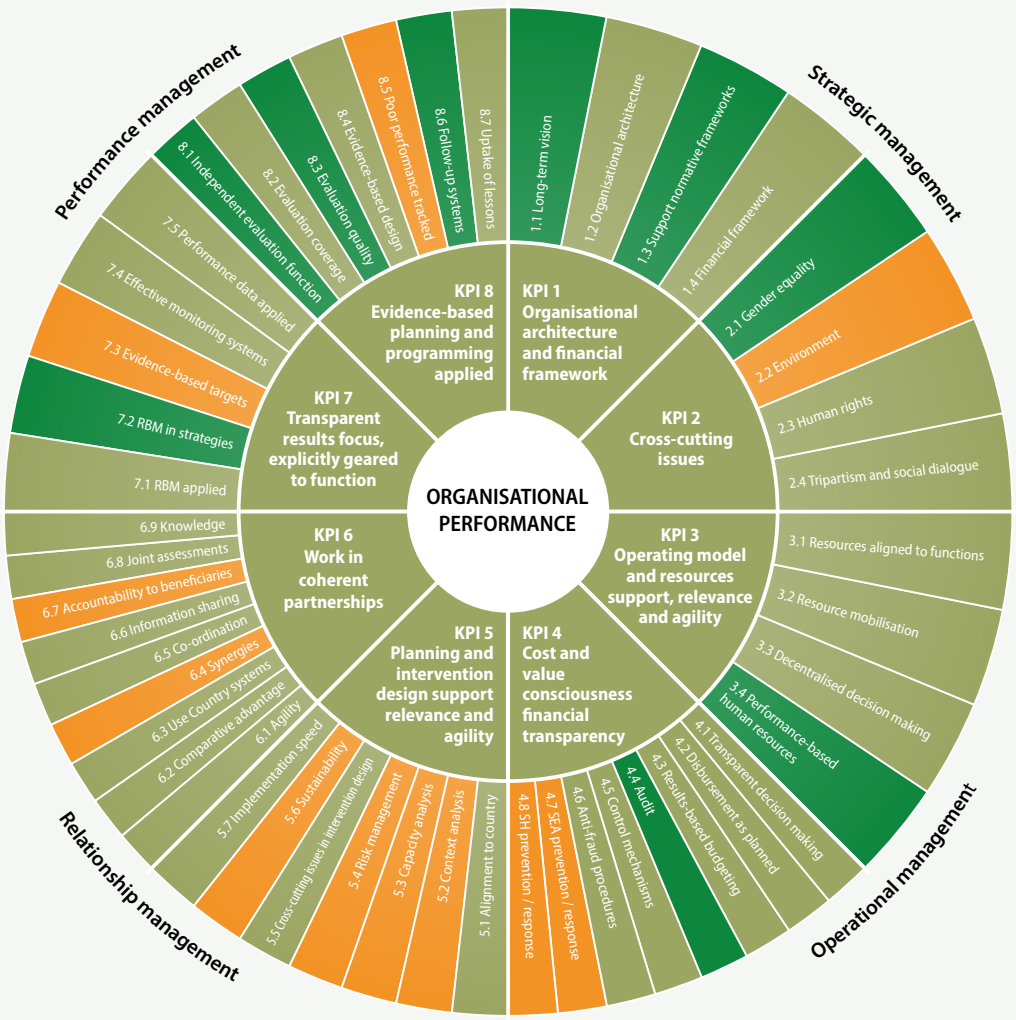
### Results

Evaluations have shown that the ILO is successful in meeting its normative goals related to employment opportunities, social protection floors, social dialogue, tripartism and fundamental rights at work. The ratification of conventions has resulted in new legislation for human rights in the world of work and the ILO's social protection interventions have led to policy reforms, as evidenced in evaluation reports. The organisation has also achieved better results on gender equality since 2018, and its work increasingly produces developmental and humanitarian results that benefit vulnerable populations. Its work has also been shown to strengthen social dialogue and tripartism, although further improvements are still possible in this area. However, results in poverty reduction have been evaluated as weak, and those in environmental sustainability as insufficient (according to the ILO Programme Implementation 2018-2019 report, "61% of Decent Work results make no contribution to environmental sustainability"). Furthermore, the report "High-level evaluations of strategies and Decent Work Country Programmes 2019" states that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while a recommendation of the report "High-level evaluations of strategies and Decent Work Country Programmes 2020" notes that "[t]he Green Jobs Programme requires … work to mainstream environmental sustainability across policy outcomes, programmes and projects".

The assessment also found that the organisation's relevance is built on a demand-driven approach to addressing the needs of countries and constituents. It further concluded that the ILO is efficient and uses synergies, innovation and active collaboration with partners to make the most of its resources in the context of a zero-real-growth budget. Further efficiency can be gained at the project level by expediting recruitment processes.

To ensure that benefits continue after interventions are completed, the ILO uses several tools, particularly capacity building and knowledge management strategies. Evaluations indicate that the organisation is successful in using these tools and that they contribute to sustainable outcomes, such as policy changes in member states, thereby creating an enabling environment for development.

## FIGURE 2: ILO'S PERFORMANCE RATING SUMMARY

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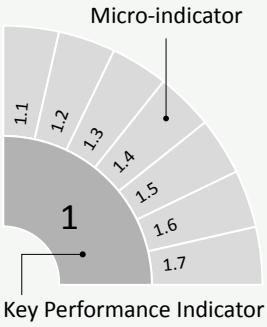
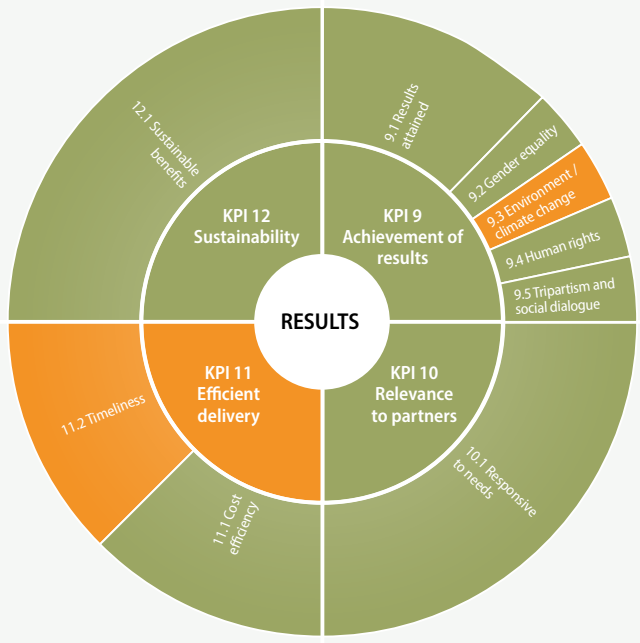


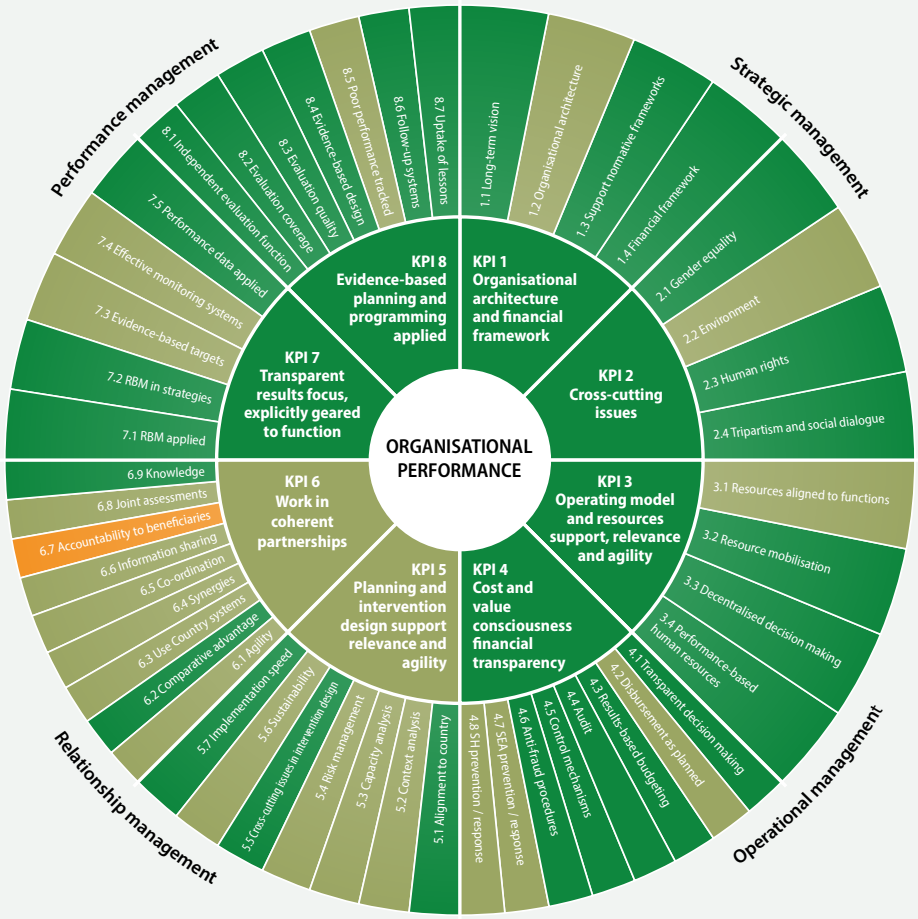

- **Highly satisfactory** (3.51-4.00)
- **Satisfactory** (2.51-3.50)
- **Unsatisfactory** (1.51-2.50)
- **Highly unsatisfactory** (0-1.50)
- **No evidence / Not applicable**



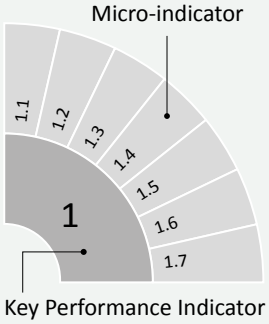
## FIGURE 3: ILO'S PERFORMANCE RATING SUMMARY (previous rating scale)

**Changes to MOPAN's rating system**

MOPAN's methodology is continuously evolving, and a recent notable change is how ratings (and their corresponding colours) are applied based on the scores at micro-indicator (MI) and key performance area (KPI) levels. Compared to the pre-2019 rating scale, applied in Figure 3, the threshold for a rating has been raised to reflect the increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected.




**How to read these charts**




- **Highly satisfactory** (3.01-4.00)
- **Satisfactory** (2.01-3.00)
- **Unsatisfactory** (1.01-2.00)
- **Highly unsatisfactory** (0-1.00)
- **No evidence / Not applicable**

# INTRODUCTION

Chapter 1

# Introduction

## 1.1. INTRODUCING THE ILO

The ILO was established in 1919, as part of the Treaty of Versailles which ended the First World War, to promote social justice for lasting peace. After the establishment of the UN, it became the first specialised UN agency in 1946.

The ILO has 187 member states and is the only tripartite organisation within the UN system. Within this structure, the organisation brings together governments, employers and workers from all member states to set international labour standards and to develop policies and programmes to promote decent work. It also supports social dialogue at the country and global levels to shape policies and programmes. Hence, tripartism is a fundamental guiding principle of the organisation, and the promotion of social dialogue is an operational imperative.

### Mission and mandate

The mandate of the ILO is to advance social justice and promote decent work. The Decent Work Agenda, endorsed by the ILO Declaration on Social Justice for a Fair Globalization (ILO, 2008), translates the ILO mandate into action. The agenda has four strategic objectives: employment, social protection, social dialogue and tripartism, as well as fundamental principles and rights at work, with gender equality and non-discrimination as cross-cutting issues (ILO, 2016a).

The ILO serves its tripartite constituents through:

- The creation of international labour standards backed by a system to supervise their application.
- The formulation of international policies and programmes to promote basic human rights, improve working and living conditions, and enhance employment opportunities.
- A programme of international development co-operation formulated and implemented in partnership with constituents to help countries put these policies into practice.
- Training, education and research activities to help advance these efforts (ILO, n.d.-a).

The ILO has a strong normative mandate that includes the adoption, ratification, supervision and implementation of international labour standards. The organisation's normative function forms its core activity and serves as the basis for its manner of operation. The international labour standards take the form of conventions and recommendations; conventions are legally binding on ILO member states that have ratified them, whereas recommendations serve as non-binding guidelines. The ILO sometimes complements conventions by protocols, which are procedural devices that add extra flexibility to a convention or extend its obligations (ILO, 2019a).

Once a convention has been ratified, the countries that ratified it must take all necessary measures to make its provisions effective and report every year to the ILO on how the convention is being applied. Supervision of the application of ratified conventions is therefore one of the tasks of the ILO. The ILO Constitution provides a supervisory system that directly involves the organisation's constituents in the supervision process. Within this system, the ILO regularly examines implementation of the ratified conventions and assists countries through technical support and social dialogue to solve problems identified during the process. Constituents can also participate in technical co-operation projects that aim to apply international labour standards. In general, these projects take the forms of advisory services, assessments and training, and are implemented in co-operation with the recipient countries and donors.

The field offices of the ILO provide technical guidance on policy issues and assist in the design and implementation of the organisation's technical co-operation projects. In 2015, the ILO integrated many of its technical projects into five flagship

programmes to enhance the efficiency and impact of its development co-operation with constituents on a global scale. These programmes are: 1) the Better Work Programme; 2) the International Programme on the Elimination of Child Labour and Forced Labour (IPEC+); 3) the Global Action for Prevention on Occupational Safety and Health Programme (GAP-OSH); 4) the Programme on Social Protection Floors (SPFs) for All; and 5) the Programme on Jobs for Peace and Resilience. The first three are carried out as global interventions and are among the organisation's largest development assistance technical co-operation programmes. A summary of the Better Work Programme is given in Box 2.

### Box 2. The Better Work Programme

The ILO and the International Finance Corporation (IFC) partner through the Better Work Programme to advance international labour standards and improve labour conditions.

Since 2007, the programme has brought together more than 100 global brands and retailers, covering around 1 700 factories in the garment industry, and employing more than 2.4 million workers in nine countries: Bangladesh, Cambodia, Egypt, Ethiopia, Haiti, Indonesia, Jordan, Nicaragua and Viet Nam.

Participating factories improve their compliance with the ILO's core labour standards and national legislation on compensation, contracts, occupational safety and health, and working hours. At the same time, collaboration with governments leads to improvements in labour laws, while brands ensure that progress is sustained. The programme team also advises unions on how to empower workers.

The overall programme cost of USD 21 million is borne through a multi-donor arrangement. It is supported by Australia, Denmark, the European Commission, Germany, Switzerland, the Netherlands and the United States. USD 8 million comes from the private sector. Donor contributions finance programme-level expenses, and participating enterprises pay fees to the ILO for interventions at the factory level, making the programme financially self-sustainable.

Reported outcomes from the Better Work Programme vary. In Cambodia, Ethiopia and Viet Nam, it has helped factories and brands align with labour law reforms. In Viet Nam and Cambodia, it played a central role in reaching agreements on collective bargaining. In Cambodia, the ILO provided real-time data to support collective bargaining, enhance transparency and create trust. This approach avoided costly and potentially violent negotiation phases, which have a long history in the country. In Ethiopia, the programme complemented broader ILO support for the development of an industrialisation strategy.

In the context of COVID-19, the ILO shifted the focus of the programme to protecting lives. It began issuing guidance on health and safety requirements and co-operated with the World Health Organization (WHO). The ILO also repurposed support under existing policy outcomes, deploying "Better Work Teams" to assist factories and workers on crucial issues relating to health and safety, as well as industrial relations. It also provided policy advice, co-ordinated information campaigns and provided training for national partners. The teams helped bring together governments, employers, workers and international buyers to develop joint responses at the national and international levels through the ILO's tripartite structure.

*Source*: MOPAN interviews and documentation; ILO (2017a), *Independent evaluation of the ILO's Decent Work Country Programme strategies and actions in the Mekong subregion 2012-2017*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_583706.pdf; ILO (2017b), *High-level evaluations of strategies and Decent Work Country Programmes*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_583531.pdf; ILO (2019b), *ILO Decent Work interventions in global supply chains - A synthesis review on lessons learned what works and why 2010-2019*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_722176.pdf; ILO (2019c), *Independent evaluation of ILO's public-private partnerships 2008-2018*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_723530.pdf; ILO (2020a), *Report of the Director-General Sixth Supplementary Report: The response of the International Labour Office to the COVID-19 pandemic*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_757898.pdf.

At the country level, the ILO uses Decent Work Country Programmes (DWCPs) as the primary vehicle for delivering support to developing and least developed countries. DWCPs function as a medium-term planning framework guiding the work of the ILO in a country in line with the priorities and objectives set with its constituents.

In addition, the ILO produces knowledge products in key areas within its mandate. Recent and notable activities in that respect include research and products on the Future of Work and the impact of the COVID-19 pandemic on the world of work.

The ILO's strategic framework comprises specific instruments that follow a hierarchy. The long-term, strategic vision of the ILO is shaped by its constitutional mandate and relevant declarations, including the Centenary Declaration for the Future of Work. Based on this strategic direction, the Strategic Plan establishes a medium-term vision. The Strategic Plan is then operationalised through the biennial Programme and Budget and supported by relevant management strategies, including the Development Cooperation Strategy.

The current strategic plan covers the period 2018-21. It provides a strategic vision and sets out the steps towards its realisation (ILO, 2016b). The plan also establishes cross-cutting policy issues of gender equality and non-discrimination, international labour standards, and tripartism and social dialogue as a "permanent part of all of its areas of work". The issue of environmental sustainability represents an addition to the cross-cutting policy drivers, included because of the "urgent need to set the world of work on a just transition to a sustainable development trajectory" (ILO, 2016b).

In November 2020, the ILO Governing Body adopted the Strategic Plan for 202225. The ILO aligned the new plan and other strategic instruments with the Centenary Declaration for the Future of Work, adopted in 2019, which provides a long-term vision for the organisation (see also Section 1.2) (ILO, 2019d).

As one of the 15 specialised agencies of the UN system, the ILO is responsible for assisting member states to achieve SDG 8 ("promote inclusive and sustainable economic growth, employment, social justice and decent work for all"). The organisation also gears its work to contribute to other SDGs and targets. The ILO is the sole custodian of 11 global SDG indicators, a joint custodian for 3 indicators and acts as a partner agency for another 3 indicators. ILO custodianship refers mainly to the indicators of SDG 8, although some apply to SDGs 1, 5 and 10 (ILO, 2018).

### Governance arrangements

The main bodies in the governance system of the ILO are the International Labour Conference, the Governing Body and the International Labour Office:

- The International Labour Conference meets annually to set international labour standards and the broad policies of the ILO. It also acts as a forum for discussing key social and labour questions. Each member state is represented by two government delegates, an employer delegate, a worker delegate and their respective advisers. Every two years the conference adopts the ILO's biennial programme and budget financed by its member states (ILO, n.d.-b).

- The Governing Body, the executive organ of the organisation, is responsible for taking decisions on ILO policy, setting the agenda of the International Labour Conference, adopting the draft Programme and Budget for submission to the conference, and electing the Director-General. The Governing Body meets in March, June and November every year. It is composed of 56 titular members and 66 deputy members. Ten of the titular government seats are permanently held by states of chief industrial importance (Brazil, China, France, Germany, India, Italy, Japan, the Russian Federation, the United Kingdom and the United States). The other government members are elected by the conference every three years. The employer and worker members are elected in their individual capacity (ILO, n.d.-c).

- The International Labour Office, the permanent secretariat of the ILO, is the focal point for the organisation's overall activities implemented under the scrutiny of the Governing Body. It operates under the leadership of the Director-General and implements the policies set by the Governing Body. The Director-General is elected every five years. The administration and management of the International Labour Office are decentralised in more than 40 countries that operate under the leadership of the Director-General (ILO, n.d.-d).

In addition to these main organs, the ILO's structure includes the Administrative Tribunal, which examines employment-related complaints by ILO officials and the other international organisations, and the International Training Centre of the ILO (ITCILO). The latter is the training arm of the organisation, located in Turin, which offers learning, knowledge-sharing and institutional capacity-building programmes for constituents and development partners.

This MOPAN assessment focuses on the organisational and development effectiveness of the International Labour Office (referred to as "the ILO" or "the organisation" or "the Office" in this report).

### Organisational structure

As of 2020, the ILO had 3 241 staff (53.9% were women, 53.6% of the employed women were in professional positions). Some 1 134 staff are based in the headquarters in Geneva, while 2 107 people work in 89 countries in five regions. The number of ILO staff working in development co-operation is 1 547. Asia-Pacific and Africa account for the highest number of staff (831 and 629, respectively), in line with the volume of operations in these regions (ILO, 2020b).

The organisational structure of the ILO is composed of ten units, which report directly to the Director-General.

The units reporting directly to the Director-General are as follows:

1. The Bureau for Employers' Activities
2. The Bureau for Workers' Activities
3. The Office of the Legal Adviser
4. The Evaluation Office
5. The Office of Internal Audit and Oversight
6. The Treasurer and Financial Comptroller
7. The Procurement Bureau
8. The Ethics Office
9. The Tokyo and Washington Offices
10. The Office of the Director-General (ILO, 2013a, 2020c).

The three portfolios led by the Deputy Directors-General (DDGs) are:

1. Policy Portfolio with nine departments aimed at improving the ILO's ability to develop and deliver policy advice, advocacy and technical co-operation.
2. Management and Reform Portfolio with seven departments aimed at improving the delivery of all support services.
3. Field Operations and Partnerships Portfolio with two departments and five regional offices to manage working relationships between headquarters and regions (ILO, 2013a, 2020c).

### Finances and operations

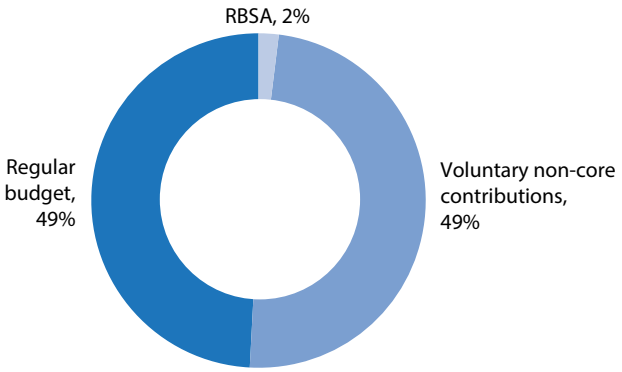
The ILO's funding consists of almost equal parts of assessed contributions from member states by virtue of their membership, and voluntary contributions from a wide range of funding partners.

The assessed contributions comprise the organisation's regular budget and are used for the regular operating expenses of the ILO. The member states pay contributions based on the UN allocations assessment. In the 2018-19 biennium, the regular budget amounted to USD 784 million.[4]

The voluntary contributions comprise two lines of funding:

- Voluntary non-core contributions, including earmarked project-based funding with a clear timeline and pre-defined geographic focus, and lightly earmarked funding for broader ILO global or country outcomes (Table 1).
- Regular Budget Supplementary Account (RBSA), which includes unearmarked voluntary core contributions allocated to strategic areas and emerging country priorities, such as COVID-19 and refugee response (Table 2) (ILO, n.d.-e).

### FIGURE 4: THE ILO'S FUNDING DISTRIBUTION FOR THE 2018-19 BIENNIUM




*Source*: (ILO, 2020d, n.d.) ILO (2020d), *ILO Voluntary Contributions for Development Cooperation: Annual Report 2019*, https://www.ilo.org/wcmsp5/groups/public/@dgreports/@exrel/documents/genericdocument/wcms_751179.pdf.

### Table 1. Voluntary non-core contributions by source of funds

| Sources of funds | 2018-19 (million USD) | Share of total contributions (%) |
|---|---|---|
| Multi-bilateral development partners | 537.42 | 69.58 |
| European Commission and other inter-governmental organisations | 106.80 | 13.83 |
| United Nations | 55.32 | 7.16 |
| Domestic development funding | 38.70 | 5.01 |
| Public-private partnerships | 29.38 | 3.80 |
| International financial institutions (banks) | 4.73 | 0.61 |
| **Total** | **772.35** | **100.00** |

*Source*: ILO (2020d), *ILO Voluntary Contributions for Development Cooperation: Annual Report 2019*, https://www.ilo.org/wcmsp5/groups/public/@dgreports/@exrel/documents/genericdocument/wcms_751179.pdf.

4 As of April 2021, only estimated figures were available for the 2020-21 biennium.

### Table 2. Voluntary non-core contributions by source of funds

| Funding partner | 2018-19 (million USD) | Share of total contributions (%) |
|---|---|---|
| Belgium | 6.87 | 25.10 |
| Netherlands | 5.85 | 21.39 |
| Norway | 3.62 | 13.21 |
| Sweden | 3.47 | 12.69 |
| Denmark | 2.84 | 10.38 |
| Luxembourg | 2.54 | 9.28 |
| Germany | 1.72 | 6.29 |
| Italy | 0.46 | 1.66 |
| **Total** | **27.37** | **100.00** |

*Source*: ILO, n.d.-e.

Figure 4 shows a funding breakdown for the 2018-19 biennium.
The top "multi-bilateral development partners" (Table 1), according to the size of their voluntary non-core contributions within this category, are the Netherlands (27%), Germany (19%), the United Kingdom (11%) and the United States (10%).

The organisation defines the budget allocation by policy outcomes for the 2020-21 biennium in the Programme and Budget 2020-21 (Table 3). In addition to the amounts in the table, the ILO estimates that USD 30 million from the RBSA will be allocated for policy outcomes in the 2020-21 biennium (ILO, 2020e).

### Table 3. Total resources for 2020-21 by policy outcome

| | Regular budget (million USD) | Estimated extrabudgetary expenditure (million USD) |
|---|---|---|
| Outcome 1: Strong tripartite constituents and influential and inclusive social dialogue | 101.8 | 11 |
| Outcome 2: International labour standards and authoritative and effective supervision | 56.7 | 11 |
| Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all | 69.5 | 127 |
| Outcome 4: Sustainable enterprises as generators of employment and promoters of innovation and decent work | 48.8 | 56 |
| Outcome 5: Skills and lifelong learning to facilitate access to and transitions in the labour market | 41.7 | 45 |
| Outcome 6: Gender equality and equal opportunities and treatment for all in the world of work | 40.7 | 35 |
| Outcome 7: Adequate and effective protection at work for all | 94.7 | 147 |
| Outcome 8: Comprehensive and sustainable social protection for all | 42.7 | 38 |

*Source*: ILO (2020e), *Programme and budget for the biennium 2020-21*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_736562.pdf.

## 1.2. SITUATIONAL ANALYSIS

Several factors shape the ILO's institutional context. The period covered by this assessment (2017-20) was marked first by the ILO's Centenary Initiatives, then by the Centenary Declaration for the Future of Work, and finally by its response to the COVID-19 crisis. Leadership remained stable, with the organisation's Director-General, who began his first five-year term in October 2012, re-elected for a second five-year term starting in October 2017.

The ILO's International Labour Conference adopted the Centenary Declaration for the Future of Work at its 108th (Centenary) Session on 21 June 2019 (ILO, n.d.-f). Until this date, the ILO focused heavily on seven centenary initiatives set out by the Director-General in 2013 in the report *Towards the ILO centenary: Realities, renewal and tripartite commitment* (ILO, 2013b). These included the Standards Initiative, the End to Poverty Initiative, the Women at Work Initiative, the Enterprises Initiative, the Green Initiative, the Governance Initiative and the Future of Work Initiative. The latter became central to the centenary activities (ILO, 2016b).

In the Strategic Plan for 2018-21, the ILO lists the Centenary Initiatives as among the main factors shaping its institutional context. Other internal contextual factors identified in the strategic plan included the 2008 ILO Declaration on Social Justice for a Fair Globalization (Social Justice Declaration), the 2016 Resolution on Advancing Social Justice through Decent Work, the 2030 Agenda and the ILO's internal reform process (ILO, 2016b).

The Resolution and the Social Justice Declaration inform the actions of the ILO and its member states, including their role in the 2030 Agenda. The Resolution also signified the restatement of the ILO's social justice mandate expressed as the strategic objectives of the Decent Work Agenda (see Section 1.1). In order to implement the resolution, the ILO was required to strengthen the existing RBM framework, the Decent Work Country Programmes, institutional capacity building, research, information collection and sharing, and partnerships and policy coherence for decent work (ILO, 2016b).

The Centenary Declaration is the result of the Future of Work initiative, which was implemented through a three-stage process between 2016 and 2019 (see Figure 5). From 2016 to 2017, some 113 countries participated in a broad-based national or supra-national tripartite dialogue on the future of work following an invitation from the Director-General to member states. These activities constituted the first stage of the process and involved governments and worker and employer organisations. In some countries, other stakeholders such as academia, non-governmental organisations (NGOs) and youth also participated in the dialogue. The countries shared reports with the ILO on the results of the dialogue, and some provided additional surveys and studies. In December 2017, the ILO published the *Synthesis Report of the National Dialogues on the Future of Work* (ILO, 2017c), which was prepared based on these inputs.

The outcomes of the dialogue implemented in the countries informed the work of the independent Global Commission on the Future of Work, which carried out discussions and studies during the second stage of the initiative. The ILO established the Commission in 2017 with 27 members representing business, trade unions, think tanks, government and non-governmental organisations (ILO, 2019e). The Commission prepared the report *Work for a Brighter Future*, which included analysis and recommendations that fed into the development of the Centenary Declaration. The ILO launched the Commission's report in January 2019 and submitted it to the centenary session of the International Labour Conference in June 2019 for third-stage discussions (ILO, 2019f). This step comprised several events, including seven thematic forums on the future of the world of work designed to stimulate debate among the conference participants and other stakeholders such as heads of international organisations, representatives of civil society and academia, and young people (ILO, n.d.-g).

The conference adopted the Centenary Declaration for the Future of Work on 21 June 2019. On 16 September 2019, the UN General Assembly endorsed the declaration.

## FIGURE 5. MAIN STEPS OF THE FUTURE OF WORK INITIATIVE

| 2016 | 2017 | 2018 | 2019 |
|---|---|---|---|
| • Beginning of First Stage: National Dialogues<br>• National "future of work" dialogues structured around four "centenary conversations" | • The event: The Future of Work We Want: A Global Dialogue<br>• End of First Stage: National Dialogues – the Synthesis Report<br>• 106th Session of the International Labour Conference<br>• 5th Conference of the Regulating for Decent Work Network<br>• Beginning of Second Stage: The Global Commission<br>• 1st meeting of the Global Commission<br>• Publication of Key Reports submitted to the Global Commission | • 2nd meeting of the Global Commission<br>• 332nd Governing Body – Information Session of the Global Commission<br>• 3rd meeting of the Global Commission<br>• 107th Session of the International Labour Conference (Information Session on the Global Commission)<br>• 4th meeting of the Global Commission | • Presentation of the Global Commission's Report and Recommendations<br>• 108th Centenary Session of the International Labour Conference – Third Stage Discussion on the Global Commission's Report and Recommendations<br>• Adoption of the Centenary Declaration |

*Source*: ILO (2017d), *Future of Work Initiative: The road to the Declaration*, http://www.ilo.org/global/topics/future-of-work/WCMS_546802/lang--en/index.htm.

Since its adoption, the Declaration has guided the strategic framework of the ILO. The ILO's Strategic Plan (202225), which the Governing Board approved in November 2020, aims "to apply the provisions of the Centenary Declaration for a human-centred recovery from the impact of the COVID-19 pandemic" (ILO, 2020f) (see Box 3).

Another essential element of the internal context that affects performance is the ILO's internal reform process. Initiated by the Director-General in late 2012, the reform concentrated primarily on improving efficiency. With the Strategic Plan 2018-21, the ILO shifted the focus of the reform to the identified weaknesses of communications and the "One ILO" approach. The latter aims to build greater cooperation and synergies between headquarters and field offices. A key component of the reform is a "business process review", with an internal team of experts dedicated to this area established within the ILO. In 2019, this team became the Business Innovation Unit, with a mandate to support innovation activities across the organisation.

Performance improvement efforts have included the Governance Initiative to reform the Governing Body and the International Labour Conference. Seen by the ILO as the primary contribution to realising the current strategic plan, the Governance Initiative aims to ensure "the fullest engagement of the tripartite constituents in the decision-making and priority setting" (ILO, 2016b).

UNDS entities constituted the third-largest contributors to the ILO's voluntary funding between 2017 and 2020. During the same period, the ILO implemented about 200 projects with about 30 UN partners, and took part in a variety of joint UN programmes. It continues to benefit from the UN Multi-Partner Trust Funds to implement the Decent Work Agenda (ILO, n.d.-h).

### Box 3. Centenary Declaration for the Future of Work

The Centenary Declaration defines the pre-COVID-19 period as "a time of transformative change in the world of work, driven by technological innovations, demographic shifts, environmental and climate change, and globalization, as well as a time of persistent inequalities, which have profound impacts on the nature and future of work, and on the place and dignity of people in it" (ILO, 2019d).

It urges the ILO to "carry forward into its second century with unrelenting vigour its constitutional mandate for social justice by further developing its human-centred approach to the future of work, which puts workers' rights and the needs, aspirations and rights of all people at the heart of economic, social and environmental policies".

With the outbreak of COVID-19, the Strategic Plan for 2022-25 stated that "[t]he scale of ambition of the Declaration and the scale of the challenge generated by COVID-19 require the ILO to act with corresponding vision and ambition" (ILO, 2020f).

Subsequently, the following areas of investment contained in the Centenary Declaration were highlighted in the Director-General's report, *Work in the time of COVID*, as "a call to all Member States to develop a human-centred approach to the future of work – and by extension to recovery" (ILO, 2021a):

- The capacities of all people, through action, to realise: gender equality, lifelong learning and quality education for all, universal access to comprehensive and sustainable social protection, and effective support for people in the transitions in their working life.
- The institutions of work to offer all workers adequate protection concerning: respect for their fundamental rights, an adequate minimum wage, maximum limits on working time, and safety and health at work.
- Sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all through: macroeconomic policies that have those aims; trade, industrial and sectoral policies that promote decent work and enhance productivity; investment in infrastructure and in strategic sectors; policies and incentives that promote sustainable and inclusive economic growth, the creation and development of sustainable enterprises, innovation, the transition from informality to formality, and the alignment of business practices with the objectives of the Declaration; and policies for the protection of personal data and privacy, and to respond to the opportunities and challenges of the digital transformation of work, including platform work.

*Source*: ILO (2019d), *ILO Centenary Declaration for the Future of Work*, https://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_711674.pdf; ILO (2020f), *The ILO's Strategic Plan for 2022-25*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_757564.pdf; ILO (2021a), *Work in the time of COVID. Report of the Director-General*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_793265.pdf.

The UNDS reform therefore represents a significant development for the ILO. As a specialised agency of the UN, participating in the UN reform process means working to ensure that the Decent Work Agenda is integrated with new policy frameworks, and that the value of tripartism, as well as the role of social partners, are highlighted throughout the process. The ILO's two-year action plan for 201920 aims "to maximize the opportunities of the UN development system reform for the ILO and tripartite constituents" (ILO, 2020g). The organisation submits annual updates on UN Reform to its Governing Body, and provides annual reports on efficiency gains to the UN Development Coordination Office.

The ILO has taken several concrete steps to integrate aspects of the UNDS reform into its work. The Development Cooperation Strategy 2020-25 makes the ILO's support for Resident Coordinator systems an integral part of its programming (ILO, 2020h). The ILO is also among the organisations that have included UNDS reform in the job descriptions of its senior staff (as also done by the UN Environmental Program [UNEP] and the UN Office for Projects Services [UNOPS]), thereby putting in place accountability tools to facilitate reforms and greater coherence (MOPAN, 2021a).

MOPAN's study on the UNDS reform points to positive progress made by the ILO. It highlights the organisation's clear commitment to partnerships for achieving the SDGs. Through the UNDS reform, the ILO has widened partnership networks to advance its agenda. The organisation's positive experiences of working with multilateral development banks are cited in this regard. The MOPAN study further notes that in terms of private sector partnership, the ILO has a particular interest in ensuring that private sector partners meet decent work standards and labour rights, and is trying to embed this agenda across the UNDS (MOPAN, 2021a).

The COVID-19 pandemic has had a profound, systemic effect on the ILO and its internal and external context. This is addressed in Chapters 2 and 3.

## 1.3. PERFORMANCE JOURNEY

The first MOPAN assessment of the ILO took place as part of the 2006 Annual Survey (MOPAN, 2006), which also included the Asian Development Bank (ADB) and the United Nations Children's Fund (UNICEF). The 2006 survey[5] does not provide a comparative framework with MOPAN 3.0 and 3.1 methodologies. The second assessment was the first comprehensive assessment of the ILO by MOPAN. It applied the MOPAN 3.0 methodology and covered the period from 2014 to mid-2016.

The 2015-16 MOPAN assessment concluded that "the ILO is a highly relevant and improving organisation" (MOPAN, 2017). It also emphasised that the organisation has a good understanding of the challenges in the world of work and not only implements its normative mandate, but also influences the international policy agenda.

The assessment also underlined the ILO's commitment to its internal reform process intended to improve the efficiency and effectiveness of the organisation, and noted that the ILO needed to use "its considerable assets and comparative advantages to maximum effect" in order to make progress in improving efficiency.

The assessment findings on the impact and sustainability of results were mixed, although the cited examples demonstrate notable achievements. The assessment team also found it difficult to assess improvement in overall

5 The 2006 Annual Survey was conducted in ten countries (Burkina Faso, Colombia, Guatemala, Indonesia, Kenya, Mozambique, Nepal, Pakistan, Sri Lanka and Uganda). The main findings were that the ILO's visibility was weak, especially in countries where it lacked a country office, and that a country presence resulted in a more favourable perception of the ILO's partnership performance. The findings also highlighted the ILO's role in active policy dialogue with governments, contributing to capacity development primarily at the central government level, and the quality of its technical advice.

impact, efficiency and sustainability under the frameworks and systems used at that time. The assessment further noted that the ILO's commitment to RBM, evaluation and operational improvements had not translated into implementation.

Box 4 summarises the key strengths and areas for improvement identified in the 2015-16 MOPAN assessment.

### Box 4. Main strengths and areas for improvement from the 2015-16 MOPAN assessment

**Strengths from previous MOPAN assessment**

- 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 from previous MOPAN assessment**

- 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

*Source*: MOPAN (2017), *MOPAN 2015-16 Assessments*, http://www.mopanonline.org/assessments/ilo2015-16/MopanILO%5binteractive%5d%5bfinal%5d.pdf.

In its response to the above findings, the ILO management welcomed the assessment's recognition of the organisation's "key strengths" and expressed its intention to build on them (ILO, 2017e). It also noted that the organisation would use the identified areas for improvement to drive changes on these issues. More specifically, the ILO explained that it would:

- Use the MOPAN findings in several internal initiatives related to RBM and results-based budgeting, and improvements in reporting.
- Improve the evaluation quality, synthesis and use by, among other things, giving further attention to systematic monitoring, reporting and use of evaluations by various parts of the Office, and reviewing reporting lines, incentive structures and funding arrangements to optimise evaluations.
- Strengthen its efforts in multi-stakeholder partnerships around the SDGs and its active role in the UN Development Group, building on examples such as the Alliance 8.7, the Grand Bargain, the Partnership for Action on Green Economy (PAGE).
- Integrate administration and recruitment for project implementation into the further steps of the business process review.
- Use the assessment findings on additional funding sources, including private sector funding, to strengthen the efforts already underway for diversifying funding sources.

Additionally, the management response stated that the ILO had integrated cross-cutting policy drivers into the Programme and Budget from 2016 onwards and monitored them at the level of country programmes.

Between 2017 and 2020, no further comprehensive external assessments have been made.

# FINDINGS, CONCLUSIONS AND OUTLOOK

Chapter 2

# Findings, conclusions and outlook

## 2.1. ASSESSMENT SUMMARY

The performance findings and conclusions consider four key attributes of an effective organisation: 1) whether it understands future needs and demands; 2) whether it is organised and makes use of its assets and comparative advantages, including operating in coherent partnerships; 3) whether it has mandate-oriented systems, planning and operations; and 4) whether it adapts and makes consistent improvements according to its resource level and operational context.

For the 2020 assessments, further consideration is throughout also given to the organisation's response to the COVID-19 pandemic, and its universal and transformational effect on the ILO's mandate, mission, operations and activities.

The following paragraphs discuss the assessment findings for each of these attributes.

### Is the ILO proactive in scoping future needs?

The ILO's centenary marked a turning point for the organisation. In 2019, as it entered its second century, the ILO reinforced its relevance and demonstrated its ability to understand future needs and demands in the world of work. It proved its proactive approach in anticipating future challenges and identifying adaptive strategies through both the Future of Work Initiative and its response to the COVID19 crisis (see Section 1.2 and Chapter 3).

The organisation launched the Future of Work Initiative in 2015 as a "far-reaching process of reflection on the future of work [and] as the centrepiece of the ILO's centenary" (ILO, 2015a). The four-year initiative included a broad-based participatory approach that involved multi-stakeholder groups at the country and global levels.

As part of this process, the ILO communicated the need to "shape a future of work" with its partners. The symposium "Global Dialogue on the Future of Work We Want" in 2017 was one of several important steps the organisation undertook to stimulate a dialogue around this message (ILO, n.d.-i).

The ILO Centenary Declaration for the Future of Work, the end product of the initiative, urges constituents "to shape a fair, inclusive and secure future of work with full, productive and freely chosen employment and decent work for all" (ILO, 2019d). In the words of the UN Secretary-General, "[t]he Declaration proposes a shift in the paradigm of how we look at development" with its human-centred approach and its emphasis on leaving no-one behind, and with its understanding that the various challenges to a sustainable future are closely interlinked (UN, 2019).

During the endorsement of the declaration in 2019, the UN General Assembly called on "UN bodies to consider integrating the Declaration's policy proposals into their work" (ILO, 2019g).

The Centenary Declaration remains valid in the COVID19 context, and the ILO has aligned the new strategic instruments it formulated in 2020 with the declaration. This approach has helped the organisation establish a coherent strategic framework that follows a hierarchy, as described in Section 1.1.

Since the COVID-19 outbreak began, the ILO has monitored the impact of the pandemic and produced and published projections for the near future (ILO, 2021b). It has also organised webinars and generated knowledge products related to the future implications of COVID-19 on the world of work. One such example is a study on the future of work in the digital economy, which also discusses opportunities that digital technologies offer to mitigate some of the effects of COVID-19 on employment and incomes (ILO, 2020i). MOPAN's survey showed that the ILO's partners find these efforts both relevant and significant. For example, a constituent stated that during the pandemic, "rapid skills assessment

and a webinar series on the future of work […] allowed for alignment with the national economic reconstruction and recovery programme – not only enabling better social dialogue but better informing relevant stakeholders".

While the ILO has a good understanding of future needs and demands, acting upon them remains a challenge considering the scale and diversity of the needs in question. The extent of the ILO's success in using its assets and the degree to which it is equipped to fulfil its mandate will determine its performance in tackling this challenge.

### Is the ILO tapping into its comparative advantages?

The ILO's expertise in the areas of social dialogue and tripartism represents a distinct comparative advantage within the UN Development System (UNDS). According to its partners and staff, the international labour standards and the "convening power" to further help tripartite constituents reach consensus and implement these standards. The partners also consider the ILO's "unique technical expertise" on decent work-related topics to be a strength of the organisation. These assets provide the ILO with both comparative and collaborative advantage.

The assessment found that the ILO mobilises these assets and operates in partnerships, while implementing its normative mandate. The eradication of systematic child labour in the cotton harvest of Uzbekistan is an example at the country level. This achievement was the outcome of a seven-year process, from 2013 to 2020, accomplished through partnerships, social dialogue, tripartism, technical expertise and on the basis of international labour standards. The organisation began monitoring the cotton harvest for child labour in 2013. Since 2015, monitoring has covered both forced labour and child labour as part of an agreement with the World Bank. To support this intervention, the World Bank established a multi-donor trust fund with funding from the European Union, the United States, Switzerland and the German development agency, GIZ. The ILO continues to build the capacities of state and non-state institutions and to monitor child labour and forced labour with a focus on the impact of COVID-19, in conjunction with the World Bank (ILO, 2021c).

The ILO leverages its comparative advantages and operates in broad-based partnerships when implementing its flagship programmes. These programmes serve as instruments to put into practice normative goals and to enhance their impact, thereby complementing the ILO's normative role. For example, the Better Work Flagship Programme is grounded in social dialogue and collaboration with donors, private companies and constituents with a view to providing decent work conditions (see Box 2).

However, the evidence indicated that in certain interventions, shortcomings prevented the ILO from making use of its assets. The evaluation reports make reference to "missed opportunities" in strengthening or incorporating social dialogue and tripartism into development co-operation projects (ILO, 2019h, 2020j, 2020k). Such situations occurred predominantly in countries where the ILO lacked a permanent presence. The evaluations also observed this weakness in projects where tripartism and social dialogue were only loosely integrated into project design and monitoring. As discussed below, these factors limited the ILO's ability to implement its mandate.

During the COVID-19 crisis, the ILO mobilised its comparative advantages effectively. According to its partners, the organisation has been "instrumental in keeping active the sessions on social dialogue" on virtual platforms, while the ILO's webinar series enabled "better social dialogue". Furthermore, the organisation operated as part of coherent partnerships, focusing mainly on occupational health and safety and social security provisions. It also established synergies with development partners, including UN agencies, the private sector, parliamentarians, faith-based organisations, NGOs and civil society, to ensure a more effective response to the pandemic.

### Is the ILO well-equipped for its mandate?

The assessment found that since 2017, the ILO has made progress in all performance areas of the MOPAN framework. The Centenary Declaration for the Future of Work and the COVID-19 outbreak have functioned as the key drivers of institutional transformation. Following its adoption in 2019, the Centenary Declaration served as a roadmap for the

organisation. The reinforced mandate and long-term vision provided by the Declaration, coupled with the internal reform initiated in 2012, created a favourable organisational climate for change and innovation.

This internal context helped the ILO adapt rapidly and respond to the crisis when the pandemic struck. The organisation adjusted programmes and budgets, repurposed interventions, raised additional donor funding, and stepped up joint delivery with other UN agencies. It also demonstrated progress by developing the "One ILO" culture, an objective of its internal reform. The remote working modalities adopted during the pandemic strengthened this culture and brought headquarters and field offices closer.

The ILO's partners also recognised these developments. For example, a partner who participated in the MOPAN survey stated that "the mandate of the ILO has never been more relevant. The pandemic has set back the sustainable development agenda by years (maybe decades) and the multilateral system desperately needs an engaged, active and coherent organisation like the ILO to lead on decent work."

Ensuring appropriate capacity in the field has been a long-standing topic in the organisation. Evaluations point to missed opportunities in social dialogue in countries where the ILO does not have an office. Capacity at the country level will become increasingly important in light of the UNDS reform, as the ILO's ability to introduce social dialogue at the country level represents a key added value for the UN system. A perception persists that many country offices still lack adequate staffing. Partners surveyed for this assessment pointed out that staffing is often not sufficient to deliver key programmes, and that this negatively affects project outcomes.[6] The ILO has made efforts to address field capacity issues by decentralising posts and sharing expertise between headquarters, regions and country offices. A good practice embraced by the organisation during the COVID-19 pandemic has been the assignment of technical specialists at headquarters to field offices and non-resident countries through remote solutions.

In other instances, solutions have yet to be found. For example, partners considered communication at the field level to be a weakness, and attributed this to the lack of specialists in some country offices. The consequence is that although the ILO has strengthened its communications capacity at headquarters since 2017, the organisation has not yet been able to harness synergies and benefits in the field.

The organisation's flexibility to address the challenge of ensuring appropriate staff capacity in the field, and make operational investments more broadly, is curtailed by the zero-real-growth policy of the Governing Body for the regular budget. Pursued for about two decades, this policy requires that any changes in funding priorities must be accommodated within the existing budget range. Beyond this, any investments – whether in the form of information technology systems, security improvements or other operational necessities, or an increase in the ILO's contribution to the Resident Coordinator system – must result in an opportunity cost elsewhere in the ILO's operations unless an increase is approved or voluntary funding secured. Only a few key investments were approved over the last two budget cycles. In 2019, the ILO estimated that it required an additional USD 31.7 million for the 2020-21 budget for some targeted investments. The Governing Body significantly reduced this amount and approved an increase of the general budget amounting to USD 12.3 million.

One area where the ILO could equip itself better is the area of investigation of allegations of fraud and corruption. The Independent Oversight and Advisory Committee's (IOAC) 2020 report suggested that this function was not yet adequately staffed and funded. Furthermore, the ILO needs a rigorous monitoring and reporting system for the implementation of projects and programmes to allow it to, among other things, quickly address underperformance identified during implementation.

6 The Director-General's Programme and Budget proposals for 2022-23, dated 1 February 2021, envisage creating eight new technical positions – three at headquarters and one in each of the five regions. According to the assessment findings, these positions would partly address the issue since technical expertise needs are concentrated mainly in the country offices, as noted by interviewees.

The length of recruitment processes leading to delays in projects and programmes is another area that requires addressing. Although the ILO has made progress here by streamlining business processes during the internal reform, hiring staff still takes around five months, and the due diligence process for companies last between three months to one year before they are accepted by a programme.

Other areas requiring improvement are project design and management practices. Although the ILO has improved the use of theories of change (ToC) since the last MOPAN assessment, and has invested efforts in analysing context, needs and capacities while formulating projects, the systematic and proper implementation of these tools remains a work in progress. Particular challenges persist in applying ToC to all elements, including risks and assumptions. This weakness restrains the ILO's realistic planning and decision-making ability regarding the potential outcomes of projects, as evidenced in evaluation reports. Furthermore, the use of baselines in programme and project design is not a requirement for projects with budgets lower than USD 5 million. This makes it difficult to set results targets consistently on a sound evidence base across all interventions. Several other weaknesses relating to different aspects of intervention design, such as sustainability considerations, point to a need for more effective mechanisms and increased capacity-building efforts for staff in the field.

The assessment found that inefficiencies in communication between some regional and country offices are perceived as negatively affecting project and programme implementation. The survey showed that partners – in particular donors – consider that these inefficiencies slow down decision making at the country level.

Growing vulnerabilities in the world of work resulting from the impacts of the pandemic and climate change add to the challenges faced by the ILO. The organisation needs to ensure a strong focus on the cross-cutting drivers of human rights, gender equality, environmental sustainability, and social dialogue and tripartism. The ILO has remained committed to these drivers and has mainstreamed them more effectively since their incorporation into the strategic plan. The organisation has also successfully integrated the SDGs into projects and programmes in a cross-cutting manner. However, it has not given due consideration to cross-cutting drivers in the Strategic Plan for 2022-25. Although they feature with a dedicated outcome in the ILO's Programme and Budget for 2022-23 – with the notable exception of environmental sustainability – their removal from the strategic plan makes it unclear whether their visibility and prominence will remain the same.

Among the cross-cutting drivers, environmental sustainability and climate change require specific attention and high-level ownership in the ILO to ensure that the organisation is well-equipped for the future. The drastic effects of the climate crisis on the world of work call for joint efforts towards "human-centred recovery" and "green recovery" from the pandemic.[7]

Since 2015, when the ILO adopted the "guidelines for a just transition", the organisation has made efforts to promote environmental sustainability (ILO, 2015b), adding it as a fourth cross-cutting driver to the Strategic Plan for 2018-21. The ILO has also put in place an Environmental Sustainability policy and Environmental Management System (EMS) to integrate environmental considerations into its results-based management (RBM) frameworks. Two other notable developments in this area were the UN Secretary-General's designation of the ILO as the implementing organisation for the "Climate Action for Jobs" initiative in 2019 (ILO, n.d.-j), and the Governing Body's adoption of guidance regarding the ILO's role in addressing climate change and a just transition in 2020 (ILO, 2020l).

7 Several entities have recently highlighted the close connection between the climate crisis and the COVID-19 pandemic. The OECD states that: "The COVID-19 pandemic has revealed the inter-relationships between the environment and our livelihoods. Climate change is our next big challenge, and it's around the corner" (OECD, 2020). The UN Secretary General warned that: "the planet is at "a tipping point […] Recovery from the COVID-19 pandemic is a chance to set the world on a cleaner, greener, more sustainable path" (UN, 2021). The ILO recognises the interconnected nature of the pandemic and climate crisis, for example, in the policy brief "COVID-19 and the world of work", published in July 2020.

However, this increased level of commitment has not yet translated fully into action. The assessment found several issues in this respect. Notably, the organisation does not mainstream environmental sustainability effectively in its interventions: according to the ILO Programme Implementation 2018-19 report, "61% of Decent Work results make no contribution to environmental sustainability", 32% make a limited contribution and only 7% make a significant contribution. Furthermore, the report "High-level evaluations of strategies and Decent Work Country Programmes 2019" stated that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while the report "High-level evaluation of strategies and Decent Work Country Programmes 2020" found that "[t]he Green Jobs Programme requires … work to mainstream environmental sustainability across policy outcomes, programmes and projects". The organisation associates environmental sustainability and climate change issues mostly with sustainable enterprises and green jobs, although they concern all policies and areas of the ILO's work. Unlike the ILO's other cross-cutting issues, environmental sustainability and climate change lack a dedicated outcome in the organisation's results framework.[8] Available resources are limited considering the growing demand from member states for interventions and capacity building. For instance, resources are not included in the budget for the Climate Action for Jobs flagship programme, an action the ILO planned for 2021 to operationalise the initiative. Partners who responded to the MOPAN's survey underlined this issue by stating, for example, that they "would like to see the ILO step up its work to support a just transition to a climate neutral society" and found that "urgency to act [on climate change] is not yet reflected [in the ILO]".

Another aspect related to the ILO's mandate is that the organisation's interventions addressing disadvantaged and vulnerable groups have increased as a result of rising vulnerabilities and inequalities over recent years. This situation calls for new and robust measures and systems that include mechanisms to prevent and respond to sexual exploitation and abuse (SEA), and a framework for accountability towards end beneficiaries. While the ILO believes that it is less exposed to these kinds of risk than other UN agencies due to its normative mandate, there is still a recognition across the organisation that the potential risk exposure is growing in such projects including those addressing refugees.

An area that receives constant attention within the ILO is results-based management (RBM). Since the adoption of the RBM approach in 2000, the organisation has made progress in developing a results culture; and since 2017, it has increased its efforts to advance the maturity of this approach. The organisation aims to enhance existing approaches, guides and tools for optimising the use of its resources, as envisaged in its new Strategic Plan (2022-25). Stronger and more consistent RBM efforts will help the ILO benefit fully from this approach, especially in regard to enhanced accountability, communication, decision making and learning.

Finally, evaluation is a core component for any organisation aiming to improve and learn. This is an area where the ILO has made notable progress since the last MOPAN assessment. The evaluation function is operationally and financially independent and focused on quality, which solidifies the organisation's ability to base its policies and interventions on evidence. The ILO has relevant policies, tools and mechanisms in place both at headquarters and at the field level. Its multifunctional central repository for evaluations (the "i-eval Discovery" platform) collects lessons learned and management responses, among other things, and makes them accessible. The organisation continues to invest in strengthening evaluation skills and an evaluation culture, including through a certification programme for staff to voluntarily oversee evaluation projects at the field level.

8 The ILO assigns an output to environmental sustainability ("Output 3.3: Increased capacity of member States to formulate and implement policies for a just transition towards environmentally sustainable economies and societies") under a wider outcome ("Outcome 3: Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all") (ILO, 2020f). This remains the same in the Director-General's Programme and Budget proposals for 2022-23.

### Is the ILO an improver or an innovator?

The assessment finds that the ILO has introduced many improvements and changes at the corporate level based on the results of evaluations and assessments. However, using lessons learned to improve projects and programmes remains a work in progress, even though the organisation has the necessary tools and systems in place to identify lessons and make them available for managers and staff.

The ILO's long-term internal reform agenda has helped the organisation improve its operating model and business processes. Meanwhile, new strategic instruments indicate its commitment to continuous performance enhancement (ILO, 2020f, 2020h, 2021d).

In addition to these evidence-based improvements, the ILO has focused on developing an innovation culture and has invested in innovation across the organisation since 2017. The assessment indicates that innovation in the organisation is starting to take shape in novel practices, and that the ILO is moving away from being an improver and is becoming an innovator.

Both internal and external challenges and changes have triggered innovation in the organisation. A notable internal driver has been the zero-real-growth budget policy of the Governing Body, which has pushed the ILO to become ever more cost-efficient. Another driver is the new momentum and broader vision that the ILO gained with the Centenary Declaration. Finally, the COVID-19 crisis is the most recent and most important external factor increasing the pace and scale of innovation.

Currently, the ILO uses innovation primarily to increase organisational performance. The Business Innovation Unit is the facilitator of this effort, and has transformed the ILO's "business process review" into "process innovation". This transformation led to efficiency gains, value creation and cost-saving across the organisation, including the field and the International Training Centre of the ILO (ITCILO). For instance, while producing the ILO Monitor: COVID-19 and the World of Work publications, the Internal Services and Administration Department introduced new software and other changes throughout the publication process. This approach, in conjunction with improved facility contract management, saved approximately USD 950 000. Actions identified by the ILO Environmental Sustainability Committee also resulted in savings, a reduction in the organisation's carbon footprint and the more responsible use of resources.

Innovation in services and interventions is still a work in progress that requires higher innovation skills and a more systemic approach. It also requires a sophisticated process both within the organisation and beyond, involving tripartite constituents, broad-based partners and end beneficiaries. While adopting this new approach, the ILO can benefit from linking innovation with different functions, such as risk management and evaluation, and encourage innovation in intervention design and implementation. It can also develop the "ILO innovation ecosystems" at the country, regional and global levels to promote a continuous flow of new ideas from diverse sources and put them into practice through dynamic partnerships.

## Box 5. Main strengths and areas for improvement identified in the MOPAN 2020 assessment

### Main strengths

- The ILO has a robust strategic framework guided by the Centenary Declaration for the Future of Work that provides a clear long-term vision and a roadmap for the organisation.
- The ILO's technical expertise in the world of work, experience in social dialogue and tripartism, and its convening power are strong assets which it brings to the UNDS.
- The organisation has proven its organisational agility and capability to understand and address the needs of beneficiaries through its response to the COVID-19 pandemic.
- The ILO remains committed to cross-cutting issues of human rights, gender equality, and social dialogue and tripartism, and has integrated them better into its interventions.
- With a commitment to diversify partnerships and funding sources, the ILO is increasing its collaboration with NGOs, the private sector and other partners beyond its tripartite constituents.
- The ILO's independent and quality-focused evaluation function has solidified the evidence-based character of its policies and interventions.
- Through its flagship programmes, the ILO puts normative goals into practice and enhances their impact, thereby complementing its normative role.

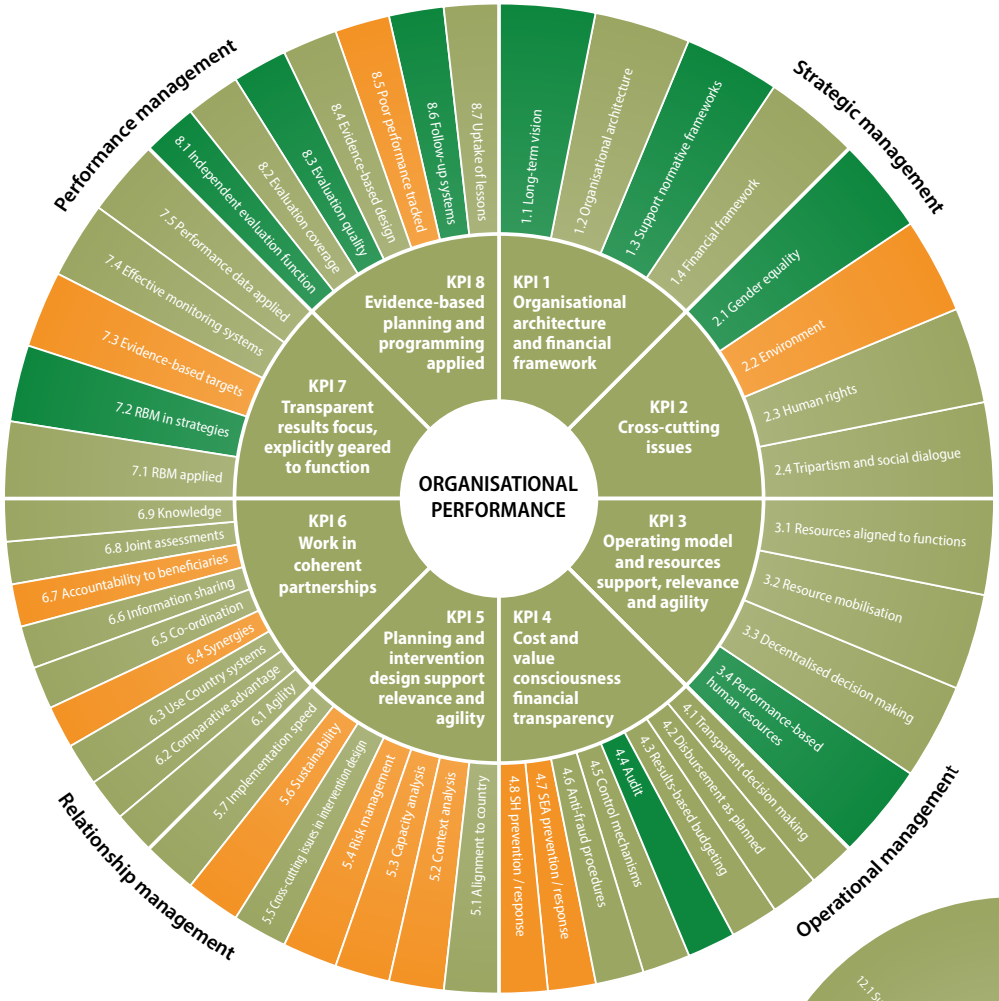
### Areas for improvement

- The ILO has yet to prioritise the "green recovery" or serving the world of work by addressing the climate crisis.
- The organisation could increase its impact through large-scale interventions with multi-donor participation and attain more sustainable results.
- The ILO needs to improve intervention design and monitoring practices through the consistent use of baselines and theory of change, take more timely action on underperformance, and streamline business processes that directly affect its projects and programmes.
- Strengthening field capacity with technical expertise remains a challenge, but the ILO can achieve this by building on remote solutions developed during the COVID-19 pandemic.
- Accelerating actions to establish a fully-fledged system to prevent and respond to SEA is essential in the context of increasing interventions targeting disadvantaged and vulnerable groups.
- The ILO lacks clear and robust standards and procedures for accountability to end beneficiaries, an area that is gaining in importance with increased staff interaction with vulnerable workers.
- The ILO has focused on developing an innovation culture and investing in innovation across the organisation, but would benefit from a more systemic approach in this regard.

## 2.2. THE ILO'S PERFORMANCE RATING SUMMARY

Performance conclusions consider four key attributes of an effective organisation: (i) whether it understands future needs and demands; (ii) whether it is organised and makes use of its assets and comparative advantages, including operating in coherent partnerships; (iii) whether it has mandate-oriented systems, planning and operations; and (iv) whether it adapts / makes consistent improvements according to its resource level and operational context.

For the 2020 assessments, further consideration is throughout also given to the organisation's response to the COVID-19 pandemic, and its universal and transformational effect on UNOPS' mandate, mission, operations and activities.



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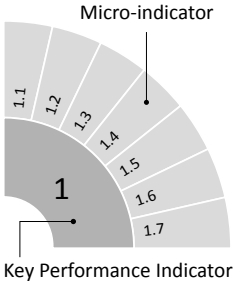
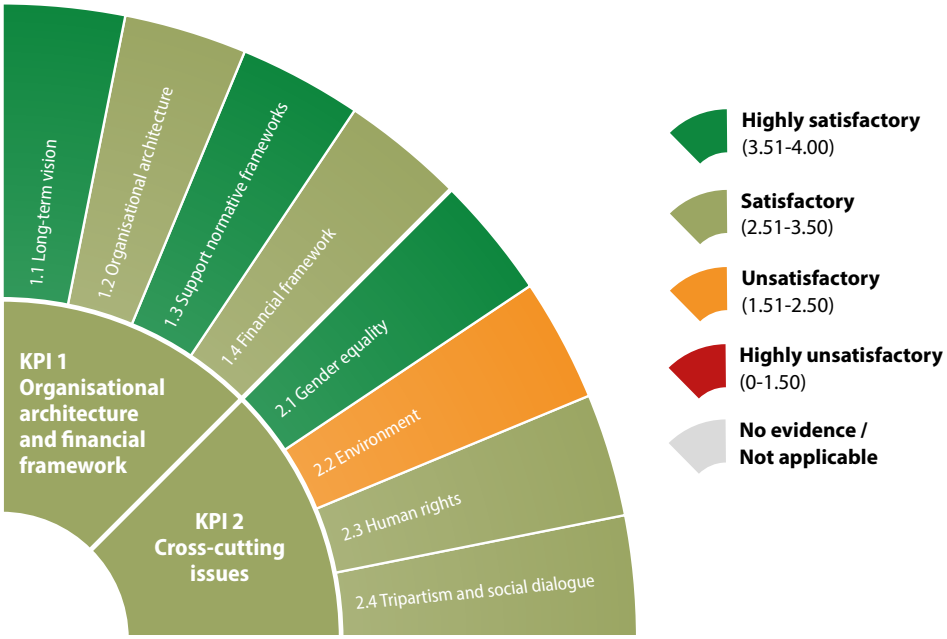



- **Highly satisfactory** (3.51-4.00)
- **Satisfactory** (2.51-3.50)
- **Unsatisfactory** (1.51-2.50)
- **Highly unsatisfactory** (0-1.50)
- **No evidence / Not applicable**

## HIGHLIGHTS BY PERFORMANCE AREA

### Strategic Management



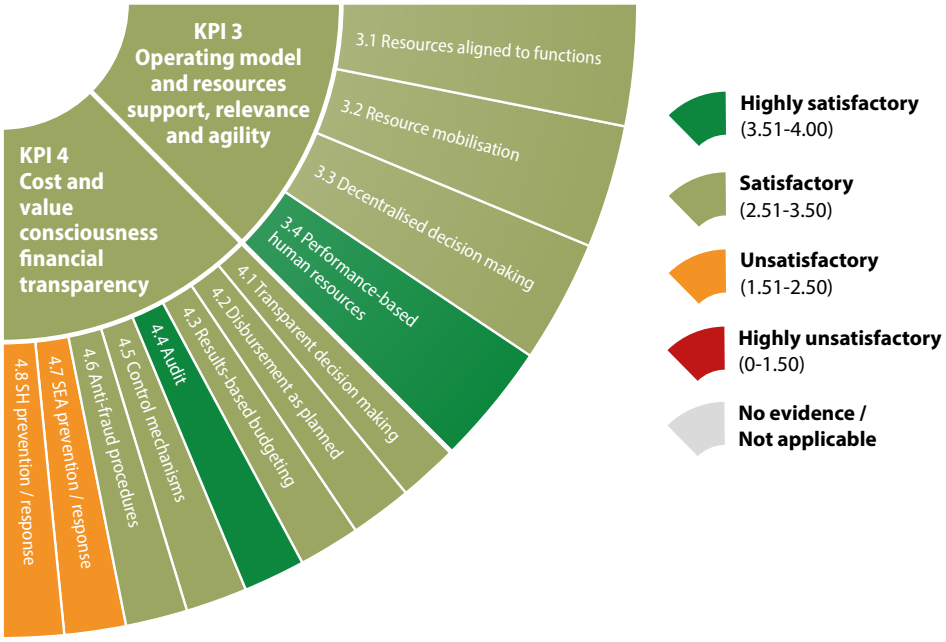

| Strategic Management KPIs | KPI Score |
|---|---|
| KPI 1: Organisational architecture and the financial framework enable mandate implementation and achievement of expected results | 3.46 |
| KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels, in line with the 2030 Sustainable Development Agenda principles | 3.13 |

The ILO has a clear strategic framework supported by a long-term vision emanating from the Centenary Declaration for the Future of Work. The organisation complements this framework with an integrated budget system and an operational model that has proved flexible and agile in responding to COVID-19. However, the need to increase synergies within and between projects and programmes is evident, despite gradual improvements in internal co-ordination effected through internal reform since 2012.

The zero-growth budget upheld by the ILO's Governing Body, mentioned above, requires any changes in funding priorities to be accommodated within the existing budget range through cost-saving and efficiency measures. These trade-offs have negatively affected the ILO's performance at the field level and hamper the efficiency of key processes due to insufficient human resources, as evidenced in documents and underlined by many partners.

Since 2017, the ILO has made progress in mainstreaming the cross-cutting issues of gender equality, human rights, and tripartism and social dialogue into programmes and projects. It has also integrated the Sustainable Development Goals (SDGs) in a cross-cutting manner into strategies and interventions. Although its focus on environmental sustainability has increased, the ILO has not yet effectively mainstreamed this cross-cutting issue into programmes and projects and, unlike the cross-cutting issues cited above, has no dedicated outcome in its results framework for environmental sustainability and climate change. Instead, this issue is subsumed within a wider outcome addressing "economic, social and environmental transitions". The concept of cross-cutting drivers is missing in the ILO's next strategic plan (2022-25), making it unclear whether their visibility and anchoring role will remain the same.

**Operational Management**




| Operational Management KPIs | KPI Score |
|---|---|
| KPI 3: The operating model and human and financial resources support relevance and agility | 3.39 |
| KPI 4: Organisational systems are cost- and value-conscious and enable transparency and accountability. | 3.04 |

The ILO's organisational systems, processes and structures ensure that it deploys its resources in line with medium-term goals and a long-term vision, and prioritises them to deliver on the strategic plan. Since 2018, the organisation has prioritised the decentralisation of decision making and staff capacity and the sharing of expertise between headquarters, regions and country offices. This "cross-pollination" has been instrumental in fostering closer links between headquarters and the field. However, despite this approach, the ILO continues to face technical expertise constraints in country offices. Also, a perception remains that communication inefficiencies between regional and country offices complicate decision making at the country level, and that some country offices are over-reliant on the decisions of regional offices, and that this is a factor that slows down implementation in some regions.

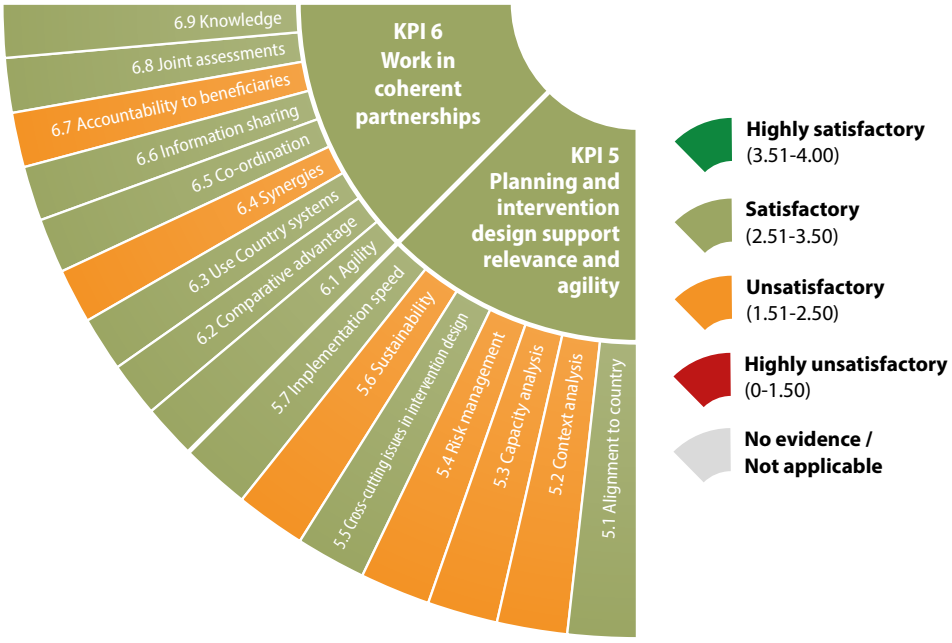
The ILO promotes innovation across the organisation. Its original focus on improving its internal business practices, inherited from an internal business process review and reform process that commenced in 2012, has helped to save costs and improve efficiency gains. As a next step, the ILO has moved towards innovating its services and products by exploring the use of new technologies in its programmes. The ILO's appetite for innovation has gained new momentum with the Centenary Declaration, which calls for more innovation for decent work. However, a systematic approach and governance for innovation have yet to be established.

The ILO allocates its resources in a manner that is transparent and consistent with organisational priorities. The organisation's COVID-19 response illustrated the flexibility of its resource allocation mechanism. However, risks need to be managed effectively to avoid the potential misuse of funds at the project level. The ILO has reinforced internal and external control mechanisms to comply with international standards and to support the organisation's financial management and transparency. Policies for fraud and corruption need to be strengthened, however, and clearer guidance for staff would be beneficial, notably to allow for the more diligent monitoring of implementing partners

at the project level. Several interviewees indicated that risks of fraud and misuse in this particular area tend to go undetected and unreported.

Another area of risk management tracked by MOPAN is sexual misconduct. The ILO developed a policy to address sexual harassment (SH) in 2004, but the organisation's policy to prevent SEA only came into effect in 2020. Establishing comprehensive systems to address SEA and SH is still a work in progress. The ILO's growing involvement with disadvantaged and vulnerable populations at the field level makes it all the more urgent to accelerate efforts to put in place a solid framework to address SEA.

**Relationship Management**



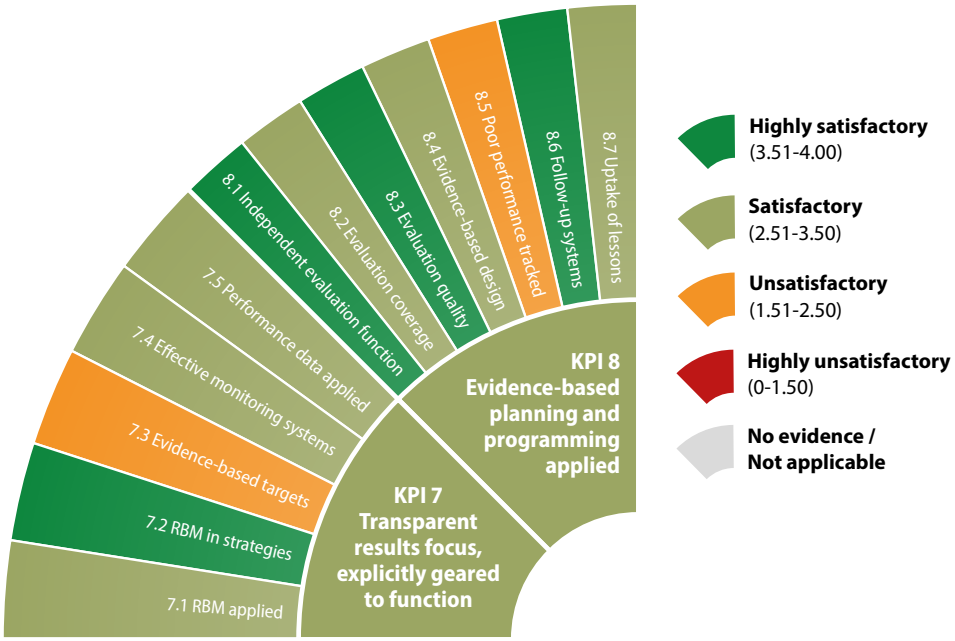

| Relationship Management KPIs | KPI Score |
|---|---|
| KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships | 2.84 |
| KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources | 2.80 |

The ILO focuses increasingly on leveraging partnerships with a broad range of organisations. It views the collaborative advantage of partnerships as an important delivery modality given its tripartite structure. Another organisational strength is knowledge of labour issues, a strategic asset that it employed during the COVID-19 crisis to share knowledge products. The ILO has also been an active partner in the UN Development System, engaging in a range of joint planning, programming and evaluation exercises. Its response to the COVID-19 pandemic highlighted the organisation's ability to identify, prioritise and address the needs of the most vulnerable in partnership with other organisations.

Since the last MOPAN assessment, the ILO has further aligned its strategies with those of national and regional bodies, although progress has been uneven in the Decent Work Country Programmes. Furthermore, several aspects of intervention design practices, such as context and capacity analyses, risk management and sustainability considerations, require improvement.

The ILO shares information transparently with tripartite constituents, donors and partners. The organisation's accountability mechanism towards its tripartite constituents is explicit, given their role in the ILO governance structure, but it has yet to develop standards or procedures for accountability to end beneficiaries.

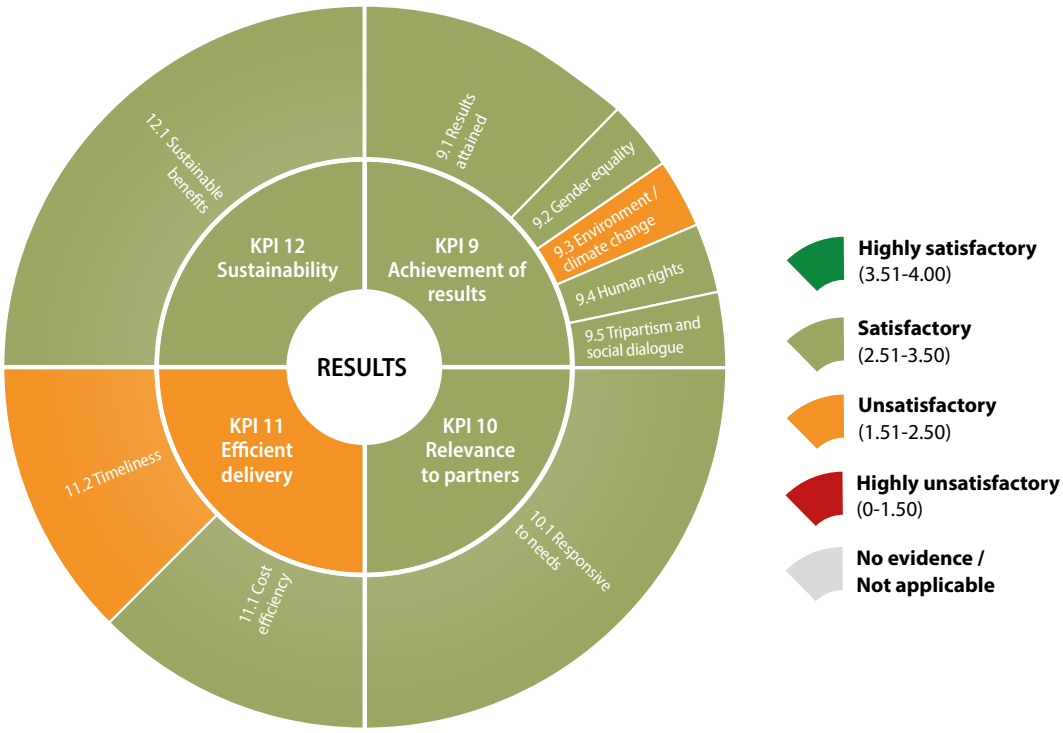
**Performance Management**




| Performance Management KPIs | KPI Score |
|---|---|
| KPI 7: The focus on results is strong, transparent and explicitly geared towards function. | 3.08 |
| KPI 8: The MO applies evidence-based planning and programming. | 3.41 |

Since 2017, the ILO has improved its results-based management (RBM) focus. The organisation has a strong corporate commitment to a results culture, and prioritises an RBM approach in policy dialogue, planning and implementation. It also has a robust and quality-focused evaluation function with the necessary policies and mechanisms in place, while evaluation skills and culture are being strengthened across the organisation. However, there remains ample room to improve the integration of RBM across the organisation. Projects and programmes are not yet systematically underpinned by a theory of change. Furthermore, the use of baselines in programme and project formulation is not yet mandatory for all interventions, which limits the ability to set results targets on a sound evidence base. Finally, monitoring and reporting practices need to be strengthened to address underperforming projects and programmes.

**Results**




| Results KPIs | KPI Score |
|---|---|
| KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals. | 2.80 |
| KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate. | 3.00 |
| KPI 11: Results are delivered efficiently. | 2.50 |
| KPI 12: Results are sustainable. | 3.00 |

Evaluations have shown that the ILO is successful in meeting its normative goals related to employment opportunities, social protection floors, social dialogue, tripartism and fundamental rights at work. The ratification of conventions has resulted in new legislation for human rights in the world of work and the ILO's social protection interventions have led to policy reforms, as evidenced in evaluation reports. The organisation has also achieved better results on gender equality since 2018, and its work increasingly produces developmental and humanitarian results that benefit vulnerable populations. Its work has also been shown to strengthen social dialogue and tripartism, although further improvements are still possible in this area. However, results in poverty reduction have been evaluated as weak, and those in environmental sustainability as insufficient (according to the ILO Programme Implementation 2018-2019 report, "61% of Decent Work results make no contribution to environmental sustainability"). Furthermore, the report "High-level evaluations of strategies and Decent Work Country Programmes 2019" states that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while a recommendation of the report "High-level evaluations of strategies and Decent Work Country Programmes 2020" notes that "[t]he Green Jobs Programme requires … work to mainstream environmental sustainability across policy outcomes, programmes and projects".

The assessment also found that the organisation's relevance is built on a demand-driven approach to addressing the needs of countries and constituents. It further concluded that the ILO is efficient and uses synergies, innovation

and active collaboration with partners to make the most of its resources in the context of a zero-real-growth budget. Further efficiency can be gained at the project level by expediting recruitment processes.

To ensure that benefits continue after interventions are completed, the ILO uses several tools, particularly capacity building and knowledge management strategies. Evaluations indicate that the organisation is successful in using these tools and that they contribute to sustainable outcomes, such as policy changes in member states, thereby creating an enabling environment for development.

## 2.3. THE ILO'S FUTURE TRAJECTORY

As highlighted in previous sections, the Centenary Declaration for the Future of Work offers a roadmap for the ILO's future trajectory. The organisation uses the Declaration as a guide to shape its new strategic instruments and to develop a COVID-19 response. Within this overall framework, sustaining the momentum of ongoing improvements is important. The ILO's commitment to this approach is visible in the new Strategic Plan (2022-25), the Development Cooperation Strategy (2020-25), and the Programme and Budget (2022-23) (ILO, 2020f, 2020h, 2021d).

Considering the uncertainty surrounding all aspects of the COVID-19 crisis, as well as the growing scale and pace of climate change, the ILO needs to fill existing performance gaps and undertake further efforts to use its assets and comparative advantages to achieve its mandate and retain its relevance. Partners that participated in the MOPAN survey underlined these needs. For example, one partner "[w]elcome[d] the ILO's leadership on the socio-economic aspects of the UN COVID response", and noted that "[t]he ILO should continue to try to occupy this space". Another partner added that "[t]he ILO and its constituents could/should certainly do more [for a] just transition."

To meet these expectations, the ILO will need to become more efficient, agile and responsive than before. The zero-real-growth budget policy of the Governing Body will require further and ongoing efficiency gains, cost avoidance and cost savings. It will also demand sustained innovation, prudent prioritisation and effective resource mobilisation. The assessment found that the ILO is striving to implement these approaches under pressures of resource scarcity. However, financial constraints and changing priorities in member countries linked to COVID-19 will likely increase these pressures further.

Capitalising on the experience gained from its financially self-sustaining multi-donor programmes, proactively identifying possible synergies with development partners and leveraging resources with other UN agencies will enable the ILO to address its resource challenges.

However, changes and challenges brought about by the COVID-19 crisis will continue to shape priorities in the world of work.

The pandemic has increased the pace of digital transformation and the application of transformative technologies both in the manufacturing and service sectors. Accordingly, the future of work is now being shaped by technological innovation to a much greater extent. The ILO needs to be at the forefront of discussions shaping policies for the development, application, dissemination and transfer of transformative technologies at the global, regional and country level. To this end, the organisation can play a crucial role in ensuring that these transformative technologies are used to promote human-centred green recovery, focusing on the most vulnerable, narrowing the digital divide and creating decent jobs in close collaboration with UN country teams.

In a context of increased vulnerabilities and inequalities linked to the pandemic and the climate crisis, the ILO's normative role, social dialogue skills and experience in tripartism will be essential assets in its response to the challenges

facing different segments of the economy and society. They will become even more critical when addressing issues such as growing informality, rising migration, increasing fragility of the rural economy, and the booming platform and gig economy.

The ILO's thematic work in areas such as disability, forced labour and social protection will also acquire particular importance. Targeted thematic interventions can create a more significant impact and yield sustainable results for the populations that need them most.

The ILO's work with global supply chains and industrial clusters will become strategic and essential, especially for the sectors hardest hit by the pandemic.

Further effort will be required to become active in fragile contexts. Partners who participated in the MOPAN survey from such countries underscored the significance of the ILO's work. For instance, a partner in Iraq, where the ILO opened its country co-ordination office in 2020, stated that: "the ILO's presence itself is very important and needed in Iraq. [The] government is open to comments and inputs from the ILO, which is not the case with other agencies. With all the economic challenges and weak infrastructure in [the] country, without the presence of the ILO to work on a multi-sectoral approach, vulnerability and child labour will increase; there's no specific actor [that] dedicate[s] its intervention to [their] prevention."

The ILO's Iraq office also provides an example of good practice with its strong focus on a "One-UN" approach, which the organisation can replicate in other similar contexts. It shares the same working space, human resources and joint services, and harmonises procurement with other UN agencies for increased efficiency and effectiveness in operations.[9] Reaping the benefits of the UNDS reform will be much more important in the future for the ILO to fulfil its unique mandate under resource constraints.

When acting upon the issues and needs of today, and for the future, the ILO will need to rely on broad-based partnerships extending beyond its traditional partners, and bring different stakeholders together for joint action.

In its effort to "build forward better" with a human-centred agenda, the ILO will benefit in particular from deepening its collaboration with International Finance Institutions (IFIs), notably the International Monetary Fund, the World Bank, the Asian Development Bank, the African Development Bank, the European Bank for Reconstruction and Development, and the Inter-American Development Bank. These organisations have access to vast human and financial resources, as well as policy tools and support instruments. Their policies and analytical and support programmes have significant reach and impact touching all aspects of life worldwide. The ILO's partnership with IFIs can create more synergies and enable the organisation to leverage its resources by delivering a much higher level of impact from programmes focused on human-centred development and recovery at the global level. It is important to recognise and highlight that such partnerships would be mutually beneficial, as the ILO would also bring to the table a set of assets, complementary skills, resources and programmes that are unique to the organisation and generally not available within the IFIs themselves.

9 In Iraq, the ILO collaborates with the Food and Agriculture Organization (FAO), the International Financial Corporation (IFC), International Organization for Migration (IOM), UN Development Program (UNDP), UN Educational, Scientific and Cultural Organization (UNESCO), UN Populations Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), UNICEF, UN Women, World Food Programme (WFP) and the World Bank.

# DETAILED LOOK AT KEY FINDINGS

Chapter 3

# Detailed look at key findings

## 3.1. ORGANISATIONAL EFFECTIVENESS

This chapter provides a more detailed assessment of the ILO's performance across the five performance areas – strategic management, operational management, relationship management, and performance management and results – and the KPIs that relate to each area, accompanied by their score and rating.

**MOPAN Performance scoring and rating scale**

- Highly satisfactory (3.51-4.00)
- Satisfactory (2.51-3.50)
- Unsatisfactory (1.51-2.50)
- Highly Unsatisfactory (0.00-1.50)
- No evidence / Not applicable

Assessment key findings draw on information from the three evidence sources (document reviews, interviews and a partner survey – see Chapter 4 for more information) and the section uses quotes from the survey to illustrate findings and highlight feedback from stakeholders. Further analysis per micro-indicator and detailed scoring can be found in Annex A, while the full survey results are included in Annex C. For the full list and citation details of the documents referred to, please see Annex B.

### STRATEGIC MANAGEMENT

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

The ILO has a clear strategic framework supported by a long-term vision emanating from the Centenary Declaration for the Future of Work. The organisation complements this framework with an integrated budget system and an operational model that has proved flexible and agile in responding to COVID19. However, the need to increase synergies within and between projects and programmes is evident, despite gradual improvements in internal co-ordination effected through internal reform since 2012.

The zero-growth budget upheld by the ILO's Governing Body, mentioned above, requires any changes in funding priorities to be accommodated within the existing budget range through cost-saving and efficiency measures. These trade-offs have negatively affected the ILO's performance at the field level and hamper the efficiency of key processes due to insufficient human resources, as evidenced in documents and underlined by many partners.

Since 2017, the ILO has made progress in mainstreaming the cross-cutting issues of gender equality, human rights, and tripartism and social dialogue into programmes and projects. It has also integrated the Sustainable Development Goals (SDGs) in a cross-cutting manner into strategies and interventions. Although its focus on environmental sustainability has increased, the ILO has not yet effectively mainstreamed this cross-cutting issue into programmes and projects and, unlike the cross-cutting issues cited above, has no dedicated outcome in its results framework for environmental sustainability and climate change. Instead, this issue is subsumed within a wider outcome addressing "economic, social and environmental transitions". The concept of cross-cutting drivers is missing in the ILO's next strategic plan (2022-25), making it unclear whether their visibility and anchoring role will remain the same.

### KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results

**Score: 3.46**

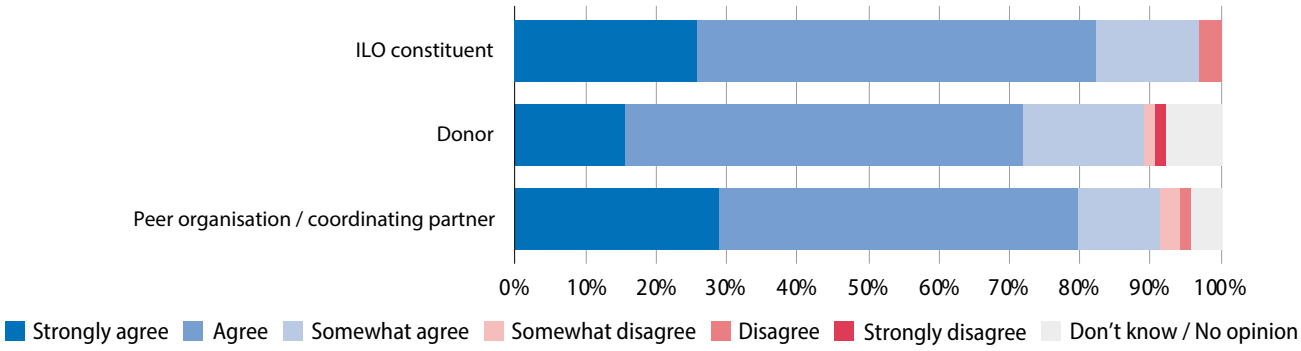
**The organisational architecture of the ILO is coherent, with a long-term vision in place.** As the only tripartite organisation in the UN system, the ILO has a mandate to bring together governments, employers and workers of 187 member states in order to set international labour standards, develop policies, and implement projects and programmes promoting decent work. The ILO's Strategic Plan for 2018-21 established a link between this mission and an overall strategic vision that is "founded on the conviction that the ILO's tripartite constituents recognize that their co-operation is key to the realization of social justice and hence securing peace in the rapidly changing environment, and are committed to working together to achieve the ILO's goals in accordance with its Constitution".

The Centenary Declaration for the Future of Work 2019 provides a long-term vision for the ILO, which is reflected in the strategic framework of the organisation. This long-term vision is based on a comparative advantage that is reiterated across the ILO's strategic instruments: a human-centred approach based on tripartism and social dialogue, and supported by international labour standards. The organisation's partners and staff also believe that the ILO's comparative advantages include its expertise in the world of work and its "convening power" and ability to mediate between tripartite constituents to reach consensus, notably on international labour standards. The large majority of surveyed partners agreed that the ILO's strategies (and policies) demonstrate a good understanding of these comparative advantages (Figure 6).

**The strategic instruments are aligned with the long-term vision of the ILO.** The ILO's strategic framework comprises specific instruments that follow a hierarchy. The long-term, strategic vision of the ILO is shaped by its constitutional mandate and relevant declarations, including the Centenary Declaration for the Future of Work. Based on this strategic direction, the Strategic Plan establishes a medium-term vision. The Strategic Plan is then operationalised through the biennial Programme and Budget and supported by relevant management strategies, including the Development Cooperation Strategy. Outcome-based Workplans support this strategic framework and set out the priorities and strategies for each of the ILO's eight policy outcomes (listed in Table 3 in Section 1.1).

**The ILO's internal reform initiated in 2012 has improved the organisation's operating model, but has yet to fully address internal co-ordination issues**. The ILO has increased interaction between headquarters and the field through Global Technical Teams, and has introduced a mobility policy. The Global Technical Teams are responsible for

### FIGURE 6. ILO'S STRATEGIES (AND POLICIES) DEMONSTRATE GOOD UNDERSTANDING OF COMPARATIVE ADVANTAGE




*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

enhancing the relevance and technical quality of the ILO's work and its ability to "deliver as one" (ITCILO, n.d.). However, the duplication and overlap of efforts and approaches remains an issue both within and between headquarters and field offices, as well as within projects and programmes, according to multiple evaluations and synthesis reviews of the ILO related to the decent work programmes. These evaluations and reviews identify, for example, a lack of linkages between country-level decent work projects, the absence of a coherent approach to the informal economy, fragmentation and a lack of strategy concerning global supply chains, and a lack of co-ordination among efforts addressing youth development needs.

**COVID-19 has pushed millions of people out of work and into poverty. The ILO's response illustrated its ability to adapt its operating model rapidly to address the impacts of this crisis.** COVID-19 has significantly reduced household incomes around the world. As a result, the World Bank estimates that in 2020 an additional 78 million

### Box 6. How has the COVID-19 response affected the ILO's mandate and delivery?

COVID-19 has pushed millions of people out of work and into poverty. In response, the ILO rapidly adapted its operational model to alleviate the suffering of individuals in many households. It did so by reallocating and securing new resources, adapting delivery modes, and re-focusing its priorities.

#### Reallocation and securing new resources

The organisation adjusted programmes and budgets and repurposed interventions, including joint delivery with other UN agencies, with a particular focus on vulnerable groups. As of November 2020, the ILO had identified USD 14.3 million in expenditure incurred by activities related to the COVID-19 response (ILO, 2021e). Approximately 25% of the ILO's resources in Africa were reoriented to address the COVID-19 crisis. The ILO provided staff with budget guidance for COVID-19 reallocations and a COVID-19 evaluation framework, which adapted results targets – see Implications of COVID-19 on Evaluations in the ILO (2020l).

The Flagship Programme "Safety and Health for All" provides an example of where the ILO reallocated and raised funds, mainly through the Vision Zero Fund (VZF),[10] to meet the immediate health and safety needs of workers: "These funds have ensured that workers, employers and their families in the garment and agriculture value chains in VZF project countries (Colombia, Ethiopia, Honduras, Lao People's Democratic Republic, Madagascar, Mexico and Myanmar) have increased protection from the direct and indirect health risks of COVID-19" (ILO, 2020n). The ILO also reported that 2.3 million workers benefited either directly or indirectly from the programme's COVID-19 response (ILO, 2020m). Furthermore, the organisation created synergies between the "Safety and Health for All" Programme and the "Better Work" Programme in Bangladesh, Cambodia, Indonesia and Viet Nam to support factories in managing COVID-19 occupational risks.

#### Adapting delivery modes

In many contexts, specialists working virtually at headquarters were able to provide support to field offices. This approach created closer working relationships between headquarters and the field, and enabled the ILO to be present virtually in non-resident countries. The adapted delivery mode also increased and broadened the participation of constituents in social dialogue. For example, leaders of 12 trade unions participated in a meeting organised by the ILO's Bureau for Workers' Activities (ACTRAV) in November 2020. Interviewees noted that high-level representation in such numbers is not always possible under normal working modalities. Partners from other

10 "The Vision Zero Fund (VZF) brings together governments, employers' and workers' organizations, companies and other stakeholders to jointly advance towards the vision of achieving zero severe and fatal work-related accidents, injuries and diseases in global supply chains… VZF is an initiative of the G7, endorsed by the G20" (ILO, n.d.-k).

people were living in extreme poverty (ILO, 2021e). The ILO's agile response included reallocating and securing new resources, adapting delivery modes, and re-focusing its organisational priorities, thereby ensuring its relevance. The majority of partners that responded to MOPAN's survey commented positively on the approach adopted by the ILO to implement its mandate throughout the COVID-19 crisis (see Box 6 for details).

**The ILO's single integrated budget framework facilitates financial and budgetary planning by ensuring transparency and flexibility.** The budget framework defines the amount of funding dedicated to each of the ILO's policy outcomes. In 2018-19, the ILO received a total of USD 772 million in voluntary contributions, accounting for 49% of its income and exceeding its target of 45%. As the ILO moves toward large-scale integrated programmes, the need for more multi-donor commitments and arrangements may increase, as highlighted by the interviews with staff. This situation poses challenges for the organisation given that not all donors prioritise this type of funding. Evidence

**Box 6. How has the COVID-19 response affected the ILO's mandate and delivery? *(continued)***

regions who responded to the survey also stated that the ILO's use of virtual platforms had been "instrumental in keeping active sessions on social dialogue" and that the organisation's webinar series had facilitated "better social dialogue".

**Re-focusing its priorities**

The COVID-19 pandemic has accentuated and increased vulnerabilities throughout the world of work. The ILO has recognised this challenge and has adjusted its priorities accordingly. The organisation reinforced its focus on the most vulnerable in the Preview of the Programme and Budget for 2022-23 and the ILO's Strategic Plan for 2022-25. Both documents emphasise the need to leave no one behind, particularly in the context of the COVID-19 pandemic.

**Partners' perspectives**

The majority of partners assessed the ILO's COVID-19 response positively in their answers to an open-ended survey question. One donor stated that: "[in the country office where the donor-funded project is implemented, the ILO] has been extremely adaptive and flexible in adapting to COVID-19. All capacity building was changed into digital training, and training with all levels (management, mid-level management and operators) has been implemented, for example regarding sexual harassment prevention, information on COVID-19 and measures to address the pandemic in industrial parks. We are very impressed with this, and the results achieved after a first year." Constituents also expressed satisfaction with the role the ILO played. A workers' representative noted that: "the ILO has adapted and responded in time to the COVID-19 crisis [through] concrete actions regionally and locally, with different products, programmes and interactive information." A government representative found that "the ILO has responded swiftly and impressively to the crisis. The analytical assessments made by the ILO office provide countries and social partners with valuable policy recommendations that can be used for employment policies, resilience building, social dialogue and recovery."

*Source*: ILO (2021e), *World Employment and Social Outlook: Trends 2021*, https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_795453.pdf; ILO (2020l), *The role of the ILO in addressing climate change and a just transition for all*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_736774.pdf; ILO (2020m), *Safety + Health for All. An ILO Flagship Programme. Key facts and figures (2016–2020)*, https://www.ilo.org/wcmsp5/groups/public/---ed_dialogue/---lab_admin/documents/publication/wcms_764208.pdf; ILO (2020n), *ILO/Germany programme to protect garment workers affected by COVID-19*, http://www.ilo.org/pardev/donors/germany/WCMS_753552/lang--en/index.htm.

from existing cases of multi-donor-funded programmes (e.g. the Better Work Flagship Programme) indicates that such commitments have enabled the ILO to achieve greater impact. Interviewed ILO staff confirmed that the organisation actively communicates with donors and has considered alternative mechanisms to attract funding from different sources for large-scale programmes.

**For the past two decades, the Governing Body has followed a zero-real-growth budget approach, which limits the ILO's ability to meet all needs.** A requirement of this model is that any changes in funding priorities must be accommodated within the existing budget range through cost-savings and other measures. As described in KPI 4 below, the organisation has made progress in cost-savings as a part of this strategy. However, the zero-growth budget model limits the ILO's capacity to meet all the funding needs of its field offices, projects and programmes. In 2019, the organisation estimated that it required more funding to achieve its mandate and requested an additional USD 31.7 million for the 202021 budget (a 4% increase) in order to maintain vital operational capacities and keep the ILO fit for purpose. This amount was not accepted by member states and was reduced to USD 12.3 million (a 1.57% increase). Interviewed staff and surveyed partners, including donors and peer organisations, concurred that the ILO has insufficient resources to fulfil its mandate, particularly at the field level.

### KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels, in line with the 2030 Sustainable Development Agenda principles

**Score: 3.13**

**The ILO is committed to supporting the 2030 Agenda and integrating cross-cutting issues.** The ILO's Strategic Plan for 2018-21 identified four cross-cutting policy drivers: gender equality and non-discrimination, international labour standards, tripartism and social dialogue, and environmental sustainability. This assessment reviewed human rights – one of the cross-cutting issues of the MOPAN assessment framework – from the perspective of international labour standards as they function as the main tools through which the ILO promotes and protects human rights in the world of work. The ILO has demonstrated its commitment to cross-cutting matters through progress in mainstreaming these issues in intervention design guidance, policies and accountability frameworks across headquarters, field offices, projects and programmes. The organisation has also mainstreamed the SDGs in a cross-cutting manner across its interventions.

**The ILO has increased its commitment to gender equality since 2017.** The organisation has invested in human resources for gender equality in the form of a dedicated headquarters unit, a gender network and regional gender focal points that support the implementation of the Gender Equality Action Plan (2018-21). Gender equality is central to the strategic vision of the new Strategic Plan for 202225, which specifies that as of 2025, the ILO will have "reinforced its activities for the most disadvantaged or vulnerable in the world of work, particularly those hardest hits by the pandemic, with a focus on a transformative agenda for gender equality and the informal economy". A large majority of surveyed partners confirmed the ILO's commitment and agreed that the organisation mainstreams and supports the promotion of gender equality. In addition to a stand-alone gender equality policy and an action plan, the ILO dedicated one of its eight policy outcomes from 2020 onwards to gender equality and equal opportunities in the workplace, accounting for some 7% of its total expenditure.

The ILO has consistently considered gender equality in accountability systems, project and programme design, evaluations, and staff training. Monitoring results of the gender equality action plan for 2018-19 illustrate that the ILO had met or exceeded 50% of targets by the end of 2019.

The ILO has also set targets for gender parity among staff as part of its gender equality action plan. The percentage of ILO professional positions (P1-P4) held by women was 53.65% at the end of 2019, exceeding the established target of 50%.

However, the organisation can make further efforts to improve gender equality at management levels: women hold only 38% of senior staff positions (P5 and above), and by the end of 2019 had not met the established target of 40%.

**The ILO's priorities do not yet reflect the urgent need for action on environmental sustainability and climate change**. The ILO has begun to mainstream environmental sustainability. It has a dedicated policy and action plan in place supported by a climate change policy and an environmental management system. The organisation has allocated resources to different areas including the Green Initiative, Green Jobs, the "greening the ILO" project and project-level climate change-related activities. Furthermore, the UN Secretary-General nominated the ILO as lead agency on implementation of the "Climate Action for Job" initiative in 2019.

However, while several corporate initiatives are underway, evidence indicates that the ILO still needs to strengthen the efforts and resources invested in mainstreaming environmental sustainability and climate change across its programmes and projects. The report "High-level evaluations of strategies and Decent Work Country Programmes 2019" states that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while the report "High-level evaluations of strategies and Decent Work Country Programmes 2020" adds that "[t]he Green Jobs Programme requires … work to mainstream environmental sustainability across policy outcomes, programmes and projects". Furthermore, while all other cross-cutting issues have a dedicated outcome and budget in the ILO's results framework, the issues of environmental sustainability and climate change do not have a similar level of visibility and budget; instead, they are defined as an output under a wider outcome addressing "economic, social and environmental transitions". In addition, the environmental sustainability action plan contains initiatives without a defined budget, such as the Climate Action for Jobs programme, which is planned for 2021. Evaluation results testify to this conclusion – according to the ILO Programme Implementation 2018-19 report, "61% of Decent Work results [made] no contribution to environmental sustainability", 32% made a limited contribution and only 7% made a significant contribution (see Performance Area: Results).

The organisation also needs to further clarify the linkages and priorities between the Decent Work Country Programmes, the environmental sustainability and climate change policies and action plan, and the environmental management system.

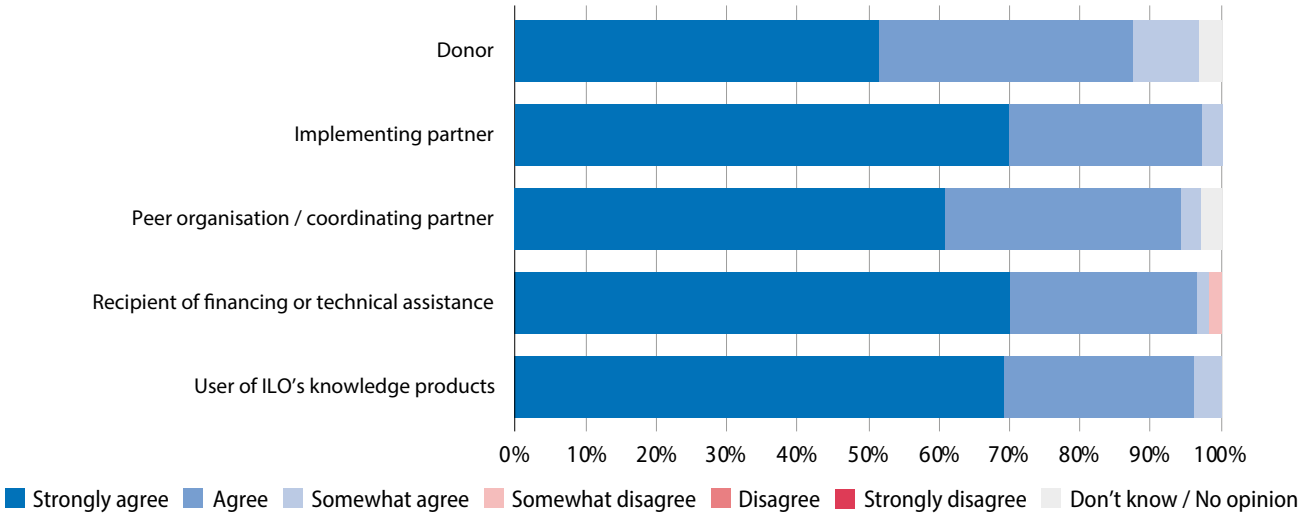
Respondents to the MOPAN partner survey called on the ILO to do more in this area, stating, for example, that: "Environmental sustainability and climate change should be more strongly established as cross-cutting in all departments and programmes. The urgency to act is not yet reflected"; "[the ILO should] do more on the 'just transition', including in terms of policies, standards and technical cooperation"; and [we] "would like to see that the ILO steps up its work to support a just transition to a climate-neutral society". Furthermore, the partners accorded the ILO's performance in this area a low rating compared to the other three cross-cutting issues in the survey (see Annex C).

**The ILO's mandate for social justice means that international labour standards and labour rights have a prominent place in its policies and priorities.** This means that human rights are embedded within its policies and prioritie. The ILO included international labour standards as a cross-cutting policy driver within its Strategic Plan for 2018-21 and, accordingly, has monitored it within this framework. The organisation's accountability systems have also made consistent efforts to integrate human rights. Furthermore, since 2017, the ILO's tripartite constituents have reached a consensus and ratified conventions with strong human rights components, including the Violence and Harassment Convention, 2019 (No. 190), and the Worst Forms of Child Labour Convention, 1999 (No. 182). The focus on the most vulnerable is reinforced in the ILO's Strategic Plan for 2022-25, which emphasises the need to leave no one behind, particularly in relation to COVID-19. Surveyed partners confirmed the ILO's commitment to human rights: 94% "agreed" or "strongly agreed" that the ILO promotes and protects human rights, fundamental principles and rights at work – the overall highest cumulative result of the survey (Figure 7). Staff confirmed that the ILO mainstreams

human rights across many roles within the organisation and has dedicated international labour standards specialists and training programmes to the subject. However, the assessment also found that the ILO's Decent Work Country Programme checklists make only a brief mention of international labour standards and provide no guidance as to their integration within programmes, as is provided for gender equality and non-discrimination (a ten-point checklist). This omission could have a negative impact on their integration within country-level programming.

Tripartism and social dialogue are central to the ILO's mandate, as reflected in the strategic framework. Tripartism and social dialogue feature prominently in all instruments of the ILO's strategic framework, and since 2020 the organisation has reinforced this trend by incorporating tripartism and social dialogue as a policy outcome. The partner survey confirms this commitment on the part of the ILO, with the majority of respondents agreeing and commenting positively on the organisation's role to promote tripartism and social dialogue. Although the ILO covers this cross-cutting issue consistently in project/programme design and evaluation checklists, opportunities were missed to strengthen this area in development co-operation projects, as described in KPI 9 below, indicating a need to improve their integration within intervention design and monitoring. The ILO mainstreams tripartism and social dialogue across staff training and induction programmes; however, staff indicated that further training is needed on how to implement social dialogue and how to consult constituents and respond to their needs in practice. Both the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV) are supporting country offices in this area.

### FIGURE 7. THE ILO PROMOTES AND PROTECTS HUMAN RIGHTS AND FUNDAMENTAL PRINCIPLES AND RIGHTS AT WORK




*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

## OPERATIONAL MANAGEMENT

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

The ILO's organisational systems, processes and structures ensure that it deploys its resources in line with medium-term goals and a long-term vision, and prioritises them to deliver on the strategic plan. Since 2018, the organisation has prioritised the decentralisation of decision making and staff capacity and the sharing of expertise between headquarters, regions and country offices. This "cross-pollination" has been instrumental in fostering closer links between headquarters and the field. However, despite this approach the ILO continues to face technical expertise constraints in country offices. Also, a perception remains that communication inefficiencies between regional and country offices complicate decision making at the country level, and that some country offices are over-reliant on the decisions of regional offices, which contributes to slowing down implementation in some regions.

The ILO promotes innovation across the organisation. Its original focus on improving its internal business practices, inherited from an internal business process review and reform process that commenced in 2012, has helped to save costs and improve efficiency gains. As a next step, the ILO has moved towards innovating its services and products by exploring the use of new technologies in its programmes. The ILO's appetite for innovation has gained new momentum with the Centenary Declaration, which calls for more innovation for decent work. However, a systematic approach and governance for innovation have yet to be established.

The ILO allocates its resources in a manner that is transparent and consistent with organisational priorities. The organisation's COVID-19 response illustrated the flexibility of its resource allocation mechanism. However, risks need to be managed effectively to avoid the potential misuse of funds at the project level. The ILO has reinforced internal and external control mechanisms to comply with international standards and to support the organisation's financial management and transparency. Policies for fraud and corruption need to be strengthened, however, and clearer guidance for staff would be beneficial, notably to allow for more the diligent monitoring of implementing partners at the project level. Several interviewees indicated that risks of fraud and misuse in this area tend to go undetected and unreported.

Another area of risk management tracked by MOPAN is sexual misconduct. The ILO developed a policy to address sexual harassment (SH) in 2004, but the organisation's policy to prevent sexual exploitation and abuse (SEA) only came into effect in 2020. Establishing comprehensive systems to address SEA and SH is still a work in progress. The ILO's growing involvement with disadvantaged and vulnerable populations at the field level makes it all the more urgent to accelerate efforts to put in place a solid framework to address SEA.

### KPI 3: The operating model and human and financial resources support relevance and agility — Score: 3.39

**The ILO's organisational structure, together with its strategic instruments, are conducive to resource deployment in accordance with its medium-term goals.** In addition to outcome-based resource allocation, the programme and budget documents explicitly link budget (staff and non-staff costs) to organisational units. These allocations are made at a high strategic level. However, the budget documents indicate that the strategic instruments of the organisation also aim to avoid silos through budget allocation, given that the resources for an outcome are not fully contained within the budget dedicated to any single organisational unit. This effort is also supported by the ILO programme implementation 2018-19 report, which provides evidence that all departments and programmes have tangible contributions to all outcomes. Further down the strategic programming chain, the Outcome-based Workplans (OBW) provide a framework that defines how to cascade resources to achieve results at the country level. These include processes and systems for identifying funding sources and gaps, and for adapting the ILO's programme

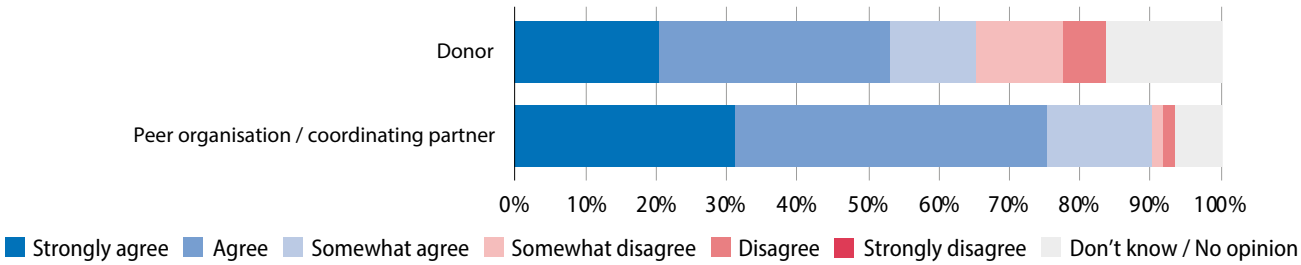
of work to governance decisions and economic and social developments. Staff indicated that field offices now lead the OBW process, in accordance with the decentralisation principles set out by the Strategic Plan for 2018-21.

**Since 2018, the ILO has increased decentralisation efforts to better support more flexible deployment.** The explicit prioritisation of decentralisation in the Strategic Plan for 2018-21 and the accompanying business process review have played a useful role in increasing finance allocation to regions. Organisation-wide guidelines provide evidence on systems and processes that promote the delegation of resources and decision making at the field level. For example, the Director-General's announcement of 16 November 2015 (IGDS Number 447) established that at least 80% of regular budget technical co-operation allocations to regions, country offices and technical departments should be used to finance Country Programme Outcomes (work at the country level). The Strategic Programming and Management Department (PROGRAM) issues resources to external offices based on this criterion (minimum of 80% of the total allocation). Furthermore, the manual outlines the responsibilities for countries and units regarding decision making. Partners also recognised the organisation's ability to make critical strategic or programming decisions at the local level (Figure 8). However, staff and partners indicated that the ILO could increase its agility by further decentralising decision making to the country level, and streamlining communication between the regional and country offices. As noted above (KPI 2), several donors surveyed by MOPAN perceived the consultation process between country and regional offices as contributing to "slow decision-making processes", although they acknowledged the need for field offices to "liaise well" with headquarters "to ensure consistency about decisions". This seems to indicate that country-level representation requires further support in terms of technical capacity to reap the full benefits of decentralisation efforts.

**The ILO experiences technical capacity constraints in the field, despite a rise in staffing levels in the regions**. Since 2018, the organisation has shifted from a reliance on back-office staff to an increase in general and technical staff at the regional level. During the period 2018-19, the number of staff assigned to the regions increased by 139 (corresponding to approximately 4% of total staff by the end of 2019). However, the ILO employs the majority of field staff under development cooperation interventions, implying that they meet the temporary needs defined by projects. This approach carries a potential risk of loss of knowhow and experience, as well as proper ownership. A partner who responded to the survey stated, for example, that "staffing levels and capability are not sufficient to deliver key programmes and lead core work. This has led to an over-reliance on short-term contractors to take work forward, which means that important projects do not receive the required level of support and sponsorship."

Surveyed partners also indicated the need for stronger capacity and adequate staffing at the country level, and evaluations point to missed opportunities in social dialogue caused by lack of capacity at the country level, as well as delays in projects starting due to recruitment. The ILO has been implementing measures to overcome these issues,

### FIGURE 8. THE ILO CAN MAKE CRITICAL STRATEGIC OR PROGRAMMING DECISIONS LOCALLY




*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

and approaches technical capacity partially through a staff development lens to increase the percentage of staff who have received training. This share increased from 33% in 2015 to 38% in 2018-19, with the target being 41% for 2021. Another measure is increased staff mobility, with the aim to "provide rapid and effective service to ILO constituents and to enhance the integration and coordination of programmes between departments and between headquarters and the field". However, mobility during the 2018-19 biennium dropped by 0.6% in relation to the baseline established during the previous biennium, and is far from the 20% increase targeted. The ILO has also addressed the capacity issue by creating thematic Global Technical Teams as a means to reinforce technical expertise in the field through collaboration with headquarters, thereby circumventing the need for extra resources. Staff referred to this measure as a useful approach that facilitates the exchange of ideas, addresses technical questions, and promotes the adoption of new methods and techniques.

**The ILO has focused on innovation since 2018, but in order to reap the benefits, it needs to develop a systemic approach and achieve a common understanding of innovation across the organisation.** The ILO Business Innovation Unit (BIU) emerged from the business process review under the internal reform. This transformation saw the internal reform evolve from an efficiency-focused to an innovation-driven process. In March 2020, the organisation adopted a dedicated Innovation Strategy outlining its commitment to fostering an innovation culture and innovative management approaches. However, at the time of the assessment, the BIU lacked the requisite dedicated resources. In addition, innovation efforts are scattered across the organisation with different structures addressing innovation separately, and there is no overall governance structure to oversee and co-ordinate these efforts. The organisation also lacks a clear definition and taxonomy of innovation that is adapted and communicated in relevant documentation and shared and understood by staff.

**The ILO aligns resource mobilisation with its medium-term goals, but could benefit from diversifying funding streams and raising more non-earmarked voluntary funds.** The organisation is pursuing a resource mobilisation approach focused on outcomes, with programme and budget documents including estimated allocations of extra budgetary resources per outcome. With its Development Cooperation Strategy 2020-25, the ILO also intends to further integrate development co-operation into programme and budget processes, allowing for the better identification of funding gaps. Resource mobilisation efforts contributed to a 30% increase in voluntary contributions during 2018-19, as compared to 2016-17. However, the funding streams are focused on "multi-bilateral partners" (69.5%) and within this category, the top three partners contribute 50% of total funding. The ILO's Development Cooperation Strategy recognises the need to further diversify the sources of voluntary funding.

The ILO's Regular Budgetary Supplementary Account (RBSA) is an alternative funding modality appreciated within the organisation for its potential to facilitate greater flexibility in terms of delivery. An institutional review of this modality highlighted the strong relevance of RBSA interventions to country outcomes in terms of capacity building and normative aspects, and their alignment with the ILO's core mandate. However, the RBSA accounted for only 2% of the total budget for the 2018-19 biennium, which represents a low share of the total funding needed to generate the expected benefits.

**The ILO's agile response to the COVID-19 pandemic is partially the result of improvements to organisational systems.** The ILO repurposed funds under existing strategic priorities according to reports on progress regarding COVID-19. The OBWs reviewed indicate that they were updated to adapt resource deployment to the crisis. The ILO's reporting and interviews also show that the organisation quickly redeployed teams under the Decent Work Country Programmes and the Better Work Flagship Programme to participate in the organisation's COVID-19 response. The majority of partner survey responses also commend the ILO's response to the COVID-19 crisis. Survey comments pointed to the speed, adaptability and good management of the response, and were appreciative of supportive relationships with the organisation (see Box 7).

### Box 7. How has the ILO demonstrated its operational flexibility in responding to COVID-19?

The ILO has been agile and flexible in its response to COVID-19, a finding backed up by all evidence streams. The strong alignment of results targets and medium-term goals with the ILO's long-term vision has helped the organisation respond effectively to the COVID-19 crisis. This finding is indicated in the ILO's reports on its response progress and the Annual Evaluation Report 2019-20, and is supported by the majority of partners surveyed, who stated that the response was "quick", "timely", "strong", "well managed", "extremely adaptive" and "effective". Several different partners, including constituents, donors, implementing partners and peer organisations, shared these views. A few respondents added that these efforts should continue and that more could still be done.

**The ILO's efforts towards decentralisation since 2018 contributed to an effective COVID-19 response.** Field offices acted in an agile and responsive manner during the pandemic and collaborated effectively with UN country teams to ensure a strong socio-economic response. In Southern Africa, the ILO conducted an assessment on the world of work for the UN Development Program (UNDP) using tripartite discussions to identify the impact of COVID-19. Additionally, staff found that the organisation's response to the crisis highlighted the ability of headquarters and the field to work as "One ILO". Field offices and headquarters communicated closely concerning financial management and the allocation of the RBSA, as resources had to be made available quickly. The organisation also conducted rapid impact assessments and prepared policy packages. Partners testified to the speed and flexibility of this approach in the MOPAN survey, with one respondent noting that the "ILO in the COVID19 crisis [has] proven to be very quick and successful to change its modus operandi". A few others stated that while "internal bureaucracy" could sometimes be an issue, "adaptation to the COVID context was highly effective".

**The ILO effectively restructured its operational activities and financial resources in response to the COVID-19 crisis.** The organisation redeployed teams from Decent Work Country Programmes to crisis response and assigned staff working under the Better Work Flagship Programme to provide support to factories and workers. It also repurposed areas of development co-operation funding to respond to the pandemic within existing priorities. The ILO also raised additional funds for its COVID19 response. For instance, an additional EUR 14.5 million (approximately USD 16.5 million) in donor funding was made available to protect garment workers affected by the pandemic (ILO, 2020n).

Partner survey comments supported these aspects of the response. A peer organisation stated that the "ILO has been actively involved in COVID-19 response and recovery efforts by reprogramming existing resources and directing them towards activities aimed at minimising the impact of the pandemic, including on vulnerable workers, and identifying opportunities for new initiatives in the field". One donor said: "I am impressed at how the ILO managed to come up with tools that could help the workers [become] informed about their rights [and] where they could apply for help". An implementing partner also noted that "there was flexibility in the work, both technically and financially".

**The ITCILO has assisted in providing a digital response.** The training arm of the ILO has gone digital in its delivery. It adjusted training topics to the changing needs of the world of work, with a focus on resilience and "building back better". It also assisted other training institutions with the continued provision of virtual training to their target groups.

*Source*: 2020 MOPAN assessment interviews; 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021; ILO (2020a), *Report of the Director-General Sixth Supplementary Report: The response of the International Labour Office to the COVID-19 pandemic*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_757898.pdf; ILO (2020j), *Annual Evaluation Report 2019-20*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_758522.pdf; ILO (2020n), *ILO/Germany programme to protect garment workers affected by COVID-19*, http://www.ilo.org/pardev/donors/germany/WCMS_753552/lang--en/index.htm.

**The ILO has a staff performance management system in place that it uses for all staff levels.** The organisation's manuals and regulations outline the staff performance assessment system. In addition, the "ILO People Platform" serves as an online performance management system. The regulations define how staff performance assessments are applied to decisions on promotion, rewards (e.g. special merit increments) and sanctions (e.g. withholding increments). They also include a system to manage disagreement and complaints regarding the assessments. The updated 2020 version of the regulations describes in more detail the channels to be used in cases of disagreement. Staff performance is linked to RBM processes through unit-level workplans, establishing a relationship between staff performance and contribution to results. The organisation assesses performance systematically in annual cycles. Since 2018, the ILO has implemented changes to further align assessment timing with its overall programming cycle. In 2018-19, the share of total staff who underwent performance assessment reached the set target (85%), with the organisation on track to achieve the target for 2020-21 (90%).

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

**Score: 3.04**

**Decision making for resource allocation is transparent and consistent with the ILO's strategic priorities.** The Programme and Budget for the biennium 202021 align financial resources with the high-level policy outcomes of the current strategic plan (2018-21) in a transparent manner. There is a consistent link between costs and outcomes, outputs and activities. The introduction of outcome-level budgeting, together with improved RBM systems, has ensured better monitoring, evaluation and reporting to donors and the Governing Body. Interviews confirmed that the ILO faces challenges in funding some priority outcomes given donor preferences and the use of earmarked funding, although it has some budget flexibility, as explained in KPI 1.

**The ILO has improved resource allocation mechanisms, allowing for adaptation**. In 2018, the ILO revised its procedures on Regular Budget Technical Cooperation (RBTC) resource disbursements to emphasise allocations based on requests to support Country Programme Outcomes (CPOs) and global deliverables (which then contribute to Programme and Budget deliverables). A set of measures were issued to adapt and re-purpose resource allocations in response to the COVID-19 pandemic.

The ILO defines resource allocation using outcome-based budgeting rather than partner-based budgeting. Partner-based budgeting would not be appropriate for the organisation's operational model as it rarely uses the partner-implementation approach applied by other UN agencies.

The ILO has established procedures for disbursements to partners based on specific criteria. However, the 2019 Annual Report of the Internal Auditor highlighted the risk that partner grants could be used for purposes other than those originally intended. The report suggests that the ILO "should reinforce the requirements and applicability of the grants mechanism to ensure procedures are correctly followed". The assessment did not find significant disbursement variances caused by internal procedures. External factors, notably the COVID-19 pandemic, caused instances of variance in planned disbursements within the period covered by the assessment.

**The ILO has improved the costing of management and development results.** The budget delivery rate over two biennia, from 2016 to 2019, has increased from 99.8% in 2016-17 to 100% in 2028-19, due to improvements in planning, programming and delivery of the approved activities. Moreover, the organisation achieved cost savings as a result of the business process review under the internal reform. Staff indicated that savings have also been achieved through increased automation, energy efficiency and moving staff from back office to front office roles, which led to a 15% reduction in back office roles.

**The ILO's external and internal audits comply with international standards, although issues raised are not always addressed in a timely manner.** A comprehensive control framework supports both external and internal audits. However, the ILO's response time is slow in addressing external audit recommendations and processing cases of fraud and corruption, according to the IOAC's Annual Reports for 2019 and 2020. Although the IOAC witnessed progress in 2020, it reported that a significant number of these cases have not been addressed by the Office of Internal Audit and Oversight. The main reason for the increased backlog was inadequate staffing and resourcing dedicated to this function. Resources were increased in the 2020-21 Programme and Budget with the approval of an investigator post (P3) by the Governing Body.

**The ILO has a policy base to address anti-fraud and corruption, but further reinforcement is needed to ensure a fully comprehensive approach.** To address these issues, the organisation has an Anti-Fraud and Anti-Corruption Policy (2017) in place, which is complemented by a "whistle-blower" policy (Reporting Misconduct and Protection from Retaliation – 2019 directive updated in 2021). However, the evidence indicates that improvement is still needed in a number of areas, notably: the development of clear guidelines for staff on reporting fraud and corruption, tighter conditions for contracting external collaborators,[11] more diligent oversight at project level and with implementing partners, more proactive efforts by middle managers to prevent and address fraud and corruption, and the appointment of a full-time ethics officer (currently a 25% post).[12] The ILO also needs to introduce a mechanism to disseminate lessons learned from anti-fraud and corruption cases in a timely manner, although a retroactive review of fraud cases (2015-19) has been prepared.

**The ILO needs to reinforce its systems and policies for preventing and responding to SEA as part of its approach to transparency and accountability.** In 2020, the ILO adopted a policy (the Directive on the Prevention and Response to Sexual Exploitation and Abuse) and an action plan dedicated to preventing and addressing SEA, in line with the UN Secretary General's system-wide SEA initiative. The SEA policy covers all staff members, including the Director-General and all third parties engaged by the organisation. The focus on addressing SEA was timely and warranted, as the ILO's country-level programming brings field staff and partners into increasing contact with disadvantaged and vulnerable groups, such as refugees. However, the organisation needs to reinforce the resources and structures dedicated to SEA prevention and response.

The 2020 Prevention of Sexual Exploitation and Abuse (PSEA) Action Plan established a condition that staff members dealing with SEA should have this responsibility formalised in their job descriptions, performance appraisal or similar. However, the ILO has not yet specified any actions in this area, with the exception of changes to performance appraisals for senior managers.

The organisation has begun to adapt its processes with partners concerning SEA prevention and response. The terms and conditions of ILO contracts for external providers were revised in 2020 to ensure their compliance with the directive. Further modifications are also underway for other types of agreements. However, the SEA prevention and response has yet to be fully integrated into partner programming tools such as checklists, guidelines and templates.

**The ILO has yet to establish an overall strategy to address SEA and needs to ensure a victim/survivor-centred approach**. The ILO needs to structure and prioritise different elements and actions to prevent and address SEA within an overall strategy. Furthermore, although mechanisms are in place to track and report on SEA complaints, the organisation lacks a victim/survivor support function. Instead, the ILO has adopted a legal audit approach to combating SEA, assigning the Chief Internal Auditor as the focal point and the Office of Legal Affairs as the unit responsible for monitoring implementation of the action plan. The assessment identified no other dedicated resources

11 A forthcoming internal audit report on external collaborators may clarify current risks and will contain recommendations to address any excessive exposure.

12 According to the Director-General's Programme and Budget proposals for 2022-23, the ILO plans "to establish a full-time post of ethics officer".

to address SEA either at headquarters or in the field. In addition, training and awareness raising for staff on the issue has commenced, but not on a frequent or consistent basis. The ILO recognises some of the above limitations and is currently analysing internal co-ordination and focal point responsibilities for addressing SEA, in addition to planning other reforms, as evidenced by interviews and documentation.

**The ILO has specific policies in place to address sexual harassment (SH) and has long championed eliminating SH in the workplace globally.** The ILO's efforts to address SH in the workplace culminated in the adoption of the global Convention No. 190 in 2019, which aims to end violence and harassment in the world of work. Since 2004, the ILO has had in place a policy to address SH within the organisation (circular "Sexual harassment policy and procedures"), which it updated in 2014 through a Collective Agreement with the ILO Staff Union. The policy is applicable to all categories of personnel. The organisation also has in place multiple mechanisms to report allegations of SH, which include informal and formal resolution approaches. Regarding training, ILO staff can participate in the International Training Centre's (ITCILO) course on Convention No. 190. However, training on the subject is not yet available globally for all staff.

**There are limitations in roles and structures, complaints processes, monitoring and reporting to address SH.** Although both formal and informal resolution methods are available to ILO staff, it is not always clear within the guidance how the roles and structures in the organisation co-ordinate and work together. According to the interviews and documentation, a number of gaps exist within the complaints processes, including:

- The possibility to lodge anonymous allegations.
- Flexibility in time limits for making a complaint.
- The possibility for non-staff members (e.g. interns) to appeal decisions to the Administrative Tribunal of the ILO.
- Reinforcement of protection from retaliation.
- The ability of staff to lodge a second complaint and to request an independent external opinion.

**A system is lacking to clearly monitor implementation of the SH policy.** The Joint Negotiating Committee, which comprises representatives of the Staff Union and the ILO, monitors overall implementation of the SH policy. However, there are no documents or systems to indicate how and to what extent this monitoring is carried out. Moreover, although the Human Resources Development Department (HRD) monitors and collates allegations and actions taken, the ILO does not make them public or share them within the UN system, with the exception of harassment cases that include disciplinary measures. The Deputy Director-General for Management and Reform reports these cases biennially in an information note to all staff.

The ILO participates in the UN-wide Task-Force on the prevention of SH, as well as in "Clear Check", a centralised database that permits information to be shared among UN entities about individuals who have had allegations relating to SH and SEA made against them.

## RELATIONSHIP MANAGEMENT

***Engaging in inclusive partnerships to support relevance, leverage effective solutions and maximise results***

The ILO focuses increasingly on leveraging partnerships with a broad range of organisations. It views the collaborative advantage of partnerships as an important delivery modality given its tripartite structure. Another organisational strength is knowledge of labour issues, a strategic asset that it employed during the COVID19 crisis to share knowledge products. The ILO has also been an active partner in the UN Development System, engaging in a range of joint planning, programming and evaluation exercises. Its response to the COVID-19 pandemic highlighted the organisation's ability to identify, prioritise and address the needs of the most vulnerable in partnership with other organisations.

Since the last MOPAN assessment, the ILO has further aligned its strategies with those of national and regional bodies, although progress has been uneven in the Decent Work Country Programmes. Furthermore, several aspects of intervention design practices, such as context and capacity analyses, risk management and sustainability considerations, require improvement.

The ILO shares information transparently with tripartite constituents, donors and partners. The organisation's accountability mechanism towards its tripartite constituents is explicit, given their role in the ILO governance structure, but it has yet to develop standards or procedures for accountability to end beneficiaries.

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

**Score: 2.84**

**The ILO has improved the alignment of its country and regional strategies with national and regional body strategies and objectives, but context analysis was inconsistent across Decent Work Country Programmes (DWCPs).** By moving away from a "one-size-fits-all model", the ILO has achieved closer alignment with the strategies of countries and their regional bodies. Simultaneously, the organisation maintains flexible global flagship programmes that are designed to be coherent and adapted according to needs. The alignment with country strategies is well illustrated in the DWCPs, through which the ILO carries out preparatory consultations with national stakeholders to reach agreement on priorities and to ensure that the operating context is considered. However, the assessment found that although more "Country Diagnostics" were carried out as part of the DWCPs, context analysis varied in depth and criteria across the sampled countries.

**The ILO makes efforts to integrate the needs of vulnerable populations into intervention designs and strategies, particularly in response to COVID-19.** The interventions and strategies of the ILO make increasing reference to the needs of vulnerable populations. Such vulnerable populations include unemployed youth, migrants, people with disabilities, workers with HIV/AIDS, women in the informal sector, domestic workers, members of indigenous groups and ethnic minorities. The DWCPs reviewed refer to these vulnerable groups but to varying degrees depending upon both the context and the analysis carried out. The ILO has reinforced this emphasis in response to COVID-19, as these populations have been disproportionately impacted by the pandemic. The organisation recognises the need to respond to this heightened vulnerability in new strategic documents. Staff also indicated that the ILO needs to build innovative approaches and closer collaboration with the field in order to further meet the needs of these affected populations. Partners highlighted positive examples of addressing the needs of vulnerable populations, particularly in relation to the COVID-19 crisis.

Aside from the ILO's COVID-19 response, a small number of surveyed partners were critical of the organisation's ability to adapt to local contexts, suggesting for example that it could strengthen its ability to carry out the necessary situation analyses to orientate projects, reach the most vulnerable, and build sustainability into its projects and programmes.

**The ILO has integrated capacity analyses of key partners into intervention design and implementation, but could be more inclusive and effective.** The ILO involves its tripartite constituents in intervention design and implementation, an approach that helps to understand the capacities of its key partners. Nonetheless, the organisation recognises the need to make its capacity analyses more inclusive and effective. Capacity analysis and the consequent development of capacities are integrated into the intervention design process, and function as a core component of the ILO's approach to development co-operation. The ILO functions as part of the United Nations Country Team (UNCT), even in countries where it is a non-resident agency, and participates in planning and implementing the United Nations Sustainable Development Cooperation Framework (UNSDCF) at the country level. It also engages with its constituents in countries, including to identify needs. Partners in the MOPAN survey confirmed that the ILO considers the national and regional capacity of government, workers' and employers' organisations, civil society, and other actors. However, some staff cautioned that the organisation faces challenges in understanding the needs of countries where it is not physically present or where there is no country strategy.

**The ILO has reinforced its risk management framework and implementation, although they require further strengthening**. In 2019, the ILO revised its Risk Management Framework and supporting manual. These are used to identify and mitigate financial, operational, strategic and reputational risks through risk analyses and registers at corporate, policy outcome, departmental and country levels, as well as within DWCPs and interventions. However, the analyses and registers contain gaps and vary greatly in depth of analysis. Moreover, the organisation had not assessed and managed risks related to SEA in any analyses and registers examined for this assessment. Staff noted that although a comprehensive toolkit exists, which includes risk assessment along with opportunity analysis and theory of change, its usage depends on the manager in place. The risks are potentially higher in collaborating with implementing partners and external collaborators. The ILO therefore needs to make further efforts to manage these risks. Under the new Strategic Plan for 2022-25, the organisation aims to reinforce its risk management systems to ensure business continuity.

**Intervention designs include analyses of cross-cutting issues.** The ILO has procedures in place to ensure that cross-cutting issues are considered in intervention designs. Checklists and guidance for intervention design and evaluation require that the ILO's cross-cutting issues (gender equality and non-discrimination, international labour standards, tripartism and social dialogue, and environmental sustainability) are integrated into the design and evaluation of projects and programmes. However, the concept of cross-cutting drivers has been dropped from the new Strategic Plan for 2022-25, and it is unclear how this will impact their integration into intervention designs.

**The ILO has granted increasing importance to the sustainability of intervention results, but can make more progress in this area**. The ILO's policies and strategies emphasise the importance of sustainable results following interventions. However, the ILO's intervention designs, as seen in the DWCPs of ten sampled countries, include only limited and varying statements on measures to ensure sustainability. The Better Work Programme was cited by interviewees as an example of an intervention where the design encouraged sustainable and positive change for the beneficiaries.

**The ILO has placed a priority on improving the efficiency and effectiveness of institutional procedures and processes, but further improvement is needed.** The Strategic Plans for 2018-21 and 2022-25 highlighted greater efficiency as an ambition of the ILO. Accordingly, the organisation has established a number of measures to track the speed of implementation and efficiency, including programme monitoring, benchmarking, annual progress reports and various real-time dashboards. At the same time, the organisation recognises that the nature of its mission and tripartite structure imply that consensus must be reached across its constituents, which slows the pace of implementation. The ILO's evaluations identified procedural delays that hindered the speed of implementation, including delayed procurement and recruitment and the time taken to adapt to the operating environment of the country. However, the evaluations also provided examples where procedures, such as decentralised decision making,

facilitated the timely implementation of projects. Since the portfolios of some regions with vulnerable populations are expanding rapidly, the organisation needs to make improvements to its processes. For example, taking into consideration the time needed to train recruited staff, it may take six to eight months to fill a staff position vacancy and three months to one year to approve a company's involvement in a flagship programme.

### KPI 6: Working in coherent partnerships directed at leveraging and catalysing the use of resources

**Score: 2.80**

**The ILO places an emphasis on leveraging partnerships to contribute to achieving its outcomes and broader development goals**. All evidence streams emphasise the comparative advantage of the ILO's tripartite model as an effective partnership for reaching consensus and achieving outcomes. The ILO has established stronger synergies with a range of development partners in the past five years, including UN agencies, the private sector, parliamentarians, faith-based organisations, NGOs and civil society. The ILO effectively accelerated its partnerships and collaborations in the COVID-19 context because of the need for multi-sectorial responses to the crisis.

**The ILO uses the collaborative advantage of partnerships, but its approach could be further enhanced.** The collaborative advantage of partnerships is highlighted in the Centenary Declaration and reaffirmed in the ILO's Strategic Plan for 2022-25. The ILO ensures synergies with partners through global guidance and policies on development co-operation, intervention design and capacity building. However, the guidance and policies are not consistently clear and coherent in the organisation's approaches and priorities. The ILO's collaboration strategies and modalities build on existing partnerships and shared interests, with the organisation prioritising South-South and triangular co-operation, rooted in its strong commitment to Agenda 2030. However, the ILO does not make systematic use of surveys or other methods to understand partners' experiences in working together. At present, the main tools used by the ILO to understand these aspects are evaluations.

**The ILO increasingly engages in joint planning, programming and evaluation with the UN system and tripartite constituents.** The organisation has made progress in participating in the multilateral system, a weakness highlighted in the 2015-16 MOPAN assessment. At the global level, it has committed to joint planning with UN bodies, such as through the mutual recognition process, as emphasised by the Centenary Declaration. The organisation also participates in system-wide planning and programming for Indigenous persons and the Global Compact, among other joint initiatives. At the country level, the ILO takes part in common UN-wide country assessments and UN Development Assistance Frameworks (now replaced by UNSDCFs), in addition to joint planning with tripartite constituents for the development of the DWCPs.

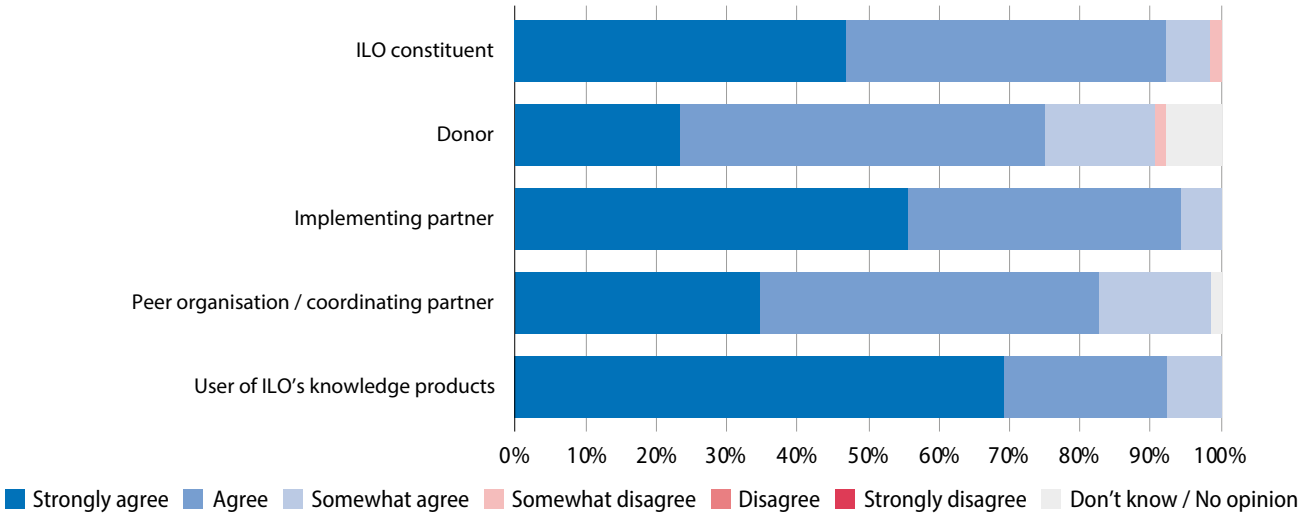
**The ILO emphasises transparency and sharing of information with tripartite constituents, donors and partners**. The ILO has demonstrated its commitment to transparency by submitting information voluntarily to the International Aid Transparency Initiative (IATI) since 2016, for example on budgetary details for funded development co-operation projects. The organisation became a member of the IATI in January 2021, and aims to reach full compliance with its standards, according to the interviews and documentation. Staff indicated that the ILO will launch a budgeted automation project in 2021 that will enable the organisation to comply with the IATI data publishing standard of four times a year. In addition to automation, the ILO aims for comprehensiveness of data and to eventually reach full compliance with IATI in accordance with the work plan developed for this purpose.

The ILO responds to partners' and donors' queries on analysis, budgeting and management issues in several for a, including at the presentation of the biennial Programme and Budget, meetings of the Programme, Finance and Administrative Committee of the Governing Body, and at annual/biennial partnership review meetings with donors. The organisation also makes all key and strategic financial information publicly available.

**The ILO is accountable to its tripartite constituents, but does not have standards or procedures regarding its accountability to the affected populations of its interventions.** The ILO's accountability to tripartite constituents is notable, especially given their role in governance and interventions both at the global and country level. However, accountability to the affected populations of its interventions (referred as "end beneficiaries" by the ILO) is still a work in progress. Rather than setting a common approach, the ILO has established elements of accountability to end beneficiaries across its flagship programmes and within evaluations. An initiative is also being developed on common social and environmental safeguards, as evidenced by interviews and documentation.

**The ILO aims to position itself as a knowledge leader and has been successful in producing highly utilised knowledge products.** The ILO's Strategic Plan (2018-21) and Knowledge Strategy (2018-21) emphasise the organisation's role as a knowledge leader. A 2020 evaluation of knowledge management strategies confirmed this leadership role, and found that the organisation's knowledge products are highly utilised by governments, constituents and other stakeholders, and had informed and influenced international and national agendas, as well as policy recommendations. The evaluation also found that knowledge was limited within the ILO about the usefulness and uptake of these products, although surveyed partners assessed their usefulness positively (Figure 9). Partners also found ILO knowledge products developed in response to COVID-19 to be timely, relevant and useful. Notable examples include the *ILO Monitor: COVID-19 and the World of Work, the Country Policy Responses* (ILO, n.d.-l) and *Rapid Diagnostics for Assessing the Country Level Impact of COVID-19 on the Economy and Labour Market – Guidelines* (ILO, 2020o). The ILO has also made progress in producing knowledge products in more user-friendly formats – a weakness highlighted in the 2015-16 MOPAN assessment.

### FIGURE 9. ILO'S KNOWLEDGE PRODUCTS ARE USEFUL TO MY WORK




*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

## PERFORMANCE MANAGEMENT

***Systems are geared towards managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson learning***

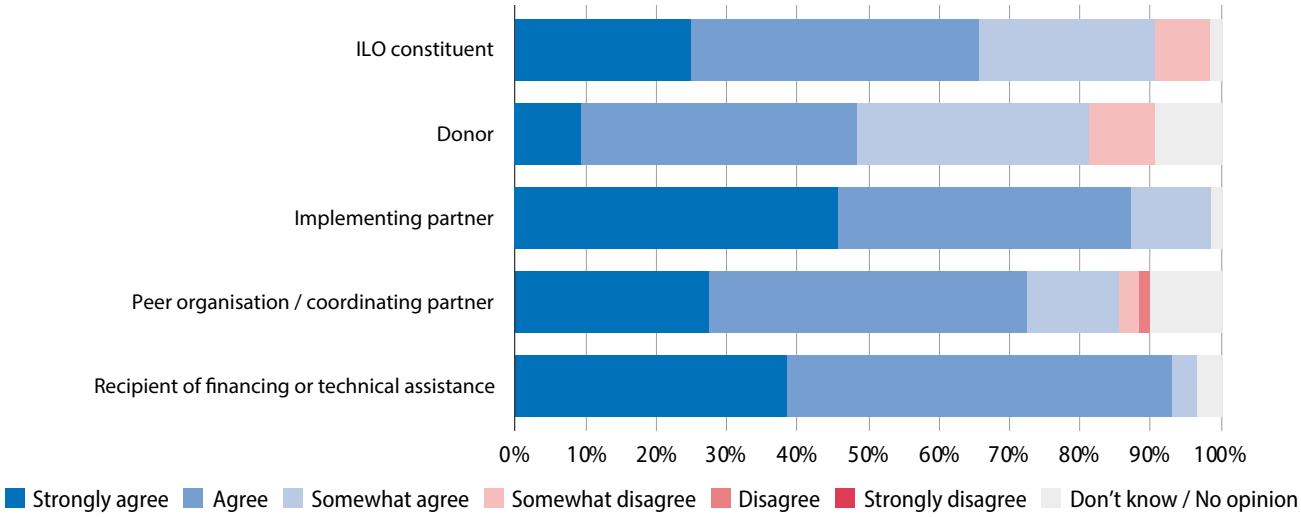
Since 2017, the ILO has improved its results-based management (RBM) focus. The organisation has a strong corporate commitment to a results culture, and prioritises an RBM approach in policy dialogue, planning and implementation. It also has a robust and quality-focused evaluation function with the necessary policies and mechanisms in place, while evaluation skills and culture are being strengthened across the organisation. However, there remains ample room to improve the integration of RBM across the organisation. Projects and programmes are not yet systematically underpinned by a theory of change. Furthermore, the use of baselines in programme and project formulation is not yet mandatory for all interventions, which limits the ability to set results targets on a sound evidence base. Finally, monitoring and reporting practices need to be strengthened to address underperforming projects and programmes.

### KPI 7: The focus on results is strong, transparent and explicitly geared towards function

**Score: 3.08**

**The ILO has made progress in developing a results culture across the organisation and advancing the maturity of RBM.** The ILO adopted the RBM approach in 2000 and has subsequently increased its corporate commitment and invested in creating a results culture. This commitment is also underlined in its strategic instruments, notably the Strategic Plan for 2018-21 and the Programme and Budget for the biennium 2020-21. The majority of partners also believe that the ILO prioritises a results-based approach (Figure 10). The organisation promotes a results culture in headquarters and the field by delivering RBM training, decentralising evaluation capacities to the regions (see KPI 8), and improving knowledge management and knowledge sharing (see KPI 6 and KPI 12). Interviews confirmed that the ILO's leadership promotes and sets goals to ensure that the use of RBM improves across the organisation. Within the RBM life-cycle at the project level, the organisation reserves a minimum of 3% of total project resources for monitoring and reporting, and 2% for evaluations. However, despite progress made, further efforts are needed to strengthen the use of the RBM approach in intervention design, implementation, and monitoring and reporting. The implementation plan of the Development Cooperation Strategy 2020-25 includes action to enhance RBM "through improved accountability, monitoring, reporting and transparency in relation to how resources are utilized and results achieved".

### FIGURE 10. THE ILO PRIORITISES A RESULTS-BASED APPROACH



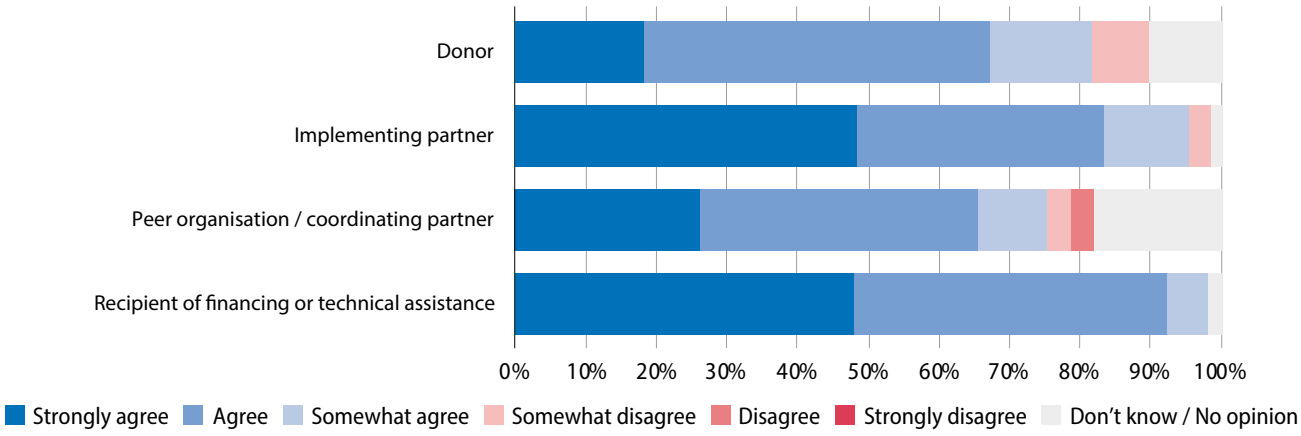

*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

**The ILO is making efforts to increase the use of causal pathways, but the systematic use of the theory of change and baselines remains a work in progress.** Since 2017, the organisation has moved away from the use of traditional log-frames towards a theory of change (ToC) approach. In 2018, it deployed an institutional RBM taskforce to revise and enhance the use of RBM frameworks, including ToC. The ToC approach is incorporated into the strategic plans (2018-21 and 2022-25), and is more clearly defined in evaluation reports from 2018 onwards. ILO guidance for the design of DWCPs states that a ToC should be developed when preparing the programmes. However, evidence suggests that the organisation needs to use ToC consistently and systematically, given that only four out of ten DWCPs reviewed incorporate a ToC. Furthermore, the ILO does not use baselines systematically in all projects and programmes. The development of baselines is a part of the monitoring and evaluation appraisal for project proposals with budgets over USD 5 million.

**The ILO carries out consultations with constituents when setting results targets, but has yet to systematise consultations with end beneficiaries.** The organisation is working to increase the relevance of its results targets to goals. The guidance for developing DWCPs specifies that beneficiaries should be involved in the design process, including when setting results targets. The organisation consults with stakeholders while defining targets at the country level, as confirmed by the majority of partners (Figure 11). However, the evidence shows that consultation with end beneficiaries is less consistent than with tripartite constituents.

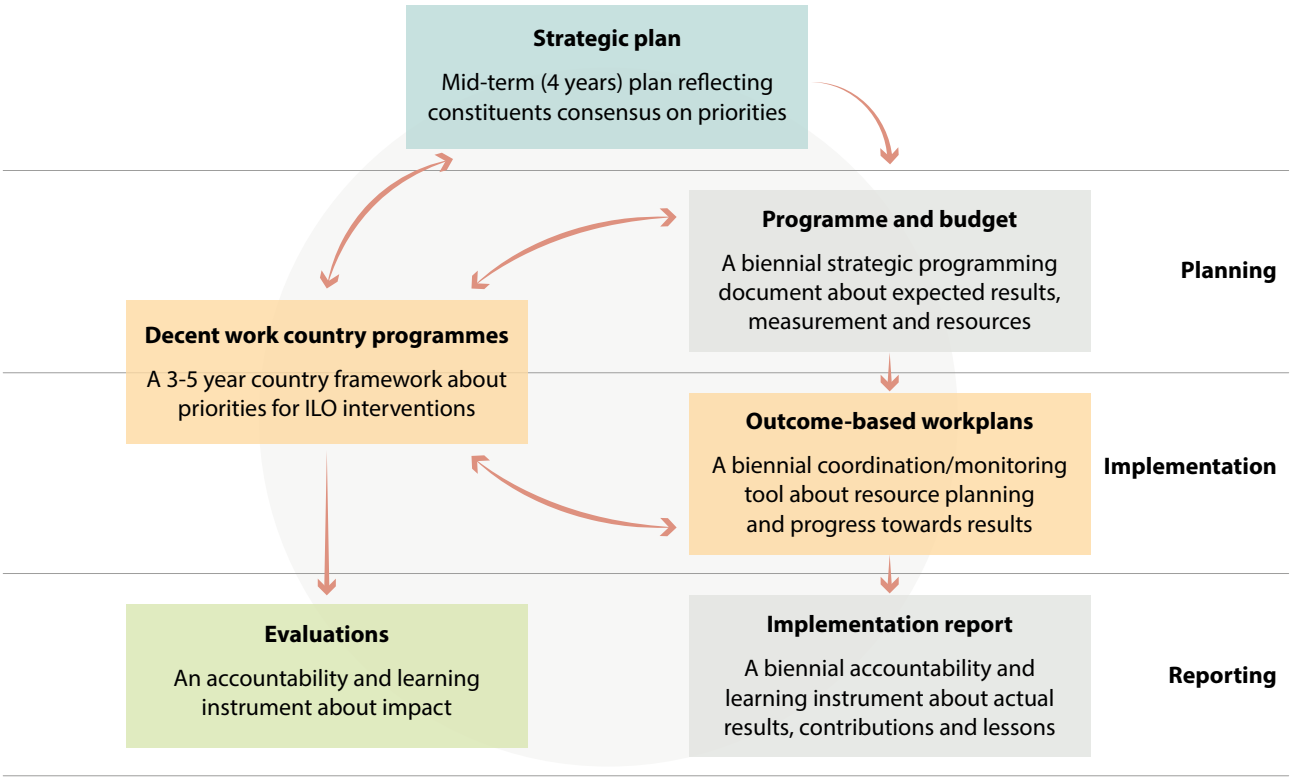
**The ILO has systems in place for monitoring and reporting, but needs to integrate them into timely decision making at the intervention level.** Monitoring and reporting are not a separate function in the ILO, and are instead shared among the finance, programme and evaluation functions. The ILO's planning and programming processes employ an RBM approach that forms a continuous part of the programming cycle (Figure 12). This linkage with RBM spans the Programme and Budget for each biennium to Outcome-based Workplans, and is also seen in management and resource strategies. For example, the Programme and Budget for each biennium is informed by performance data during an 18-month preparation cycle. Staff explained that while the Integrated Resource Information System (IRIS) is not designed for monitoring, it is used to manage financial and human resources and is also employed as a tool to help apply RBM. Nonetheless, all three evidence streams show that monitoring and reporting need improvement. For example, the Annual Evaluation Report 2018-19 cites the "absence of an enforced monitoring system to assess

## FIGURE 11. THE ILO CONSULTS WITH STAKEHOLDERS ON THE SETTING OF RESULTS TARGETS AT A COUNTRY LEVEL




*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

## FIGURE 12. THE ILO RESULTS-BASED PROGRAMMING




*Source:* (ILO, n.d.-m).

the quality and timely submission of project progress reports on extrabudgetary funding", and interviews indicate that monitoring systems such as information dashboards are seldom used by managers. Consequently, weakness in monitoring is evident in the identification, tracking and addressing of poorly performing interventions (see also KPI 8).

**The integration of RBM into the ILO programming cycle ensures that performance data is applied in planning.** The programming cycle (Figure 12) requires performance data to be applied at each stage of the process and outlined in internal governance documents. The ILO reviews corporate performance data at both the outcome and output level, and considers them in the drafting of strategic instruments. Furthermore, the "i-eval Discovery" platform (the ILO repository for evaluations), independent evaluations and the annual ILO programme implementation reports present results at both the output and outcome level. The Programme and Budget for the biennium 2020-21 presents outputs as well as outcomes.

**The ILO applies performance data in strategic decision making.** Monitoring and performance data inform strategic decisions made at Governing Body meetings through discussions on high-level evaluations, the Annual Evaluation Report and programme implementation reports. However, the use of these tools is constrained by the time-lag between the discussion of evaluations at Governing Body meeting and changes in interventions as lessons emerge. Nevertheless, evidence indicates that the discussion of high-level evaluations of 2020 DWCPs at the Governing Body meeting in October-November 2020 provided timely input to adapt interventions in the context of the COVID-19 pandemic.

### KPI 8: The organisation applies evidence-based planning and programming

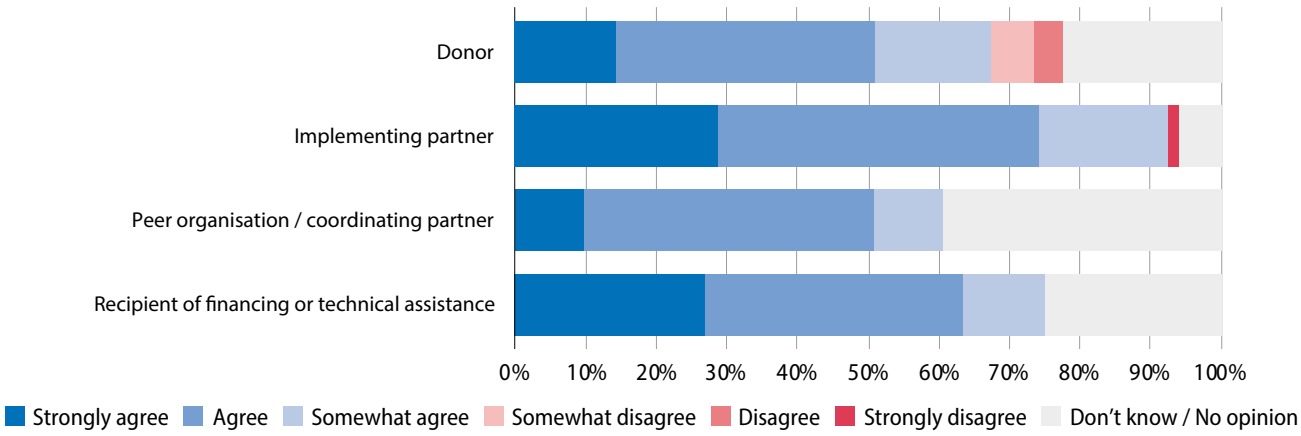
**Score: 3.41**

**The evaluation function of the ILO is operationally and financially independent.** In the ten years leading up to 2019, the ILO transformed its Evaluation Office into an independent unit. The Evaluation Office reports directly to the Director-General and the Governing Body, and is funded through the regular operating budget (with an overall budget of USD 3.03 million for the 2020-21 biennium). It has full discretion in deciding on the evaluation programmes and is also directly responsible for high-level evaluations. The majority of partners who are aware of the ILO's practices for evaluating interventions agree that these are functionally independent (Figure 13). Each year, the Evaluation Office presents global- and country-level evaluations to the Governing Body, which are then used to inform corporate strategies (see KPI 7).

**The ILO has improved its evaluation planning.** All ILO interventions with budgets higher than USD 1 million are subject to an independent evaluation. Interventions over USD 5 million are subject to two independent evaluations and an initial monitoring and evaluation appraisal. The timing of the required independent evaluations is specified in the ILO Policy Guidelines for Results-Based Evaluation (mid-term and final). The organisation also has a clear and comprehensive evaluation policy. High-level evaluations are planned according to a four-year rolling work plan. Decentralised evaluations are planned on an annual basis, and evaluation focal points in each department and region develop rolling work plans to implement their respective evaluation plans. The Independent Evaluation of the ILO's Evaluation Function 2011-16 recommended the development of a consolidated, formal evaluation planning mechanism to ensure better sequencing and co-ordination of high-level and decentralised evaluations, and to directly link the budgetary control of technical co-operation project evaluation allocations to the central evaluation function to allow for more clustered and strategic evaluations. At present, the ILO is improving planning efforts in response to evaluation recommendations, with a focus on more strategic and clustered evaluations to improve the co-ordination and efficiency of this function. However, as stated above the organisation still lacks a single and consolidated evaluation plan, which would facilitate strategic co-ordination and resource use.

**The ILO is investing to increase evaluation capacity at field offices.** In accordance with its results-based evaluation strategy (2018-21), the ILO is working to increase capacity at the regional level to strengthen both RBM and monitoring and evaluation (M&E) functions. The organisation is also promoting decentralisation and independence in line with the Evaluation Policy of 2017. The ILO's Annual Evaluation Report 2019-20 indicates that investment in

### FIGURE 13. THE ILO HAS ESTABLISHED INDEPENDENT EVALUATION PRACTICES FOR ITS INTERVENTIONS




*Source:* Based on responses to the 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021.

project-based M&E officers in regions and departments has increased compared to the 2018-19 period. Furthermore, the organisation has strengthened skills through the Evaluation Manager Certification Programme, which provides training and certification to staff who voluntarily oversee evaluation projects in countries. According to the latest Annual Evaluation Report, the organisation has certified 123 staff members as evaluation managers and 25 as internal evaluators.

**The ILO has upgraded its external evaluation quality control systems.** Since 2018, the Evaluation Office has expanded its use of real-time quality control and checklists (there are now checklists for SDG, disability, environment and COVID19). Additionally, the ILO set up an Impact Evaluation Review Facility in 2018 to provide institutional quality review for evaluations conducted by departments and regions. The quality control processes are designed to ensure continued compliance with the ILO's Evaluation Policy aligned with the standards of the UN Evaluation Group (UNEG). The Evaluation Office has also established Regional Evaluation Officers and Departmental Evaluation Focal Points in regions and departments to assist with the oversight of quality control for decentralised evaluations.

**The ILO's ability to identify and address poorly performing interventions is weak.** Interviews and documents suggest that there is no formal system to consistently identify and act upon poorly performing interventions. At the country level, reviews of DWCPs help to identify areas of improvement for application in interventions; however, evidence indicates that the organisation could strengthen monitoring and reporting to enable it to act more consistently and timely on the basis of underperformance identified during project and programme implementation. Field staff are allocated sufficient time for reporting, but the ILO lacks better approaches and systems to act upon data. Staff indicated that this situation has arisen because responsibility for change at the intervention level is delegated to project managers, who have little incentive to initiate such change.

**The ILO is able to identify lessons learned from evaluations, but uptake of these lessons can be a challenge for the organisation.** The primary vehicles for managing change within the ILO are the annual discussions of high-level evaluations, annual evaluation reports and programme implementation reports at Governing Body meetings. As a result of these discussions, lessons learned are integrated into corporate strategies. A bottom-up approach also exists supported by systems and infrastructure such as i-eval Discovery. However, evidence suggests that the organisation could use these tools more systematically during intervention design.

**The ILO's effectiveness in applying lessons learned increased during the COVID-19 crisis.** The organisation has applied key lessons from previous crises, notably the 2008-9 financial crisis, to its response to the COVID-19 pandemic. The organisation consolidated evaluative lessons from its past response to the 2008 economic and financial crisis through its learning series and knowledge sharing platform. The interviews suggested that the pandemic has forced the ILO to become more responsive in making improvements based on lessons learned. Comments from the survey supported the interview findings, with partners citing the ILO's adaptability as a strength in its response to the crisis.

**The ILO is committed to disseminating evaluation results to stakeholders.** Evaluation reports and performance data used throughout the organisation for results-based planning on the i-eval Discovery platform are also available to stakeholders. The Evaluation Office increasingly disseminates results in more accessible formats such as quick fact notes and workshops, as part of an upgraded Evaluation Office Communications Strategy released in 2020. Performance data are also available on the Decent Work Results Dashboard, the Development Cooperation Dashboard and the Social Protection Platform.

## 3.2. DEVELOPMENT/HUMANITARIAN EFFECTIVENESS

### RESULTS

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

Evaluations have shown that the ILO is successful in meeting its normative goals related to employment opportunities, social protection floors, social dialogue, tripartism and fundamental rights at work. The ratification of conventions has resulted in new legislation for human rights in the world of work and the ILO's social protection interventions have led to policy reforms, as evidenced in evaluation reports. The organisation has also achieved better results on gender equality since 2018, and its work increasingly produces developmental and humanitarian results that benefit vulnerable populations. Its work has also been shown to strengthen social dialogue and tripartism, although further improvements are still possible in this area. However, results in poverty reduction have been evaluated as weak, and those in environmental sustainability as insufficient (according to the ILO Programme Implementation 2018-2019 report, "61% of Decent Work results make no contribution to environmental sustainability"). Furthermore, the report "High-level evaluations of strategies and Decent Work Country Programmes 2019" states that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while a recommendation of the report "High-level evaluations of strategies and Decent Work Country Programmes 2020" notes that "[t]he Green Jobs Programme requires … work to mainstream environmental sustainability across policy outcomes, programmes and projects".

The assessment also found that the organisation's relevance is built on a demand-driven approach to addressing the needs of countries and constituents. It further concluded that the ILO is efficient, and uses synergies, innovation and active collaboration with partners to make the most of its resources in the context of a zero-real-growth budget. Further efficiency can be gained at the project level by expediting recruitment processes.

To ensure that benefits continue after interventions are completed, the ILO uses several tools, particularly capacity building and knowledge management strategies. Evaluations indicate that the organisation is successful in using these tools and that they contribute to sustainable outcomes, such as policy changes in member states, thereby creating an enabling environment for development.

### KPI 9: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals

**Score: 2.80**

**The ILO's results reporting shows that interventions broadly achieved their objectives and results.** The ILO's Strategic Plan for 2018-21 identifies five strategic objectives: employment opportunities, social protection floors, social dialogue, tripartism and fundamental rights at work. The organisation evaluates and reports on the achievement of specific targets related to these objectives. The majority of the 37 evaluations[13] reviewed demonstrate that the ILO's interventions achieved its strategic and normative objectives. The ILO's performance was strongest across the reports on the policy outcome "International labour standards and authoritative and effective supervision" (Outcome 2). The reports further support the finding that the ILO meets development and humanitarian objectives particularly related to its normative agenda.

**The ILO's normative agenda produces results on the fundamental rights of vulnerable groups.** The organisation's interventions to promote international labour standards target gender equality and non-discrimination, the elimination of child labour and forced labour, and working poverty. The majority of the evaluation results reviewed illustrate the achievement of the normative goals across the strategic objectives. Moreover, a 2019-20 meta-analysis

13 This included 12 independent evaluations, three mid-term evaluations and the high-level evaluations of strategies and Decent Work Country Programmes, discussed at the Governing Body in 2017, 2018, 2019 and 2020.

of evaluation reports finds that 60% of the ILO's projects successfully integrated international labour standards into interventions. The evaluation reports further show that the ILO's results on international labour standards contribute to the cross-cutting issue of human rights in the world of work. The organisation reports annually on progress in the ratification of conventions under the 1998 ILO Declaration on Fundamental Principles and Rights at Work. The ILO has made progress in the ratification of conventions across four categories of fundamental rights, which it defines as: freedom of association and collective bargaining; the Protocol of 2014 to the Forced Labour Convention, 1930; the abolition of child labour; and non-discrimination in employment.

**The ratification of conventions leads to labour law reforms that support human rights in the world of work.** Evidence shows that once member states ratify the ILO's conventions on international labour standards, in many cases they then adjust national legislation. For example, the Independent Evaluation in Pacific Island Countries (2012-18) states that "a major purpose of LLR [Labour Law Reform] was to align national labour laws with ILO conventions" in the Pacific Island Countries where there is a high ratification rate. The ILO produces results in relation to the rights of vulnerable populations through its strategic objective of creating and extending social protection floors, and its interventions achieve tangible social protection results at the country level. Evidence also indicates that in cases where the ILO provides technical assistance and capacity development to countries, interventions are better placed to have a sustainable impact on fundamental rights and a lasting impact on vulnerable populations. One such example is the Better Work Flagship Programme, which leads to improvements in working conditions at the factory level (see Box 2).

**The organisation is responding to increased demand for its expertise to address the needs of the most vulnerable.** Annual reporting and project evaluation reports find increased demand for the ILO's support in humanitarian operating contexts. Of the 41 documents reviewed, 32 specifically addressed the ILO's contribution to supporting vulnerable populations (mainly forced and child labour, Indigenous peoples, the working poor, and migrant workers and refugees). The ILO utilises tripartism and social dialogue to help produce benefits for vulnerable populations. For example, in the Fair Migration in the Middle East (FAIRWAY) project, the ILO addressed the underlying causes of decent work deficits it identified in the region and conducted more than 35 policy dialogues, according to a meta-analysis. ILO interventions that target vulnerable populations were also relevant to the COVID-19 context, particularly mobilisation around the Social Protection Floors Recommendation No. 202, 2012 (see Box 8) and the Safety + Health for All Programme.

**The ILO's annual performance information continuously reports poverty reduction results as a weakness.** According to a 2019-20 meta-analysis of evaluation reports, "Just under half of projects (44%) were found to have successfully addressed poverty issues, making this criterion the weakest". The organisation's annual performance reporting identifies that this is in part caused by interventions having a limited pro-poor focus. While independent evaluation reports indicate that the ILO's results produce benefits for vulnerable populations, such as the working poor and informal workers, these strengths are not reflected in poverty reduction results.

**The ILO increasingly produces results that target disability and non-discrimination, but these are not yet fully visible across evaluation reports.** The organisation has made progress in incorporating disability into policy and programming, but results are less evident at the country level. Reported results on the inclusion of disability in development co-operation projects are yet to be seen, as less than 30% of projects were rated "successful" or "highly successful" in terms of disability inclusion. Three evaluation reports in the sample indicate disability results for programme or country reporting, but coverage is limited across the reports reviewed.

**Since 2018, the ILO has made progress in producing results on gender equality**. Out of 41 evaluation documents, the assessment team identified 31 reports with sufficient recent data on gender results to allow for evaluation of the ILO's achievements on gender equality. Evaluation reports prior to 2018 indicate that gender mainstreaming was evident across the organisation, but highlight a need for more systematic gender integration. These findings led

### Box 8. Creating and extending social protection floors

The ILO Social Protection Floors Recommendation 2012 (No. 202) focuses on the need for countries to build social security systems and extend social security coverage. The principles of access to essential health care and basic income security, defined in this Recommendation, made it particularly relevant to the income insecurity and health coverage concerns highlighted by the COVID-19 crisis response. The Recommendation, which is reflected in ILO programming and interventions, has contributed to the ILO's global thought leadership in the COVID-19 context.

Similarly, many of the ILO's conventions, such as Social Security Convention No. 102, have led to labour law reforms to the benefit of vulnerable populations. Related interventions have helped to translate the ILO's social justice mandate into results, including the "leave no one behind" agenda.

In 2018-19, "Twenty-one member States developed new social protection strategies and policies, resulting in extensions of coverage and enhancement of benefits", according to the programme implementation report. Evaluation reports further note a number of examples of changes in national policies. In Timor-Leste, for example, the ILO provided advice contributing to the enactment of General Social Security Law in 2016, and supported the development of a national social protection strategy in 2018. The ILO continues to provide support on social security and social protection in the country. Other examples include the ILO's work on the development of policies surrounding "the social sphere and labour" with the government in Kyrgyzstan, and the adoption of a State Programme on Social Protection Development in Tajikistan.

*Source*: (ILO, 2020k, 2017b, 2017f, 2020p, 2020a). ILO (2020k), *Decent work results and effectiveness of ILO operations: An ex-post meta-analysis of development cooperation evaluations, 2019–2020*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_756537.pdf; ILO (2017b), *High-level evaluations of strategies and Decent Work Country Programmes*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_583531.pdf; ILO (2017f), *Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors 2012--2017*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_584279.pdf; ILO (2020p), *ILO programme implementation 2018-19*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_736811.pdf; ILO (2020a), *Report of the Director-General Sixth Supplementary Report: The response of the International Labour Office to the COVID-19 pandemic*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_757898.pdf.

to the development of the "ILO Action Plan for Gender Equality 2018-21", which incorporates previous lessons from evaluations on the mainstreaming of gender equality. The ILO's results reporting, including the Mid-Term Review of the Action Plan, shows that the organisation has met more than half of its milestone targets, and "63% of projects addressed gender issues successfully" according to an *ex post* meta-analysis of development co-operation evaluations.

**The ILO's results show limited progress regarding the integration of environmental sustainability into policy areas of its work.** Out of 41 evaluation documents, the assessment team identified 16 reports with sufficient data on environmental results to evaluate the ILO's achievements on environmental sustainability and climate change. Reports prior to 2018 suggest "little to no" attention to environmental sustainability. The ILO started to gather data on results in this area following its addition to the list of cross-cutting policy drivers in the ILO Strategic Plan 2018-2021. However, according to the ILO Programme Implementation 2018-2019 report, "61% of Decent Work results make no contribution to environmental sustainability", 32% made a limited contribution and 7% made a significant contribution. Furthermore, the report "High-level evaluations of strategies and Decent Work Country Programmes 2019" states that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while the report "High-level evaluations of strategies and Decent Work Country Programmes 2020" states that "[t]he Green Jobs Programme requires … work to mainstream environmental sustainability across policy outcomes, programmes and

projects". The report also finds that "[t]he integration of environmental sustainability is basically absent in all countries" in relation to the "Independent high-level evaluation of the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru and the Bolivarian Republic of Venezuela, 2016-19". Overall, the evaluation reports show that after 2018, results indicative of a transition towards environmental sustainability are found mainly in the Green Jobs and the Green Enterprise Development programmes.

**The ILO is making progress in achieving targets on tripartism and social dialogue.** Among the evaluation reports reviewed, 21 included findings related to ILO results on tripartism and social dialogue. The evaluation reports contain numerous examples of the role of tripartism in development co-operation and delivery on normative results. The Annual Evaluation Report (2019-20) describes the extent to which development co-operation projects incorporated or strengthened social dialogue and tripartism based on meta-analyses. The report also highlights missed opportunities to incorporate or strengthen social dialogue and tripartism in projects. A meta-analysis of Decent Work Country Programmes (2017-18) also points to missed opportunities. The Annual Evaluation Reports for the previous biennia found the integration of tripartism to be a weakness, although the evolution of results suggests some improvement over time. The reports also indicate that missed opportunities in social dialogue take place in countries with a limited ILO presence, and are therefore linked to resource issues.

### KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate

**Score: 3.00**

**The ILO performs well in achieving results relevant to the needs of its member states.** The organisation's relevance to country needs is a strength of the organisation across all the 39 evaluation reports reviewed.[14] According to the Annual Evaluation Report 2019-20, the high scores the ILO achieves in its relevance to country needs relate to "support received from constituents in project formulation and implementation". This support has helped the ILO identify and address the decent work needs of countries. The evaluation reports also show that the ILO's demand-driven approach to country needs enables it to be responsive and relevant. The organisation maintains relevance to country needs through strong alignment with the UN Development Assistance Framework (UNDAF) (now the United Nations Sustainable Development Cooperation Framework, UNSDCF) in project countries.

**Better communication with end beneficiaries to identify their needs is a work in progress.** The evaluation reports show that the ILO is increasing communication with end beneficiaries and relies on its tripartite partners to assist in this process. The reports also suggest that continued consultation with constituents and end beneficiaries during implementation could be strengthened. The organisation works through civil society partners to consult with end beneficiaries in member states where it does not have a presence. However, while examples across a range of evaluation reports show the ILO's efforts in designing interventions in consultation with end beneficiaries, this is not a common practice and is not seen across all reports.

14 These included 12 independent evaluations, high-level evaluations of strategies and Decent Work Country Programmes for 2017, 2018, 2019 and 2020, as well as annual evaluation reports for the assessment period.

### KPI 11: Results are delivered efficiently

**Score: 2.50**

**The ILO uses resources cost-efficiently and effectively, although there are resource constraints at the project level.** A total of 36 evaluation documents were reviewed to assess the cost-efficiency of delivery.[15] Although nearly all independent evaluations show resource constraints, they highlight the good and strategic use of limited resources. The Annual Evaluation Report 2019-2020 states that "whereas over one third of projects faced resource constraints, resources were used strategically and effectively." Likewise, four different financial reports also confirmed that programmes are cost-effective. According to the "2019-Financial Report and Audited Consolidated Financial Statements Funding", increases in 2018-19 led to higher delivery rates as a result of improvements in planning and delivery.

**The ILO leverages synergies to tackle resource constraints and maximise the achievement of common goals.** Independent evaluation reports show that the ILO makes efforts to achieve gains in efficiency by partnering with other UN agencies and collaborating with the private sector. The organisation made the Better Work Programme self-sustainable by charging fees to participating companies. According to the ILO Development Cooperation Strategy 2020-25, the ILO aims to continue efforts to find and capitalise on synergies. The strategy also states that the organisation aims to "develop larger, integrated programmes" that can pool funding to improve economies of scale and enhance its impact.

**The evaluation reports point to delays at the start of projects and during implementation.** Delays at the start of projects are an issue for the ILO, although the organisation is making efforts to overcome this problem. According to the evaluation reports, in many cases delays are due to efforts to adapt projects to the local context and to build consensus. Some reports show that these activities make intensive use of staff resources and time, although they help produce results that are more sustainable over the long term. Delays at project outset are also linked to lengthy recruitment processes (see KPI 3).

Across 31 evaluation reports reviewed, there were numerous cases of slow or delayed implementation. The Annual Evaluation Report 2019-20 gave the implementation and efficiency of operations an "average performance" rating. Nonetheless, annual reporting has shown steady improvement since 2013. The reports suggest, however, that the ILO is sometimes "over ambitious" in terms of expected project achievements. A number of evaluation reports also indicate that in countries with a limited ILO presence, constraints on access to resources lead to delays.

**The ILO's response to the COVID-19 crisis was quick and efficient, according to the organisation's reporting.** The impact of and response to the pandemic and its effect on labour markets was assessed through a review of two progress reports focused on COVID-19, the Annual Evaluation Report 2019-20 and independent evaluation reports from 2020 that were included in the overall sample. The evidence shows that the organisation was able to mobilise its resources swiftly in response to the COVID-19 pandemic. Its role as a global convenor adapted well to virtual modalities (see Box 9), as did its activities in capacity development and training, according to the evaluation reports. Programmes in which the ILO had already established virtual knowledge-building platforms (e.g. South-South and triangular co-operation, and the use of "The South-South Meeting Point") continued to serve beneficiaries. Staff indicated that certain projects experienced delays resulting from the pandemic, but noted that progress to overcome this issue was made in the second half of 2020.

15 These included 12 independent evaluations and a mix of clustered evaluations, synthesis evaluations and meta-analysis. The findings were validated against the Annual Evaluation Reports and the ILO Programme Implementation reports for the 2017-20 assessment period, which were also reviewed among the total number of documents.

### Box 9. Virtual Global Summit – COVID-19 and the World of Work: Building a better future of work

Recent evaluations attest to the ILO's global thought leadership, notably in the form of meetings convened around COVID-19. The ILO's Virtual Global Summit on 1-2 and 7-9 July 2020 is a key example. Separate regional events in each of the five regions allowed tripartite constituents to share experiences and discuss solutions to apply the Centenary Declaration for the Future of Work to the COVID-19 recovery. Subsequent global-level discussions, based on findings from the regional events, transmitted reflections on the implementation of the Centenary Declaration, in the context of the pandemic, to the level of heads of state and government, the UN, WHO, International Monetary Fund (IMF), World Trade Organization (WTO) and the Organisation for Economic Co-operation and Development (OECD), and to leaders of global employers and trade unions, as well as to the ministers and leaders of workers' and employers' and representatives of ILO's constituents. Documents and interviews used for the MOPAN assessment show clearly that the summit was instrumental for the ILO in aligning its COVID-19 response to regional and global needs and priorities.

Several partners who contributed to the MOPAN survey were appreciative of the ILO's leadership and convenor role. They noted that they were "satisfied with the ILO's efforts to respond to the COVID-19 crisis considering its rapid and flexible response; changing project plans, holding the ILO global summit, distributing periodical ILO Monitors and a series of sectoral briefs and summarising country policy responses". An employer representative stated that "the successful Global Summit on COVID-19 and the World of Work – Building a better future of work [was a] major event where the ILO demonstrated its capability [and] was capable of showing [that] it has a key role to play in responding to the crisis in a sustainable manner."

*Source*: 2020 MOPAN assessment interviews; 2020 MOPAN External Partner Survey: ILO, December 2020-January 2021; ILO (2020a), *Report of the Director-General Sixth Supplementary Report: The response of the International Labour Office to the COVID-19 pandemic*, https://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_757898.pdf; ILO (2020j), *Annual Evaluation Report 2019-20*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_758522.pdf.

## KPI 12: Results are sustainable

**Score: 3.00**

**Capacity building is a core strength of the ILO that contributes to the sustainability of results.** A sample of 33 evaluation documents were reviewed to assess the ILO's capacity-building activities and the sustainability of results.[16] Capacity building of constituents is a core component in the ILO's objectives and interventions, and is reflected in the organisation's outcomes, according to the documentation reviewed. ILO interventions also include capacity development at the country level to design and implement labour law reforms, with examples seen across evaluation reports. The ILO has improved its contribution to capacity development, based on the recommendations of a high-level evaluation in 2018. The evaluation also identified a need for greater systematisation in the ILO's approach to capacity development. In 2019, in response to the evaluation recommendations, the organisation adopted the "ILO-wide Strategy for Institutional Capacity Development in relation to the Social Justice Declaration".

**Examples demonstrate the ILO's ability to build institutional and community capacity; however, such efforts are not consistent across evaluations.** The evaluation reports provide examples of activities to build institutional and community capacities that lead to sustainability in programme countries. These examples in the evaluation

16 These included 12 independent evaluations and high-level evaluations of strategies and Decent Work Country Programmes for 2017, 2018, 2019 and 2020. The review included meta-analysis, synthesis and clustered evaluations. Findings were supported by annual reporting included in the sample from the Annual Evaluation Reports and the ILO Programme Implementation reports for the 2017-20 assessment period, which were discussed annually at the Governing Body.

reports reviewed show how the ILO works with tripartite partners to build capacity at the institutional and community level. The reports also suggest that the ILO is successful in building community capacity when it works with civil society partners. For example, collaboration with the global NGO Women in Informal Employment: Globalising and Organising (WIEGO) enabled the ILO to reach vulnerable and Indigenous women for capacity building, according to an independent evaluation. However, institutional and community capacity building activities are not present in all programme and project evaluations reviewed.

**The ILO's results support the achievement of the SDGs.** All the evaluation reports reviewed demonstrate that the ILO's results represent progress towards achieving the SDGs. Each policy outcome is linked to at least one SDG target in the Programme and Budget for the biennia 2018-19 and 2020-21. The reports reviewed from 2018 onwards highlighted the ILO's strong performance in delivering results that support developmental goals defined in the SDGs, and independent evaluations noted the contributions to SDG 8 ("promote inclusive and sustainable economic growth, employment, social justice and decent work for all"), in particular. In addition, the Annual Evaluation Report 2019-20 reported that 88% of projects achieved "highly successful" and "successful" scores for "linkage and contribution to SDG targets".

**The ILO supports the creation of an enabling environment for development.** This environment is realised mainly through the achievement of normative results, as well as the ILO's knowledge management and South-South co-operation activities. Evaluation reports from 2019 onwards show that the organisation's knowledge products are also becoming instrumental in helping to build sustainability. The Annual Evaluation Report 2019-20 summarises the strengths of ILO interventions as "capacity-building at individual and institutional levels", "knowledge development" and "strategic relationships leveraged and maintained", which are elements that contribute to sustainability.

**ILO performance is not strong in results reported under "impact and sustainability".** Annual reporting for all evaluation reports reviewed contains an overview under the heading "effectiveness, sustainability and impact". The criteria the ILO uses in annual reporting include the sustainability and impact of policy influence, achievements on normative goals, and the ILO's contributions in knowledge development, alongside capacity building and strategic relationships. These measures signal that the ILO's ability to create sustainable and lasting change at the national level depends on its ability to build consensus in the country. The report "High-level evaluations of strategies and Decent Work Country Programmes 2019" states that the sustainability of an intervention's results depends on "national ownership, the constituents' institutional capacities [and] effective governance". The Annual Evaluation Report 2019-20, for example, showed that projects in 2019 achieved "average performance" in relation to activities that influence policy. ILO performance is improving against its targets on policy influence, normative goals and contributions to knowledge development, with the annual report noting "a slight improvement in the overall effectiveness of interventions … for 2020, particularly in the sustainability of interventions".

# ABOUT THIS ASSESSMENT

# About this assessment

## 4.1. THE MOPAN APPROACH

The approach to MOPAN assessments has evolved over time to adjust to the needs of the multilateral system. The MOPAN 3.1 Approach, applied in this assessment, is the latest iteration.

MOPAN conducted Annual Surveys from 2003 to 2008 and used a methodology titled the MOPAN Common Approach during 2009-14. The MOPAN 3.0 Approach was first adopted for the 2015-16 cycle of assessments.

In 2019, MOPAN 3.0 was relabelled as MOPAN 3.0* to acknowledge a change in how ratings (and their corresponding colours) were aligned with the scores defined for indicators. Compared to previous cycles conducted under MOPAN 3.0, the threshold for ratings was raised to reflect increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring remained unaffected.

Starting in 2020, all assessments have used the MOPAN 3.1 Methodology,[17] which was endorsed by MOPAN members in early 2020. The framework draws on international standards and reference points, as described in the MOPAN Methodology Manual. The approach differs from the previous 3.0 approach in the following ways:

- Integration of the 2030 Sustainable Development Agenda into the framework.
- Two new micro-indicators (MIs) for the prevention of and response to SEA/SH.
- The incorporation of elements measuring key dimensions of reform of the UN Development System (UNDS Reform).
- A reshaped relationship management performance area, with updated and clearer key performance indicators (KPIs) 5 and 6, which better reflect coherence and which focus on how partnerships operate on the ground in support of partner countries (KPI 5), and how global partnerships are managed to leverage the organisation's resources (KPI 6).
- A refocused and streamlined results component.
- A change to how ratings (and their corresponding colours) are applied, based on scores defined for indicators. Compared to the previous cycles conducted under MOPAN 3.0, the threshold for a rating has been raised to reflect the increasing demands for organisational performance in the multilateral system. The underlying scores and approach to scoring are unaffected. This approach was already implemented in MOPAN 3.0* (2019 cycle).

Table 4 lists the performance areas and indicators used in MOPAN 3.1.

17 MOPAN (2020), *MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle*, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf

### Table 4: Performance areas and key performance indicators

| Aspect | Performance area | Key performance indicator (KPI) |
|---|---|---|
| Organisational effectiveness | 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, in line with the 2030 Sustainable Development Agenda principles |
| | Operational management | **KPI 3**: The operating model and human and financial resources support relevance and agility |
| | | **KPI 4**: Organisational systems are cost- and value-conscious and enable financial transparency and accountability |
| | Relationship management | **KPI 5**: Operational planning and intervention design tools support relevance and agility within partnerships |
| | | **KPI 6**: Working in coherent partnerships directed at leveraging and catalysing the use of resources |
| | Performance management | **KPI 7**: The focus on results is strong, transparent and explicitly geared towards function |
| | | **KPI 8**: The organisation applies evidence-based planning and programming |
| Development/ humanitarian effectiveness | Results | **KPI 9**: Development and humanitarian objectives are achieved, and results contribute to normative and cross-cutting goals |
| | | **KPI 10**: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, and the organisation works towards results in areas within its mandate |
| | | **KPI 11**: Results are delivered efficiently |
| | | **KPI 12**: Results are sustainable |

*Source:* MOPAN (2020), *MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle*, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf

## 4.2 APPLYING MOPAN 3.1 TO THE ILO

This MOPAN assessment has been completed in line with the MOPAN 3.1 Methodology,[18] which was endorsed by MOPAN members in early 2020. The framework draws on the international standards and reference points, as described in Annex C of the Methodology Manual.

### Interpretations and adaptations to the methodology

This assessment has used the MOPAN 3.1 methodology, but the KPIs have been interpreted so as to be meaningful given the ILO's specific mandate. The adaptations included the following:

- Under KPI 2 and KPI 9, the assessment analysed the cross-cutting issue of human rights from the perspective of the international labour standards and labour rights due to the normative role of the ILO.

18 MOPAN (2020), *MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle*, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf

- The other cross-cutting policy drivers of the ILO as defined in its Strategic Plan for 2018-21 (ILO, 2016b), tripartism and social dialogue, were also included in this assessment as cross-cutting issues under KPI 2 and 9.

- KPI 3 included an additional element on innovation due to its increasing importance for the organisation.

### Lines of evidence

This assessment relies on three lines of evidence: a document review, a partner survey, and staff interviews and consultations. The assessment team collected and reviewed a significant body of evidence:

- **A document review:** This comprised publicly available documents published between 9 June 2020 and 31 January 2021, as well as guidelines and policies that are "current and in force". They were limited to those in final form (not draft versions), recognised by management and available in English. Some 194 documents were reviewed, including 45 evaluations, evaluation syntheses and reports providing results data and information.

  The assessment team also used the ILO's i-eval Discovery platform (ILO, n.d.-n), documents from the Internal Governance Document System, extracts from the organisation's intranet, and data from its public dashboards for the assessment.

- **An online survey:** Partners surveyed fall into the categories outlined in Table 5.

  A total of 350 partners responded to the survey, representing a response rate of 47%. The survey was conducted from 4 December 2020 to 18 January 2021 (for more details, see Annex C).

### Table 5: Partner survey participation

| Types of partner | Total respondents |
|---|---|
| **Donor** | **64** |
| Geneva (where the ILO's HQ is located) | 3 |
| Country where ILO implements co-operation projects and programmes, including normative work | 45 |
| Other (e.g. a donor/constituent country) | 16 |
| **ILO constituent** | **64** |
| Employers' representative | 11 |
| Government representative | 36 |
| Workers' representative | 17 |
| **Partner** | **222** |
| Implementing partner | 70 |
| Peer organisation/coordinating partner | 69 |
| Recipient of financing or technical assistance | 57 |
| User of ILO's knowledge products | 26 |
| **Total respondents** | **350** |

The assessment team, together with the ILO, identified the sample countries where the survey was implemented. These countries included: Bangladesh, Colombia, Costa Rica, Egypt, Ethiopia, Haiti, Iraq, Jordan, Moldova, Myanmar, Qatar, South Africa, Tunisia, Turkey, Ukraine and Viet Nam.

- **Interviews and consultations:** These were undertaken virtually in two stages:
  - Inception interviews were conducted between 29 July and 11 August 2020 with 29 staff members in headquarters and representative regions.
  - In-depth interviews were conducted between 17 November and 9 December 2020 with the Director-General, all three Deputy Directors-General, and 78 staff members from headquarters and country and regional offices.

  Discussions were held with the institutional leads of the ILO assessment as part of the analytical process. These served to gather insights on current priorities for the organisation from the perspective of MOPAN member countries.

General information about the sequence and details related to these evidence lines, the overall analysis, and scoring and rating process as applied to the ILO can be found in the MOPAN 3.1 methodology.

## 4.3 LIMITATIONS

Although the assessment process included interviews with staff of the ILO and the organisation's Bureaux for Employers' Activities and for Workers' Activities, it did not include interviews with the ILO's tripartite constituents. However, their responses to the open-ended questions of the survey regarding the ILO's strengths, areas for improvement, and COVID-19 response provided useful insights and meaningful data. Moreover, the response rate of the survey (47%) was a notable strength of the assessment, with respondents also providing detailed comments to open-ended questions.

The assessment included documentary evidence from ITCILO, the training arm of the ILO. The assessment team also conducted interviews with management and key staff of ITCILO. However, ITCILO has its own governance structure and business processes that were not reviewed as part of this assessment.

It was not possible to obtain documentary evidence for all aspects concerning SEA, SH, fraud and corruption due to confidentiality concerns. The assessment team was able to use publicly available evidence for relevant indicators (MI 4.6, MI 4.7 and MI 4.8). The team marked the confidence levels as "Medium Confidence" for these indicators in Annex A.

Despite these limitations, the body of available evidence allowed for a comprehensive assessment of the ILO at the current point in time.

Finally, according to the MOPAN methodology, "interviews at headquarters are typically conducted in person during a week-long visit". Due to the COVID-19 pandemic, all interviews were carried out remotely through virtual platforms. Despite minor and temporary technical issues during these virtual meetings, the assessment team considers that the virtual nature of the interviews did not affect the quality of the evidence collection. However, the fact that it was not possible to visit headquarters during the inception phase increased the time and effort needed to access certain sources of information, such as those available only through the ILO's intranet.

# ANNEXES

# Annex A. Performance ratings and analysis table

## METHODOLOGY FOR SCORING AND RATING

The approach to scoring and rating under MOPAN 3.1 is described in the 2020 Methodology Manual,[19] which can be found on MOPAN's website.

Each of the 12 KPIs contains a number of micro-indicators (MIs), which vary in number. The KPI rating is calculated by taking the average of the ratings of its constituent MIs.

### Scoring of KPIs 1-8

The scoring of KPIs 1-8 is based upon the aggregated scoring of MIs, which each contain a varying number of elements that represent international good practice. Taking the average of the constituent scores per element, a score is then calculated per MI. The same logic is pursued at aggregation to the KPI level to ensure a consistent approach. Taking the average of the constituent scores per MI, an aggregated score is then calculated per KPI.

### Scoring of KPIs 9-12

The scoring of KPIs 9-12 is based upon a meta-analysis of evaluations and performance information, rated at the MI level and aggregated to the KPI level. For KPI 9, results against the mandate and contribution to cross-cutting results are given equal weight. KPIs 9-12 assess results achieved as assessed in evaluations and annual performance reporting from the organisations.

### Rating scales

Whenever scores are aggregated, rating scales are used to translate scores into ratings that summarise the assessment across KPIs and MIs. The rating scale used under MOPAN 3.1 is shown below.

- **Highly satisfactory** (3.51-4.00)
- **Satisfactory** (2.51-3.50)
- **Unsatisfactory** (1.51-2.50)
- **Highly Unsatisfactory** (0.00-1.50)
- **No evidence / Not applicable**

- **High evidence confidence**
- **Medium evidence confidence**
- **Low evidence confidence**

A score of "N/E" means "no evidence" and indicates that the assessment team could not find any evidence but was not confident of whether or not there was evidence to be found. The team assumes that "no evidence" does not necessarily mean that the element is not present (which would result in a zero score).

Elements rated N/E are excluded from any calculation of the average. A significant number of N/E scores in a report indicates an assessment limitation (see the Limitations section at the beginning of the report). A note indicating "N/A" means that an element is considered to be "not applicable". This usually owes to the organisation's specific nature.

### Interpretations

Annexes contain text that has been adapted. Interpretations of elements in KPIs and MIs are indicated in underlined, italicised font.

19 MOPAN 3.1 Methodology Manual, 2020 Assessment Cycle, http://www.mopanonline.org/ourwork/themopanapproach/MOPAN_3.1_Methodology.pdf

## THE ILO'S SCORING OVERVIEW

### Strategic management

**KPI 1: Organisational architecture and financial framework**

- 1.1 Long-term vision
- 1.2 Organisational architecture
- 1.3 Supports normative frameworks
- 1.4 Financial framework

**KPI 2: Cross-cutting issues**

- 2.1 Gender equality
- 2.2 Environment
- 2.3 Human rights
- 2.4 Other cross-cutting issues

### Operational management

**KPI 3: Resources support, relevance and agility**

- 3.1 Resources aligned to functions
- 3.2 Resource mobilisation
- 3.3 Decentralised decision-making
- 3.4 Performance-based human resources

**KPI 4: Cost and value consciousness, financial transparency**

- 4.1 Transparent decision-making
- 4.2 Disbursement as planned
- 4.3 Results-based budgeting
- 4.4 Audit
- 4.5 Control mechanisms
- 4.6 Anti-fraud procedures
- 4.7 SEA prevention / response
- 4.8 SH prevention / response

### Relationship management

**KPI 5: Planning / intervention design support, relevance and agility**

- 5.1 Alignment to country
- 5.2 Context analysis
- 5.3 Capacity analysis
- 5.4 Risk management
- 5.5 Cross-cutting issues in intervention design
- 5.6 Sustainability
- 5.7 Implementation speed

**KPI 6: Work in coherent partnerships**

- 6.1 Agility
- 6.2 Comparative advantage
- 6.3 Use country systems
- 6.4 Synergies
- 6.5 Co-ordination
- 6.6 Information sharing
- 6.7 Accountability to beneficiaries
- 6.8 Joint assessments
- 6.9 Knowledge

### Performance management

**KPI 7: Transparent results focus, explicitly geared to function**

- 7.1 RBM applied
- 7.2 RBM in strategies
- 7.3 Evidence-based targets
- 7.4 Effective monitoring systems
- 7.5 Performance data applied

**KPI 8: Evidence-based planning and programming applied**

- 8.1 Independent evaluation function
- 8.2 Evaluation coverage
- 8.3 Evaluation quality
- 8.4 Evidence-based design
- 8.5 Poor performance tracked
- 8.6 Follow-up systems
- 8.7 Uptake of lessons

### Results

**KPI 9: Achievement of results**

- 9.1 Achieves objectives
- 9.2 Gender equality / empowerment
- 9.3 Environmental sustainability
- 9.4 Human rights
- 9.4 Human rights

**KPI 10: Relevance to partners**

- 10.1 Interventions relevant to needs

**KPI 11: Results delivered efficiently**

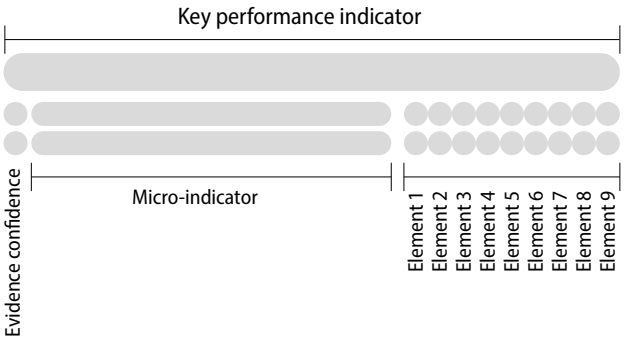
- 11.1 Results are cost-efficient
- 11.2 Results achieved on time

**KPI 12: Results are sustainable**

- 12.1 Benefits likely to continue

High confidence
Medium confidence
Little to no confidence

Highly satisfactory
Satisfactory
Unsatisfactory
Highly unsatisfactory
No evidence/Not applicable



## PERFORMANCE ANALYSIS TABLE

### STRATEGIC MANAGEMENT

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

| KPI 1: Organisational architecture and financial framework enable mandate implementation and achievement of expected results | KPI score |
|---|---|
| **Satisfactory** | **3.46** |

The Centenary Declaration for the Future of Work provides a long-term vision for the ILO. It is built on a clear comparative advantage of the organisation. The strategic instruments align with the long-term vision. In addition to the Centenary Declaration for the Future of Work, these instruments include the Strategic Plan, the Development Cooperation Strategy, and the Programme and Budget. The Outcome-based Workplans complement the strategic framework by providing the priorities and strategies for the policy outcomes.

The ILO's internal reform, which was initiated in 2012, has led to improvements in the operating model, but there are still weaknesses related to internal co-ordination within the organisation and its interventions, according to the ILO's evaluations and interviews.

The survey and interview findings indicated that the organisation's response to COVID-19 illustrated its ability to rapidly adapt its operating model to the crisis.

Financial and budgetary planning is based on a single integrated budget framework providing transparency and flexibility. This framework defines the amount of funding dedicated to each of the ILO's policy outcomes.

The ILO is successful in meeting its target for voluntary funding, reaching 49% of its total income in the 2018-19 biennium. However, due to the Governing Body's zero-real-growth budget policy, any changes in funding priorities are accommodated within the existing budget range, which can result in not meeting all the funding needs of the ILO's field offices and interventions, as evidenced by the interviews.

The extra-budgetary expenses and Regular Budget Supplementary Account (RBSA) allows for some flexibility to allocate funds to priorities that are underfunded or emerging, according to interviews. However, during the 2018-19 biennium, the RBSA accounted for only 2% of the total budget.

| MI 1.1 Strategic plan and intended results based on a clear long-term vision and analysis of comparative advantage in the context of the 2030 Sustainable Development Agenda | Score |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **4.00** |
| Element 1: A publicly available strategic plan (or equivalent) contains a long-term vision | 4 |
| Element 2: The vision is based on a clear analysis and articulation of comparative advantage | 4 |
| Element 3: The strategic plan operationalises the vision and defines intended results | 4 |
| Element 4: The strategic plan is reviewed regularly to ensure continued relevance and attention to risks | 4 |
| **MI 1.1 Analysis** | **Source documents** |
| 1.1-E1 The ILO has a publicly available Strategic Plan for 2022-25, building on the previous Strategic Plan for 2018-21. The Centenary Declaration for the Future of Work, adopted in 2019, provides a long-term vision for the ILO and serves as a roadmap for a human-centred approach to the future of work. According to the interviews and survey findings, the COVID-19 crisis has confirmed the relevance and importance of the Centenary Declaration and the long-term vision of the ILO. | 1-8 |

| | |
|---|---|
| The ILO's strategic framework comprises strategic instruments following a hierarchy: the long-term, strategic vision of the ILO is shaped by its constitutional mandate and relevant declarations, including the Centenary Declaration for the Future of Work. Based on this strategic direction, the Strategic Plan establishes a medium-term vision. The Strategic Plan is operationalised through the biennial Programme and Budget and supported by relevant management strategies, including the Development Cooperation Strategy. These instruments are coherent thanks to the efforts undertaken in 2020 to align them with the Centenary Declaration. However, interviewees expressed the need for further alignment of the Development Cooperation Strategy with the other strategic instruments. The adoption of the "Development Cooperation Strategy 2020-25: Implementation Plan" by the Governing Body in March 2021 was progress in this direction.<br><br>1.1-E2 The long-term vision of the ILO is based on a clear comparative advantage that is reiterated across its strategic framework and instruments: a human-centred approach based on tripartism and social dialogue supported by the international labour standards. This comparative advantage has been reinforced with the inclusion of tripartism, social dialogue and international labour standards as cross-cutting policy drivers in the Strategic Plan for 2018-21.<br><br>The ILO staff interviewed, and the majority of the partners surveyed, also considered the comparative advantages of the organisation to be its convening ability, expertise in the world of work, and its "convening power" and ability to mediate between tripartite constituents to reach consensus, notably on international labour standards. Most surveyed partners (92%) agreed that the ILO's strategies (and policies) demonstrate a good understanding of comparative advantage.<br><br>1.1-E3 The strategy and vision of the ILO are operationalised through the biennial Outcome-based Workplans and the Programme and Budget. The Outcome-based Workplans set out the strategies and priorities for each outcome of the results framework of the corresponding Programme and Budget. The Programme and Budget describes intended results through eight outcomes and three enabling outcomes. These outcomes have remained consistent in both the 2020-21 and 2022-23 (Preview) Programme and Budget documents, with a clear delineation from strategy to outcomes to activities to budget. The Development Cooperation Strategy is an additional component that has now become better aligned with the adoption of its Implementation Plan. The partner survey responses also showed a positive view of the ILO's strategies and clarity of vision.<br><br>1.1-E4 The strategic direction of the ILO is set every four years in the Strategic Plan and adapted biennially through the Programme and Budget. According to interviews, this is done in consultation with stakeholders, notably the tripartite constituents. The Strategic Plans and the Programme and Budget documents showed an adaptation of the longer-term view to reflect continual relevance and risks. The ILO adapted the new Strategic Plan (2022-25) and (Preview) Programme and Budget (202223) to the challenges caused by COVID-19, and aligned them with the need for a human-centred socio-economic recovery from the pandemic, as confirmed by interviews. | 1-8 |
| **MI 1.1 Evidence confidence** | **High confidence** |

| **MI 1.2: Organisational architecture congruent with a clear long-term vision and associated operating model** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.00** |
| Element 1: The organisational architecture is congruent with the strategic plan | 3 |
| Element 2: The operating model supports implementation of the strategic plan | 3 |
| Element 3: The operating model is reviewed regularly to ensure continued relevance | 4 |

| | |
|---|---|
| Element 4: The operating model allows for strong co-operation across the organisation | 2 |
| Element 5: The operating model clearly delineates responsibilities for results | 3 |
| **MI 1.2 Analysis** | **Source documents** |
| 1.2-E1 The organisational architecture of the ILO is largely congruent with the Strategic Plan and the long-term vision. The current organisational architecture has been adapted through a major internal reform initiated in 2012. Interviews and the partner survey identified shortcomings in the field structure, with the perceived dominance of the regional offices over the country-level presence. Nevertheless, the ILO staff also found the organisation flexible and agile enough as demonstrated in adopting new working modalities due to COVID-19 (for example, by assigning country-level responsibilities to technical specialists in the headquarters (HQ) and by virtually being present in non-resident countries). The United Nations (UN) reform has impacts on the ILO's structure as it moves towards common UN operational guidance in management, accountability, co-operation and business operations.<br><br>1.2-E2 The organisational architecture is supported by an operating model which facilitates the implementation of the Strategic Plan at the global, regional and country levels. This model supports the normative and development orientated roles of the ILO. The operating model functions both horizontally (across work areas), with structures such as global Outcome Coordination Teams that review progress and support planning, and vertically (from the HQ to regional offices to country offices and vice-versa). Additionally, the ILO incorporates in this model strategic partnerships with other UN agencies, networks, civil society and the private sector. Documents and interviews highlighted some areas for improvement in the operating model, such as having a common approach across entities, countries and regions concerning public-private partnerships or dealing with the informal economy. Survey answers and interviews also pointed to the agile response to COVID-19, illustrating the possibilities to improve and adapt the operating model.<br><br>1.2-E3 The ILO reviewed its operating model as part of the internal reform process and has constantly re-adjusted. According to ILO staff, the tripartite governance structure helps ensure that the operating model remains relevant. The ILO's response to COVID-19 illustrated the ability of the organisation to adapt its model very rapidly to ensure relevancy, for example in the re-allocation of resources and adaptation to its ways of working, from project priorities and implementation to evaluation. The majority of survey respondents commented positively on the ILO's COVID-19 response in an open question, stating, for example, that the response was "quick", "timely", "strong", "well managed", "extremely adaptive", "effective" and "impressive".<br><br>As of November 2020 (approximately eight months after the World Health Organization declared the COVID-19 outbreak a global pandemic), the ILO identified that some USD 14.3 million had been repurposed from current allocations to cover expenses related to the COVID-19 response (which represents approximately 1.8% of total regular contributions from member states estimated for the 2020-21 biennium). The ILO's donors have also shown flexibility in accepting and supporting these adaptations, according to interviews. ILO staff believe that the operating model will need further adaptation to support the socio-economic recovery from COVID-19, as these rapid adaptations have placed pressure on the technical staff, notably at the country level, and highlighted the need to reinforce expertise at the field level. The ILO has placed priority on strengthening the communication function, adopting a more strategic approach and improving its visibility. However, partners who responded to the survey expressed the need for reinforcing communication at the field level, while the interviews indicated that communication is weak in some field offices due to the lack of specialists. | 2, 6, 9-15, 197 |

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| 1.2-E4 A major objective of the internal reform has been to operationalise the "One ILO" approach and improve the operating model and co-operation across the organisation. There are gradual improvements, for example in internal synergies of development co-operation projects and increasingly cross-thematic co-operation and initiatives such as the Global Technical Teams. Nevertheless, there are co-ordination issues both within and between projects and programmes, as highlighted by the ILO's evaluations. According to the interviews, although the COVID-19 response and measures of the ILO stimulated collaboration across departments and brought the HQ and field offices closer, the ILO can further improve internal collaboration. The partner survey provided some evidence of these issues, particularly in an open question on "areas for improvement". A partner observed that "in some contexts, the 'One ILO' approach has worked well" and noted "examples of enhanced internal coordination between different interventions and strands of work", while at the same time highlighting the need for improvement in "[i]nternal coordination – between different departments as well as between HQ and field offices".<br><br>1.2-E5 The ILO delineates responsibilities for results within the operating model in the biennial Programme and Budget, where the ILO directors and managers are held accountable for results based on deliverables according to the policy outcomes. This is supported by the global Outcome Coordination Teams, as stated above. At the country level, directors are responsible for the outcome frameworks attached to the Decent Work Country Programmes (DWCPs). Another layer of responsibility exists at the project level where there are ILO Responsible Officials assigned to projects (in addition to the project managers). According to the interviews, the Responsible Officials could assume more responsibility for projects and communicate more actively with the project managers. | 2, 6, 9-15, 197 |
| **MI 1.2 Evidence confidence** | **High confidence** |

| **MI 1.3: Strategic plan supports the implementation of global commitments and associated results** | **Score** |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.67** |
| Element 1: The strategic plan is aligned to the 2030 Sustainable Development Agenda, wider normative frameworks and their results (including, for example, the Grand Bargain and the Quadrennial Comprehensive Policy Review) | 4 |
| Element 2: A system is being applied to track normative results for the 2030 Sustainable Development Agenda and other relevant global commitments (for example, the QCPR and the Grand Bargain, where applicable) | 3 |
| Element 3: Progress on implementation and aggregated results against global commitments are published at least annually | 4 |
| **MI 1.3 Analysis** | **Source documents** |
| 1.3-E1 The ILO's strategic framework through the Strategic Plan and the biennial Programme and Budget documents align explicitly to the 2030 Sustainable Development Agenda. Staff indicated that the Sustainable Development Goals (SDGs) (in particular, SDG 8) are "owned" by the ILO staff and serve as a "compass" for the organisation, along with the Centenary Declaration. The ILO mainstreams and applies SDGs in a cross-cutting manner across the organisation.<br><br>1.3-E2 A system exists to align the results of the biennial Programme and Budget to the 2030 Agenda. The individual 2030 Agenda commitments, such as gender equality, are tracked closely. The ILO also mainstreams the Principles of Global Partnership on Effective Development | 1, 3, 6, 8, 13, 16-17 |

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| Cooperation in appraisals of project design and applies them in South-South co-operation. There is no consolidated tracking of other global commitments (e.g. Nairobi Principles, Buenos Aires Plan of Action) aside from the SDGs, although the ILO is mainstreaming these commitments across its interventions.<br>1.3-E3 The ILO tracks and publishes annually the contribution of its policy outcomes to the SDG targets. This provides a high-level overview of the contribution of the organisation towards the SDGs. (MI 12.1 details the ILO's performance on its SDG targets.) | 1, 3, 6, 8, 13, 16-17 |
| **MI 1.3 Evidence confidence** | **High confidence** |

| **MI 1.4: Financial framework supports mandate implementation** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.17** |
| 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 |
| 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 |
| Element 6: [UN] Funding modalities with UN reform: 15% of total resources are from pooled funding | 2 |
| **MI 1.4 Analysis** | **Source documents** |
| 1.4-E1 The ILO's financial and budgetary planning emphasises funding priority outcomes as set out in the biennial Programme and Budget. The regular budget shares of outcome allocations have remained stable since the 2016-17 biennium, while the extra-budgetary portion is estimated to grow by approximately 2.7% from the 2018-19 biennium to 2020-21. The extra-budgetary expenses and RBSA allow for some flexibility to allocate funds to priorities that are underfunded or emerging. Interviews confirmed the flexibility with examples of funding reallocation to changing priorities due to COVID-19. The majority of partners surveyed believed that the ILO's financial framework supports the effective implementation of its mandate and strategy.<br>The Programme and Budget document and the interviews also highlighted that the Governing Body is working on the basis of a zero-real-growth budget; therefore, any changes in funding priorities have to be accommodated within the existing budget range through cost savings and other measures. The partner survey and interviews indicated that this could result in not meeting all the funding needs of the organisation. A government representative commented, "The ILO's resources are insufficient to address its mandate. Since its mandate is necessarily wide, it shouldn't be limited, but funding is not commensurate with the task. The ILO itself can't be blamed for this problem." Implementing partners also stated that "Further provision of human resources and financial resources [is needed]" and "the number of staff is not sufficient to fully discharge its role related to UN reform". The organisation estimates that it requires more funding to achieve its mandate and maintain vital operational capacities. In the budget discussions with the Governing Body in 2019, the Director-General requested an additional USD 31.7 million for the 2020-21 budget (a 4% increase) to meet additional needs. The member states did not accept this amount and reduced it to USD 12.3 million (a 1.5% increase). The ILO staff believe that, as also required by | 1, 18-19 |

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| the new Development Cooperation Strategy for 2020-25, there should be a strategic approach for financial resource allocation according to the priority countries.<br><br>1.4-E2 The financial and budgetary planning is facilitated by a single integrated budget framework, as set out in the biennial Programme and Budget. This provides transparency as it illustrates the amount of funding dedicated to each of the outcomes. Staff explained that the ILO has improved its financial transparency, aligning closer to the International Aid Transparency Initiative (IATI) requirements since 2016 and becoming a full member in 2021 (see MI 6.6 for further details). The ILO also developed internal dashboards for managers, linking management of human and financial resources to the Programme and Budget.<br><br>1.4-E3 The financial framework has an acceptable level of oversight at the ILO. The Governing Body reviews biennially the Programme and Budget proposals when they are being established. As explained in MI 6.6, the Director-General responds to queries from the Governing Body when presenting the biennial Programme and Budget, which are then summarised and made publicly available.<br><br>1.4-E4 The financial framework is flexible, which is a strength of the funding model. It includes the RBSA that provides un-earmarked core funding to the ILO, to which donors are encouraged to contribute. There are some clear incentives – notably, flexible and low-cost procedures according to interviews. However, budget documents showed that RBSA only accounted for 2% of the total funding during the 2018-19 biennium. Staff believe that its potential is not yet met in attracting even more flexible and unearmarked contributions, and that the organisation could simplify its procedures even further. During the 2018-19 biennium, the ILO received a total of USD 772 million as voluntary contributions, representing 49% of its income and exceeding its target of 45%. Staff noted that as the ILO is moving towards large integrated flagship programmes, multi-donor arrangements are becoming a prerequisite; however, not all donors agree to such arrangements as flagship programmes need common terms and conditions that some donors could not agree to due to their own specificities, such as reporting schedules and set levels of indirect costs. Staff also stated that the organisation actively communicates with donors and considered alternative mechanisms to attract funding from different sources to large-scale programmes.<br><br>1.4-E5 The earmarked funds that the ILO receives are largely targeted at priority outcomes as set out in the biennial Programme and Budget. Interviews revealed that although the ILO has the advantage that its priorities align well with those of its main donors, donor financing tends to concentrate on certain outcome areas and is not evenly distributed.<br><br>1.4-E6 ILO funding from the UN pooled funds remain relatively modest. In 2019, it accounted for around 3% of total funding (some one-third of total funding [9%] channelled by the UN to the ILO). According to the interviews, although pooled funding has been facilitated by increased collaboration between UN agencies, there is still limited donor commitment to it, and there is competition between UN agencies wanting to benefit from this funding. | 1, 18-19 |
| **MI 1.4 Evidence confidence** | **High confidence** |

| **KPI 2: Structures and mechanisms in place and applied to support the implementation of global frameworks for cross-cutting issues at all levels, in line with the 2030 Sustainable Development Agenda principles** ***The cross-cutting issue of human rights is analysed from the perspective of the international labour standards and labour rights.*** | **KPI score** |
|---|---|
| **Satisfactory** | **3.13** |

*The assessment team analysed the cross-cutting issue of human rights for the ILO from the perspective of international labour standards and labour rights due to its normative mandate. It also added a fourth cross-cutting issue of "tripartism and social dialogue" in line with the ILO's list of "cross-cutting policy drivers" defined in its Strategic Plan 2018-21.*

The ILO is committed to supporting cross-cutting issues including gender equality, environmental sustainability, human rights, tripartism and social dialogue. The strategic framework of the organisation aligns explicitly with the 2030 Agenda. The ILO's Strategic Plan for 2018-21 identified four cross-cutting drivers that are mainstreamed across the interventions: gender equality and non-discrimination, international labour standards, tripartism and social dialogue, and environmental sustainability; however, the concept of cross-cutting drivers has been dropped from the new Strategic Plan for 2022-25. Profiling these issues as cross-cutting drivers was important for their mainstreaming and monitoring across the organisation, and it is unclear how this will continue.

Gender equality has been given greater importance by the ILO in recent years, as evidenced by documents and interviews. In addition to a policy and action plan in place, one of the ILO's eight policy outcomes since 2020 is dedicated to gender equality and equal opportunities. However, further efforts are still required to achieve gender parity at the management levels of the ILO: only 38% of senior staff positions (P5 and above) were held by women at the end of 2019, short of the 40% target defined for 2018-19, according to the ILO's own monitoring. The ILO has increased its focus on environmental sustainability and "greening the ILO" in recent years, with a dedicated policy adopted in 2016 and action plan (2020-21) supported by a 2020 climate change policy paper and an environmental management system. However, interviewees and partners surveyed stressed that the ILO needs to further clarify the linkages and priorities between these instruments. The organisation less consistently mainstreams environmental sustainability and climate change within the DWCPs. Additionally, environmental sustainability and climate change do not have a dedicated outcome in the organisation's results framework like other cross-cutting issues, which implies less visibility, budget and importance for the issue.

Human rights are embedded within the ILO's policies and priorities, notably through international labour standards and labour rights. Some 94% of surveyed partners "agreed" or "strongly agreed" that the ILO promotes and protects human rights, the overall highest cumulative result of the survey. The issue of tripartism and social dialogue is central to the ILO's mandate,features prominently in the ILO's strategic framework and was reinforced by their inclusion as a policy outcome since 2020. However, there were missed opportunities for strengthening tripartism and social dialogue in development cooperation projects, according to the evaluations, as described in KPI 9.

| **MI 2.1 Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for gender equality and women's empowerment** | **Score** |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.67** |
| Element 1: Dedicated policy statement on gender equality available and showing evidence of application | 3 |
| Element 2: Gender equality indicators and targets fully integrated into the MO's strategic plan and corporate objectives | 4 |
| Element 3: Accountability systems (including corporate reporting and evaluation) reflect gender equality indicators and targets | 3 |
| Element 4: Gender equality screening checklists or similar tools inform the design for all new interventions | 4 |
| Element 5: Human and financial resources are available to address gender equality issues | 4 |

| Element 6: Staff capacity development on gender is being or has been conducted | 4 |
|---|---|
| **MI 2.1 Analysis** | **Source documents** |
| 2.1-E1 Gender equality is a priority for the ILO, which has a policy and action plan in place. Since 2020, the ILO has given even greater importance to this area with the inclusion of a gender policy outcome in the 2020-21 Programme and Budget, with some 7% of total expenditure allocated. The ILO has a dedicated unit for gender, a gender network across HQ and gender focal points at the regional level that support the implementation of the Gender Equality Action Plan (2018-21). A large majority of surveyed partners confirmed this commitment and agreed that the ILO has made progress in gender mainstreaming and promoting gender equality.<br><br>The ILO monitors gender equality within the organisation as a part of its action plan. According to this monitoring, the ILO needs to achieve gender parity at management levels as women are under-represented in senior positions (38% of senior staff positions [P5 and above] were held by women at the end of 2019, falling short of the 40% target defined for 2018-19). The interviewees explained that gender equality among staff and the empowerment of women to become leaders is promoted by senior managers, as well as by the Human Resources Development (HRD) department.<br><br>2.1-E2 Gender equality is a cross-cutting policy driver within the ILO's Strategic Plan for 2018-21 and, therefore, is monitored within this framework. Although the 2022-25 Strategic Plan has no specific cross-cutting policy drivers, gender equality still has prominence as a policy outcome of the Programme and Budget. The new Strategic Plan has also integrated gender equality into its strategic vision by specifying that, as of 2025, the ILO will have "reinforced its activities for the most disadvantaged or vulnerable in the world of work, particularly those hardest hit by the pandemic, with focus on a transformative agenda for gender equality and the informal economy". At the country level, gender equality is mainstreamed within the objectives of the DWCPs.<br><br>2.1-E3 Gender equality is consistently considered in accountability systems. Corporate reporting through the annual implementation plan covers progress on gender equality as a cross-cutting driver across the ILO. In 2018-19, 53% of results globally made a significant contribution to or advanced gender equality and discrimination, mainly among workers in the most vulnerable situations. However, since the concept of cross-cutting drivers has been dropped from the new Strategy Plan (2022-25), it is unclear if such monitoring will continue.<br><br>The presence of gender equality in development co-operation projects is monitored annually in evaluations, with the 2019-20 Annual Evaluation Report showing gradual improvement. In addition, the Evaluation Office ensures that the gender dimension is covered in evaluations, which also shows improvement in 2019-20 from previous years. According to the interviews, country directors are accountable for gender equality, and ILO staff are responsible for mainstreaming it through their performance appraisals.<br><br>2.1-E4 Gender equality is comprehensively covered in project and programme design. The checklists for both the DWCPs and Development Cooperation Projects include gender equality as an element to comply with during intervention design. This practice is also supported by institutional guidance, the use of a gender marker and the contribution of the regional gender focal points to intervention design.<br><br>2.1-E5 The ILO allocates required resources to address gender equality issues. In terms of human resources, there is a dedicated HQ unit, a gender network and regional gender focal points. Regarding financial resources, gender equality is one of the policy outcomes, and some 7% of the budget is dedicated to it, not including the funds contributing to gender diversity through mainstreaming it in the activities of other outcomes. | 1, 8, 13, 17, 20-26 |

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| 2.1-E6 Concerning capacity development for staff on gender, the Action Plan for Gender Equality (2018-21) reported meeting its target in 2020 for incorporating gender in leadership training. According to the interviews, gender diversity has been increasingly and systematically included in induction training and courses offered by the International Training Centre of the ILO (ITCILO). ILO staff interviewed also noted that capacity development is taking place both to address unconscious gender bias and to promote women leadership within the organisation (in the form of training, coaching and mentoring programmes). | 1, 8, 13, 17, 20-26 |
| **MI 2.1 Evidence confidence** | **High confidence** |

| **MI 2.2: Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for environmental sustainability and climate change** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.17** |
| Element 1: Dedicated policy statement on environmental sustainability and climate change available and showing evidence of application | 3 |
| Element 2: Environmental sustainability and climate change indicators and targets fully integrated into the MO'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 inform design for all new interventions | 2 |
| Element 5: Human and financial resources are available to address environmental sustainability and climate change issues | 2 |
| Element 6: Staff capacity development on environmental sustainability and climate change is being or has been conducted | 2 |
| **MI 2.2 Analysis** | **Source documents** |
| 2.2-E1 The ILO has increased its focus on the environment in recent years with a dedicated policy on environmental sustainability adopted in 2016 and supported by an Action Plan (2020-21) and an Environmental Management System. This is complemented by a 2020 policy paper, "The role of the ILO in addressing climate change and a just transition for all", that sets out the position of the ILO in responding to climate change.<br><br>The ILO reports to the Governing Board on the progress towards implementing its policy. At a broader level, environmental sustainability is incorporated within Outcome 3 of the Programme and Budget: "Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all".<br><br>The ILO's focus on Green Jobs has been complemented by the Green Initiative, one of the Centenary Initiatives, adopted by the ILO in the framework of its 100th anniversary; this constitutes a greater push towards mainstreaming environmental sustainability within the ILO's interventions. Although the ILO Environmental Sustainability Action Plans for 2018-21 serves as an overall framework, the linkages and priorities of all the ILO's actions in environmental sustainability and climate change need to be clarified, according to the interviews. The participants of the partner survey were positive about the ILO promoting environmental sustainability and climate change, with those who commented indicating that the ILO was increasing its commitment to the environment and suggesting that the organisation should continue to do so and needed to do more. Comments | 1, 3, 6, 13, 22, 26-35 |

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| included: "Environmental sustainability and climate change should be more strongly established as cross-cutting in all departments and programmes – the urgency to act is not yet reflected" and "do more on the 'just transition', including in terms of policies, standards and technical cooperation".<br><br>2.2-E2 Environmental sustainability is a cross-cutting policy driver within the ILO's Strategic Plan for 2018-21 and, therefore, is monitored within the framework of the Strategic Plan. However, the new 2022-25 Strategic Plan has no specific cross-cutting policy drivers, although it highlights the need to accelerate the just transition towards a green economy. Environmental sustainability is included in the results framework of the Programme and Budget (2020-21) as an output ("Increased capacity of member States to formulate and implement policies for a just transition towards environmentally sustainable economies and societies"), with less visibility compared to other cross-cutting issues that have their own dedicated outcomes in the framework. Based on the review of a sampled DWCPs and the ILO's own monitoring, environmental sustainability and climate change is less consistently mainstreamed at the country level. This is noted as a point for improvement in the 2020-21 Action Plan, which has a goal that 40% of all DWCPs developed in 2020-21 include references to a just transition to environmental sustainability.<br><br>2.2-E3 The ILO's Evaluation Office monitors the presence of environmental concerns within evaluations, and reported in 2019-20 that it needed to be strengthened. The corporate reporting through the annual implementation plan reports on progress on environmental sustainability as a cross-cutting driver across the ILO. In 2018-19, "61% of Decent Work results ma[d]e no contribution to environmental sustainability", 7% of results globally made a significant contribution to or advanced environmental sustainability, and 32% made a limited contribution. However, as the new Strategy Plan (2022-25) does not include cross-cutting drivers, it is unclear if such monitoring will continue. As noted above, the ILO covers environmental sustainability and climate change at the output level in the results framework. The ILO monitors the greenhouse gas emissions of its 48 offices and headquarters. Interviews confirmed that the performance appraisals of the ILO staff include environmental mainstreaming.<br><br>2.2-E4 Environmental screening is covered in project and programme design, but needs improvement. Although the checklist for the Development Cooperation Projects includes environmental screening, the Decent Work Country Programme checklist does not. The 2020-21 Action Plan identifies this as a point of improvement, as noted above. Interviews indicated that the ILO is working on integrating the screening of environmental risks into interventions, in addition to using the existing Green Jobs assessment models.<br><br>2.2-E5 Financial resources for environmental sustainability and climate change are spread over various projects, programmes and initiatives, making it difficult to assess the resource commitment of the ILO. Output 3.3 dedicated to environmental sustainability is part of an outcome with four other outputs and 17.8% of the regular and extra-budgetary expenditure (2020-21). Other environmental expenditures are present in a range of areas, including the facilities management initiative of "greening the ILO" (including renovation of the HQ in 2019), research, the Green Initiative, Green Jobs and project-level climate change activities. For human resources, there is a dedicated Green Jobs Unit and Network (there are over 120 staff in the Network). Interviews confirmed that resources available (both financial and human) for environmental sustainability are highly limited. The limitation considers the resource needs of the interventions as well as increasing demands for capacity building from the member states. For example, interviews indicated that the Green Jobs Unit of the ILO has seen a growth from 26 to 55 countries expressing needs in skills development; however, there is no budget growth. | 1, 3, 6, 13, 22, 26-35 |

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| 2.2-E6 The capacity development of staff on environmental sustainability and climate change has been increasing in recent years and is still in development. Resources are not yet available to meet all needs for staff capacity development on green jobs; moreover, interviews indicated that staff have not yet given it the priority deserved due to workload. In 2019, the ILO established a training hub with partners on climate change and employment. The ITCILO incorporates environmental sustainability themes in its programmes, with examples of recent staff training courses including the Green Jobs Certificate Programme; Mainstreaming Environmental Sustainability Across the ILO's Work – Executive Course; and Promoting a Just Transition to Environmental Sustainability e-learning module. Interviews added that webinars have been held on environmental sustainability as part of the safeguarding process. | 1, 3, 6, 13, 22, 26-35 |
| **MI 2.2 Evidence confidence** | **High confidence** |

| **MI 2.3: Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for human rights including the protection of vulnerable people (those at risk of being "left behind")** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.33** |
| Element 1: Dedicated policy statement on human rights available and showing evidence of application | 4 |
| Element 2: Human rights indicators and targets fully integrated into the MO's strategic plan and corporate objectives | 3 |
| Element 3: Accountability systems (including corporate reporting and evaluation) reflect human rights indicators and targets | 3 |
| Element 4: Human rights screening checklists or similar tools inform design for all new interventions | 2 |
| Element 5: Human and financial resources are available to address human rights issues | 4 |
| Element 6: Staff capacity development on human rights is being or has been conducted | 4 |
| **MI 2.3 Analysis** | **Source documents** |
| *The assessment team adapted this MI to focus on international labour standards and labour rights in line with the specific mandate of the ILO.*<br>2.3-E1 The ILO's mandate for social justice means that human rights are embedded within its policies and priorities, notably concerning international labour standards (ILS) and labour rights. In this regard, the tripartite partners have recently reached consensus and ratified conventions with strong human rights components, such as the Violence and Harassment Convention, 2019 (No. 190) and the Worst Forms of Child Labour Convention, 1999 (No. 182), which achieved universal ratification on 4 August 2020. In addition, the ILO has dedicated policy statements on specific human rights areas including gender and non-discrimination, indigenous and tribal peoples, migrants, child labourers, and the disabled. The rights of vulnerable people are also addressed through the ILS Strategic Priority that encompasses these themes in addition to forced labour and working poverty. The ILO's Strategic Plan for 2022-25 emphasises the need to "leave no one behind", particularly in relation to the COVID-19 crisis. The commitment of the ILO to human rights was confirmed by surveyed partners: 94% "agreed" or "strongly agreed" that the ILO promotes and protects human rights, fundamental principles and rights at work, the overall highest cumulative result of the survey. | 1, 3, 6, 8, 12, 22, 26, 36-43 |

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| 2.3-E2 The ILS is a cross-cutting policy driver within the ILO's Strategic Plan for 2018-21, and is therefore monitored within this framework. Although the Strategic Plan for 2022-25 has no specific cross-cutting policy drivers, the Programme and Budget (2020-21) has a policy outcome (6) and an output (6.4) on persons with disabilities and other persons in vulnerable situations ("Increased capacity of the ILO constituents to strengthen legislation, policies and measures to ensure equal opportunities and treatment in the world of work for persons with disabilities and other persons in vulnerable situations"). This focus is emphasised further in the 2022-23 Preview of the Programme and Budget, with a new output on sectoral labour standards.<br><br>2.3-E3 Human rights are consistently considered in accountability systems of the ILO. Corporate reporting through the annual implementation plan covers progress on the ILS as a cross-cutting driver across the organisation. In 2018-19, some 60% of results globally made a significant contribution to or advanced ILS; and under Outcome 2 ("Ratification and application of international labour standards"), targets for convention ratification and reporting were met or slightly exceeded. This is also supported by the accelerated process of reviewing and updating the ILS through the "Standards Review Mechanism", encouraged by the Governing Body in November 2020. In 2019-20, the Evaluation Office reported that the inclusion of disability concerns needs to be strengthened in the evaluation methodological framework. The integration of the ILS into development co-operation projects is monitored and was reported at 60% in the same period. Furthermore, as described under MI 1.3, SDGs are mainstreamed, and the ILO's contribution to the SDGs is monitored systematically (also see MI 9.4 on the ILO results in the protection of human rights and MI 12.1 for its contribution to the SDGs).<br><br>2.3-E4 Human rights are covered in project and programme design, but this still needs improvement. Checklists and tools (in the form of ILS) exist to inform intervention design. The checklist for the Development Cooperation Projects includes human rights elements (such as disability and ILS); however, the Decent Work Country Programme checklist has only a brief mention of ILS, possibly reducing their consideration in country programming. No guidance is provided on the integration of ILS into programmes, unlike gender equality and non-discrimination (a ten-point checklist).<br><br>2.3-E5 Financial resources for human rights are consistently available considering the priority given to ILS as described above. In 2020-21, ILS is one of eight policy outcomes that has a dedicated budget (6.1% of regular and extra-budgetary expenditure for 2020-21, corresponding to USD 67.7 million of USD 1.1 billion). "Equal opportunities (and gender equality)" is another policy outcome with a dedicated budget (6% of regular and extra-budgetary expenditure for 2020-21, or USD 65.7 million of USD 1.1 billion), in addition to Output 6.4 on persons with disabilities and other persons in vulnerable situations. These priorities are maintained for the Preview of the Programme and Budget proposals for 2022-23, with added emphasis on new forms of discrimination in the COVID-19 context. For human resources, human rights are mainstreamed across many roles within the ILO (notably for ILS), with dedicated ILS specialists available for support.<br><br>2.3-E6 Capacity development on human rights is available for ILO staff. According to the interviews, the ILS are included in staff induction training, and the ILO also has an online training package that promotes the ratification of conventions and how to apply them. The ITCILO has integrated ILS into its training courses attended by ILO staff and stakeholders. This has been recently strengthened by an Action Plan (2018-21), adopted by ITCILO to promote and integrate ILS, social dialogue and tripartism into its training programmes and other activities. | 1, 3, 6, 8, 12, 22, 26, 36-43 |
| **MI 2.3 Evidence confidence** | **High confidence** |

| **MI 2.4: Corporate/sectoral and country strategies respond to and/or reflect the intended results of normative frameworks for tripartism and social dialogue**<br>***This issue was added to the assessment framework as it is defined as a cross-cutting policy driver in the ILO Strategic Plan for 2018-2021.*** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.33** |
| Element 1: Dedicated policy statement on tripartism and social dialogue available and showing evidence of application | 4 |
| Element 2: Tripartism and social dialogue indicators and targets fully integrated into the MO's strategic plan and corporate objectives | 4 |
| Element 3: Accountability systems (including corporate reporting and evaluation) reflect tripartism and social dialogue indicators and targets | 3 |
| Element 4: Tripartism and social dialogue screening checklists or similar tools inform design for all new interventions | 2 |
| Element 5: Human and financial resources (exceeding benchmarks) are available to address tripartism and social dialogue | 4 |
| Element 6: Staff capacity development on tripartism and social dialogue is being or has been conducted | 3 |
| **MI 2.4 Analysis** | **Source documents** |
| *The assessment team adapted this MI to focus on tripartism and social dialogue for the ILO.*<br>2.4-E1 Tripartism and social dialogue are present in all major elements of the ILO's strategic framework, as detailed in MI 1.1, illustrating their centrality to the ILO's mandate. This characteristic was reinforced in the International Labour Conference resolution (2018) and the Centenary Declaration (2019), and features prominently in the ILO's Strategic Plan for 2022-25 and the Programme and Budget as outcome 1 ("Strong tripartite constituents and influential and inclusive social dialogue"), which is a new addition since 2020-21. The partner survey confirmed and commented positively on the organisation's role to promote social dialogue and tripartism.<br>2.4-E2 "Tripartism and social dialogue" is a cross-cutting policy driver within the ILO's Strategic Plan for 2018-21 and, therefore, is monitored within this framework. Although the Strategic Plan for 202225 has no specific cross-cutting policy drivers, tripartism and social dialogue are emphasised as part of the ILO's comparative advantage and featured prominently in the Programme and Budget, as described above.<br>2.4-E3 Tripartism and social dialogue are consistently considered in accountability systems. Corporate reporting, through the annual programme implementation report, covers progress on the issue of tripartism and social dialogue as a cross-cutting driver across the ILO. According to this report, in 2018-19 some 64% of results globally made a significant contribution to advance tripartism and social dialogue. In addition, the ILO's Evaluation Policy requires that tripartism and social dialogue are considered in evaluations, and provides guidance in this respect.<br>The Annual Evaluation Report (2019-20) explains the extent to which Development Cooperation Projects have incorporated or strengthened social dialogue and tripartism, and concludes that "missed opportunities were also observed in the extent to which projects incorporated or strengthened social dialogue and tripartism". This indicates that further integration of tripartism and social dialogue is still needed at the project level.<br>2.4-E4 Tripartism and social dialogue are covered consistently in project and programme design checklists. The checklists and guidance for the evaluation terms of references, Development | 1, 3, 6, 13, 21-22, 26, 36-37, 40, 44-49 |

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| Cooperation Projects, RBSA programming and the Decent Work Country Programme all include criteria on social dialogue and tripartism. Furthermore, tripartite constituents participate in steering committees of ILO interventions that reinforces these aspects in projects, according to the interviews. Similar to other cross-cutting issues, improvement is still needed in strengthening tripartism and social dialogue in ILO projects.<br><br>2.4-E5 Financial resources for tripartism and social dialogue are considerable given their centrality to the ILO's mandate. In 2020-21, tripartism and social dialogue, as a newly added policy outcome, has a dedicated budget (10.2% of regular and extra-budgetary expenditure for 2020-21, corresponding to USD 112.8 million of USD 1.1 billion). This is maintained for the Preview of the Programme and Budget proposals for 2022-23. With regards to human resources, many roles within the ILO incorporate tripartism and social dialogue, with specialised staff in the ILO Governance Department, the Bureau for Employers' Activities (ACT/EMP) and the Bureau for Workers' Activities (ACTRAV). Interviews highlighted the resources allocated to the capacity development of tripartite constituents to support and encourage their engagement in social dialogue.<br><br>2.4-E6 Training sessions on tripartism and social dialogue are available for ILO staff and integrated across training and induction programmes. The ITCILO has integrated tripartism and social dialogue into its training courses attended by ILO staff and stakeholders, including a specialised "Academy on Social Dialogue and Industrial Relations". This has been strengthened by an Action Plan (2018-21) adopted by the ITCILO to promote and integrate ILS, social dialogue and tripartism into its training programmes and other activities. Staff interviewed by MOPAN were of the view that while tripartism and social dialogue are fundamental to the ILO, further capacity building is needed – such as through staff training on how to ensure social dialogue, how to consult constituents and how to respond to their needs in practice – and that ACT/EMP and ACTRAV conduct training for country offices for this purpose. | 1, 3, 6, 13, 21-22, 26, 36-37, 40, 44-49 |
| **MI 2.4 Evidence confidence** | **High confidence** |

## OPERATIONAL MANAGEMENT

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

| **KPI 3: The operating model and human and financial resources support relevance and agility**<br>***KPI 3 includes an additional element on innovation (Element 7), due to its increasing importance for the ILO.*** | **KPI score** |
|---|---|
| **Satisfactory** | **3.39** |

*This KPI includes an additional element on innovation identified for the ILO due to its importance for the organisation.*

The ILO's organisational structure and resource mobilisation strategy are aligned with its long-term vision, as established in the Centenary Declaration and the Strategic Plans 2018-21 and 2022-25. This alignment contributes to the agility of the organisation. The ILO's agility has been notable in its COVID-19 response.

The Integrated Resource Information System (IRIS), used across the organisation to manage financial and human resources, creates efficient and transparent processes for resource decision-making at all levels. The organisational structure is accompanied by the flexibility of financial structures and decentralisation, as confirmed by the interviews and partner survey. The resource mobilisation strategy presented in the ILO's Programme and Budget for each biennium has clear targets aligned with its Strategic Plan and with the Development Cooperation Strategy 2020-25. The Strategic Plan 2018-21 prioritises the sharing of expertise between headquarters, the regions and the country offices. Interviews confirm that the ILO fosters collaboration between HQ and field offices, as well as between field offices and regions. It was noted in interview findings and comments in the partner survey that there is still some way to go in reinforcing country-level structures.

The human resources systems and policies are performance-based and geared to the achievement of results. While the ILO is not physically present in all countries in which it operates, the organisational and human resource structure enables it to establish relationships in-country, although it mainly operates through regional offices, as explained in the interviews. There is a comprehensive performance assessment system that applies to all staff and contributes to organisational improvement, as seen in the documentation.

There is a high focus on innovation in the ILO for enhancing the organisational and results performance. The organisation adopted a dedicated Innovation Strategy in March 2020, which was then reflected in the Preview of the Programme and Budget proposals for 2022-23 and the Strategic Plan for 2022-25. The Business Innovation Unit has the responsibility to lead innovation activities. However, it does not have dedicated resources, innovation efforts are fragmented and an effective coordination mechanism is yet to be created. In addition, an innovation management system and processes are not yet in place, and there is not a clear definition and a taxonomy of innovation for the ILO in relevant documentation.

| **MI 3.1: Organisational structures and staffing ensure that human and financial resources are constantly aligned and adjusted to key functions** | **Score** |
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| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **2.86** |
| Element 1: Organisational structure is aligned with, or being reorganised to, requirements set out in the current strategic plan | 3 |
| Element 2: Staffing is aligned with, or being reorganised to, requirements set out in the current strategic plan | 3 |
| Element 3: Resource allocations across functions are aligned to current organisational priorities and goals as set out in the current strategic plan | 3 |
| Element 4: Internal restructuring exercises have a clear purpose and intent aligned to the priorities of the current strategic plan | 3 |
| Element 5: [UN] Engagement in supporting the resident coordinator systems through cost-sharing and resident coordinator nominations | 3 |
| Element 6: [UN] Application of mutual recognition principles in key functional areas | 3 |
| Element 7: The MO has made efforts to establish innovation management practices and an innovation culture to increase organisational performance and normative and developmental results | 2 |
| **MI 3.1 Analysis** | **Source documents** |
| 3.1-E1 The organisational structure aligns with the Strategic Plan for 2018-21 and the upcoming Strategic Plan for 2022-25. The structure of the organisation is comprised of three portfolios of Policy, Management and Reform; Field Operations and Partnerships; as well as the field structure of regional offices and country offices. The Centenary Declaration has guided the strategic and programming documents, resulting in close alignment. There is a clear chain that links programming processes to strategic targets. Outcome-based Workplans, for instance, are central in aligning the organisational structure with targets set out in the Strategic Plan and the Strategic Policy Framework (the framework for priority setting in the Programme and Budget for the biennium). According to the Internal Governance Manual, "while there are numerous rules related to resource management in the ILO, the system as a whole is quite flexible and offers many options to programme managers". As a result of this flexibility, the ILO was able to react quickly to the COVID-19 context. Guided by the Centenary Declaration, the ILO provided global thought leadership, including convening meetings with participation from a broad range of representation around COVID-19, according to the progress report submitted to the Director-General. | 1, 3-4, 8, 11, 14-15, 44, 50-68 |

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| The Strategic Plan 2018-21 prioritises decentralisation and the sharing of expertise between headquarters, regions and country offices. This "cross-pollination" has been instrumental in fostering a closer link between the HQ and field offices, as evidenced in documents and interviews. As noted in the interviews, it has also improved links between field offices and regions. According to the partner survey findings, the majority of the respondents agreed that the ILO can make critical strategic or programming decisions locally. On the other hand, some respondents commented that there were some inefficiencies in the processes of regional offices and their communication with the HQ and country offices that can cause delays in decision making at the local level. | |
| 3.1-E2 The 2020 report on the Composition and Structure of the ILO Staff shows that in 2019, 82% of all General Service and National Officer staff categories were located in the regions, representing 9.3% growth from 2018. This supports the "Human Resources Strategy 2018-21: Agility, engagement and efficiency" and its update in 2020. The structure of ILO human resources and its underlying strategy demonstrate that there is a shift away from an over-reliance on back-office staff to increased staff mobility from the HQ to the regions, as also confirmed by the interviews. | |
| The majority of respondents in the partner survey agreed that staff were present in a country for a long enough time to build the relationships needed. Relationships with staff were also often highlighted as a strength by the respondents of the survey. Partners also indicated that the ILO needed more staff in the field. | |
| There has been an accompanying increased focus on performance monitoring and staff and leadership development. Efforts to encourage staff mobility aim to reinforce technical expertise in the field; however, mobility in the 2018-19 biennium dropped by 0.6% in relation to the previous biennium. Interviews suggested that technical capacity has increased at the sub-regional level, although the staff pointed out that it is not necessarily found in every country. Increasing access to technical expertise at the country level remains a focus area for current reorganisation, as seen in the resource strategy documents and confirmed by interviews. On the question of whether the experience and skills of ILO staff were sufficient in different operating contexts, the majority of survey respondents agreed, and none strongly disagreed. Survey comments highlighted strengths in the knowledge, skills, agility, professionalism and human values of ILO staff. One comment identified as a strength "[i]ts normative mandate, its expertise generated by highly qualified staff, and its convening power with regards to stakeholders" (Donor). This was reflected across a number of comments. The support of ILO staff, aided by strong relationships built in-country, were often cited in comments from the partner survey as valuable in the crisis context. | 1, 3-4, 8, 11, 14-15, 44, 50-68 |
| Comments from the partner survey, however, also reinforced findings from some evaluations of missed opportunities in social and policy dialogue. For example, one donor commented: "At country level, the ILO does not always have enough field capacity to fully engage in wider consultations and coordination processes." | |
| 3.1-E3 Resource allocations favour DWCP outcomes, as DWCP is the main vehicle for ILO delivery. Departments and technical units are required to use 80% of Regular Budget Technical Cooperation (RBTC) allocation to finance DWCP outcomes. More generally, in the Preview of the Programme and Budget proposals for 2022-23, resource allocations are explicitly aligned to organisational priorities, such as to support constituents and contain greater integration of gender and inclusiveness in policy outcomes. Resource allocations are updated to adapt to changes in the operating environment, as detailed in the Programme and Budget. | |
| The ILO created thematic Global Technical Teams as a means to reinforce technical expertise without needing extra resources, according to interviews. Interviewees also noted that a commitment to a zero-growth budget, however, has led departments to need to find alternative solutions in order to | |

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| be able to carry out their functions effectively. For instance, the Evaluation Office has established a pool of internal volunteer evaluation managers. Comments in the partner survey were positive towards ILO staff capabilities. | |
| 3.1-E4 The ILO has focused on creating structures for more agile and flexible deployment since the last major restructuring in the organisation. The restructuring was informed by an independent evaluation of field operations and structure in 2013-17 and discussed as a high-level evaluation in 2018. Interviews confirmed that since then, the focus has been to become more flexible and agile to deploy resources where there is increasing demand. The ILO employs a demand-driven approach to needs, as seen in the Strategic Plan for 2018-21 and the Strategic Plan for 2022-25. The ILO Development Cooperation Strategy 2020-25 aims for greater integration of development co-operation into the Programme and Budget going forward. The diversity and non-discrimination focus of the Strategic Plan 2018-21 has also led to internal restructuring to enhance diversity with clear purpose and intent in its alignment. The commitment to this priority in the Action Plan for Gender Equality is operationalised in the Human Resources Strategy 2018-21 (and its update in 2020), along with the Action Plan for improving the diversity of the ILO workforce. | |
| In response to the COVID-19 crisis, there are concrete examples in the documentation of restructuring service delivery to be more integrated and agile by involving headquarters, field structures and ITCILO. Outcome-based Workplans include COVID-19 restructuring and adaptation. This consists of tools, guides and knowledge products issued for different topics, a knowledge platform on COVID-19 national responses, and COVID-19 monitor reports (seven editions of "ILO Monitor: COVID-19 and the world of work") issued between March 2020 and January 2021. | |
| 3.1-E5 The Development Cooperation Strategy 2020-25 integrates ILO support for Resident Coordinator (RC) systems into programming. The ILO cost-sharing commitment is outlined in the Updates on UN Reform 2019 and 2020, which are presented to the Governing Body. The UN Reform process more generally is seen to have contributed to the ILO's increased participation in UN coordination at the country level, according to the Updates and the interviews. However, UN integration is still a work in progress, and it is raised as a concern in the interviews that transaction costs for engagement are high. The interviewees also noted that is it important to include the constituents in this process to ensure tripartite support to the UN reform and that the ACTRAV and ACT/EMP are working with the constituents to increase their engagement. | 1, 3-4, 8, 11, 14-15, 44, 50-68 |
| 3.1-E6 Mutual recognition principles, as established in the Mutual Recognition Statement, are applied in the normative role of the ILO. As part of UN reform efforts, mutual recognition aims for active collaboration across agencies and for reduced transaction costs through common working arrangements; however, these benefits are yet to be realised. In line with this, the Preview of the Programme and Budget proposals for 2022-23 gives special consideration to common working arrangements with other UN entities. It also makes links, through the Strategic Plan for 2022-25, for an approach to optimal resource use that centres on innovations and collaboration. Mutual recognition principles are also clearly applied across strategic documents, including the ILO Finance Manual, the Human Resources Strategy and the Development Cooperation Strategy. | |
| At the country level, more frequent engagement with UN country teams has aided co-operation on thematic areas and in joint contextual analysis, according to ILO staff interviewed. The interviews highlighted the benefits of UN co-ordination and co-operation for the ILO, in particular with the UN agencies that have broader reach and complementarities (such as the UNDP, with which the ILO signed a Framework for Action in 2020 to respond to the socio-economic consequences of the COVID-19 crisis). On the other hand, it was suggested in the interviews that there is a variable level of understanding of the ILO, labour standards, social dialogue and tripartism in different UN agencies. | |

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| The application of mutual recognition principles is evident in the ILO approach to the COVID-19 pandemic. It has been reinforced by the role that the ILO was given as cluster lead for the policy actions provided in "Socio-economic response: social protection, gender, youth, health, education, and human rights" within the UN Financing for the Development in the Era of COVID-19 and Beyond Initiative. The organisation is now working to develop the implementation plan, which will be executed through both domestic finance and development co-operation finance, according to the interviews.<br><br>3.1-E7 In March 2020, the ILO established a dedicated Innovation Strategy to institutionalise innovation, which is receiving increased attention after the creation of the Business Innovation Unit (BIU). The BIU emerged out of the business process review conducted under the internal reform process with an internal service delivery function. With this transformation, the internal reform process has evolved from being efficiency-focused to innovation-driven. The Innovation Strategy, also reflected in the Preview of the Programme and Budget proposals for 2022-23 and the Strategic Plan for 2022-25, describes the organisation's commitment to fostering an innovation culture and establishing innovation management approaches.<br><br>Interviews revealed that there are various innovation structures across the Office, leading to fragmentation of efforts: the BIU; the Solution Innovation Unit under the Fundamentals Principles and Rights at Work Branch in the HQ; and four Innovation Facilities (co-ordinated by the Strategic Knowledge Team, with involvement by tripartite constituents). In addition, ITCILO implements learning and innovation programmes. According to the interviews, a governance structure is being developed for innovation where a Steering Committee, co-chaired by three Deputy Director-Generals, will act as an accountable body and an Advisory Committee will serve at the operational level. However, there is not yet a mechanism for effective co-ordination of innovation-related actions in the organisation.<br><br>The main types of innovation in the ILO are product and process innovation. The former includes innovation in products, services, intervention models and policies, while the latter seeks to improve business processes, as well as the approaches for service delivery, communication and collaboration. The organisation also focuses on three levels of innovation: incremental, adaptive and disruptive. However, there are no clear definitions, but a taxonomy of innovation for the ILO included in the relevant documents and commonly shared by staff, as revealed by the interviews. In addition, an innovation management system and processes are not yet in place. According to the staff interviewed, different types of innovation have been accelerated in the ILO in response to the COVID-19 crisis.<br><br>The Preview of the Programme and Budget proposals for 2022-23 includes a focus on innovation in the digital and physical infrastructure to improve the ability of the organisation to function efficiently to deliver on its results. This aligns with the strategy for more efficient resource use in the Strategic Plan for 2022-25. Processes for human resources are being established to enable increased capacity for innovation among staff. The interviews confirmed that staff are encouraged to participate in the innovation process, and that their efforts are taken into account in staff appraisals. Innovation is also an emerging theme in the delivery and achievement of results, as seen across a selection of high-level evaluations; however, it is yet to be comprehensively established to generate the desired impact. | 1, 3-4, 8, 11, 14-15, 44, 50-68 |
| **MI 3.1 Evidence confidence** | **High confidence** |

| MI 3.2: Resource mobilisation efforts consistent with the core mandate and strategic priorities | Score |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.40** |
| Element 1: Resource mobilisation strategy/case for support explicitly aligned to current strategic plan | 4 |
| Element 2: Resource mobilisation strategy/case for support reflects recognition of need to diversify the funding base, particularly in relation to the private sector | 3 |
| Element 3: Resource mobilisation strategy/case for support seeks multi-year funding within mandate and strategic priorities | 3 |
| Element 4: Resource mobilisation 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: [UN] 1% levy systematically collected and passed on to the UN Secretariat | 4 |
| **MI 3.2 Analysis** | **Source documents** |
| 3.2-E1 The resource mobilisation strategy presented in the Programme and Budget for the 2020-21 biennium is aligned with the Strategic Plan 2018-21 and the ILO Development Cooperation Strategy 2020-25. Consequently, it contributes to the vision outlined in the Centenary Declaration. Monitoring and reporting against these targets is used for resource mobilisation; as a result, it runs across Finance, Human Resources and Evaluation. IRIS enables the management of financial and human resources in line with the Strategic Plan.<br><br>The ILO's resource mobilisation strategy integrates earmarked funding (set aside for a particular purpose) and more agile, non-earmarked funds. Additionally, documentation and interviews evidence the recognition of the importance of mobilising resources based on strategic priorities. In the Development Cooperation Strategy for 2020-25, the ILO aims to expand non-earmarked funding income beyond the existing RBSA donors over the period. The targeted use of non-earmarked funding is established in the ILO Finance Manual, and its use is documented in the ILO programme implementation reports. Interviews also confirmed that the ILO seeks relationships with RBSA donors who show an interest in strengthening organisational performance by providing un-earmarked funding.<br><br>RBSA is a "highly appreciated funding modality" in the ILO, according to the "Review of the RBSA Funding Modality in the ILO". The Review notes that RBSA interventions were highly relevant to country outcomes, strong in capacity-building and normative aspects, and aligned with the ILO core mandate. RBSA currently accounts for 2% of the total budget for the 2018-19 biennium. The Programme and Budget for the biennium 2020-21 aims to increase RBSA and extra-budgetary development co-operation as a share of total voluntary contributions and as a share of non-earmarked voluntary funding. The role of RBSA in the ILO is broadly in line with that of other organisations in the UN system and comparable to the ILO performance in development co-operation. RBSA weaknesses, similar to those of other interventions, were in proposal design, monitoring and reporting. Implementation management in RBSA "showed variable performance", according to the review.<br><br>The ILO response to COVID-19 showed the adaptation of the interventions in a way that strengthens the organisation's mandate at the global level and contributes to a positive impact in the world of work at the country level. Development co-operation was repurposed to respond to the pandemic | 1, 3-4, 8, 13, 15, 18-19, 50-51, 57-58, 63, 66, 68-70 |

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| within existing priorities, and Decent Work Teams were redeployed, according to the "Report of the Director-General. Sixth Supplementary Report" and as confirmed in interviews. Better Work Teams were also redeployed to provide support to factories and workers in the garment sector on health, safety and industrial relations issues arising from COVID-19, according to interviews and documentation. This was made possible by the agility of the organisation in the redeployment around the long-term vision set out in the Centenary Declaration. The ILO's response to COVID-19 and the world of work consequently reinforces existing resource mobilisation, as evidenced in the interviews and documentation, specifically in the areas of stimulating the economy and employment and supporting enterprises, as well as social protection. | |
| 3.2-E2 The ILO's strategic documents recognise the need to diversify the funding base, both within and outside of the UN system. The UN resource mobilisation strategy highlights that the funding base needs to be diversified in order to raise sufficient funding to meet the SDGs. This diversification also includes the private sector, whose involvement is reinforced in "ILO Voluntary Contributions for Development Cooperation" as among the top 20 contributions. According to the interviews, private sector funding is growing steadily, both through the contributions of multinationals and private sector foundations (such as the Bill and Melinda Gates Foundation), and through payment of fees for the ILO's service delivery. However, due diligence is important for engaging with the private sector, and contributions are not accepted if the labour standards are not respected and tripartite constituents are not included. In the COVID-19 context, the ILO was also able to mobilise additional funding to assist constituents in the garment sector through, for instance, the Safety + Health for All Flagship Programme that raised USD 5.5 million. The ILO is also seeking innovative financing, such as through social impact investing, according to the interviews. In addition, the ILO staff interviewed highlighted the intensified efforts for greater engagement with international financial institutions, without compromising the values-base of the ILO, particularly for the benefit of the most vulnerable. | 1, 3-4, 8, 13, 15, 18-19, 50-51, 57-58, 63, 66, 68-70 |
| 3.2-E3 The resource mobilisation strategy, as outlined in the Programme and Budget for the biennium 2019-20 and the Development Cooperation Strategy 2020-25, seeks multi-year funding. The regular budget of the organisation is based on a biennial cycle, which is timed to fit with the cycle for strategic planning. In order to increase coherence within the UN system, the ILO aligned itself with the four-year quadrennial comprehensive policy review (QCPR) planning and reporting cycle in 2018, according to interviews. The QCPR assesses UN operational activities for development and establishes policy orientations for the UN development system. It was suggested in interviews that when negotiating for multi-year funding, the ILO ensures that it has not only the resources but also the required capacity to implement the agreed projects and programmes. | |
| 3.2-E4 Resource prioritisation, as outlined in the ILO's Programme and Budget and the Development Cooperation Strategy for 2020-25, aligns with the Strategic Plans. The Development Cooperation Strategy 2020-25, for example, aims to increase the ILO's relevance to the sustainable development strategies of countries by providing support in the development phase of country-integrated financing frameworks. It also aims to achieve greater relevance of resources to country strategies through increased collaboration with UN country teams. The raising of domestic and collaborative funding is also given increasing priority in the resource mobilisation strategy. According to the interviews, there is a clear corporate mandate to encourage domestic funding contributions. Interviews elaborated that the need for domestic funding is highlighted during policy outcome focal point meetings, acted on by the field offices and taken into account in UN co-operation. The ILO has used trust funds, for instance in Ecuador and Colombia. The trust funds are defined by the ILO as an example of innovative financial products being used to raise diversified resources at the domestic level. | |

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| 3.2-E5 The UN 1% levy was introduced in 2019 and confirmed in the ILO's "Update on the United Nations Reform" of the same year. Interviewees stated that the ILO has implemented the levy in all systems and that it is auditable. | 1, 3-4, 8, 13, 15, 18-19, 50-51, 57-58, 63, 66, 68-70 |
| **MI 3.2 Evidence confidence** | **High confidence** |

| **MI 3.3: Resource reallocation/programming decisions responsive to need can be made at a decentralised level** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.50** |
| Element 1: An organisation-wide policy or guidelines exist that describe the delegation of decision-making authorities at different levels of the organisation | 4 |
| Element 2: Policy/guidelines or other documents provide evidence of a sufficient level of decision-making autonomy available at the country level (or other decentralised level as appropriate) regarding resource reallocation/programming | 4 |
| 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 MO has made efforts to improve or sustain the delegation of decision-making on resource allocation/programming to the country or other relevant levels | 3 |
| **MI 3.3 Analysis** | **Source documents** |
| 3.3-E1 Organisation-wide guidelines, namely the ILO Finance Manual and the Internal Governance Manual, provide clear and detailed guidance on the delegation of resource decision-making authorities at different levels. Delegated ownership, for instance, is outlined in each chapter of the ILO Finance Manual. Interviews reinforced that staff at all levels in regional and country offices have the required level of autonomy and flexibility, and are part of a decentralised set-up where they have appropriate responsibilities. However, some partners pointed to slow decision-making processes in some regions as the country office "always has to get permission from its regional office", and stated that "[t]he ILO's [country office's] strong reliance on HQ/R[egional office] guidance limits its ability to move independently on the ground and be as flexible as it could otherwise be to react to local needs and developments". | |
| 3.3-E2 The Director-General's announcement of 16 November 2015 (IGDS Number 447) established that at least 80% of RBTC allocations of regions, country offices and technical departments should be used to finance Country Programme Outcomes (work at the country level), and that the Strategic Programming and Management Department (PROGRAM) should issue resources to external offices based on this criterion (minimum of 80% of the total allocation). Furthermore, the ILO Finance Manual outlines responsibilities for the countries and units in decision making. Interviews indicated that due to the improvements made with the business process review, the appropriate level of activity takes place at the relevant level in the hierarchy, both at the HQ and field levels. Interviews also noted that DWCPs are developed and validated with tripartite partners at the country level, as seen in the guidance reports. The DWCPs are reviewed at the regional and HQ level as part of the quality assurance mechanism. Findings from the partner survey concurred, and most respondents agreed that the ILO can make critical strategic or programming decisions locally. There are some limitations due to constraints to decentralisation at the country level. This is a long-standing result of the ILO mandate and structure not requiring an intensive country presence in all of its countries of operation. The ILO has found solutions to this, such as supporting technical deployment (see MI 3.1), but it is an area that consistently needs consideration by the | 4, 13, 15, 51, 57, 63 |

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| organisation. Comments in the partner survey suggested a need for improving communication and co-ordination among teams, and for "strengthening the field-structure."<br><br>3.3-E3 Programme implementation reports and other performance information provide evidence of resource reallocation having had a positive effect at the country level. With the limited options for increasing human resources – due to the current zero-growth budget – resources are reallocated where possible. For example, around 60 positions have been transferred from the Management and Reform Portfolio to the two other portfolios, according to the interviews. The ILO staff interviewed also stated that interaction between the HQ and the field has increased through the Global Technical Teams and the mobility policy, which was introduced in 2017 to stimulate the rotation between the HQ and the field. However, ILO staff interviewed suggested that technical support of this kind is not found in all countries. It was also suggested by ILO staff that the reallocation of more policy experts to the field would improve the quality of the policy work of the organisation by obtaining direct real-time experiences from the ground.<br><br>In response to the impact of COVID-19 on the world of work, the ILO adapted interventions to strengthen its mandate globally and contribute to a positive impact at the country level. The ILO responded to the COVID-19 crisis as a global convenor around the Centenary Declaration, according to the documentation and confirmed by comments in the partner survey. Interviews indicated that in field offices, the COVID-19 crisis has led to repurposing project activities in response to country requests (for example, to direct to social protection and occupational safety and health), resulting in reallocation of resources. This finding was further supported by comments in the partner survey. Donors have also been flexible in allowing for cost-extensions, as explained in the interviews. Interviews also indicated that 25% of ILO resources in the Africa region were reoriented to address the COVID-19 crisis. The survey comments highlighted the agility of the ILO at the country level in its COVID19 response as one of the strengths of the organisation. The comments are appreciative of the ILO business continuity, knowledge and technical (human) resources in the COVID-19 context. Comments from the partner survey included: "ILO has been actively involved in COVID-19 response and recovery efforts by reprogramming existing resources and directing them towards activities aimed at minimizing the impact of the pandemic, including on vulnerable workers, and identifying opportunities for new initiatives in the field" (peer organisation/co-ordinating partner) and the "ILO has played a crucial role for us in responding to the crisis" (donor).<br><br>3.3-E4 Organisation-wide guidelines, namely, the ILO Finance Manual and the Programming Internal Governance Manual provide guidance and evidence on the delegation of resource decision-making authorities at different levels. Field managers have considerable flexibility in the use of resources allocated to them. However, some processes are organised differently in the field; in particular, allocation changes pass through the relevant regional offices. Interviews emphasised that regional offices have final say in whether action takes place in a region. Some administrative decisions can be made at the field level, for example with respect to procurement and human resource management, and this helps speed up implementation and delivery. The ILO has been working in partnership with country offices and constituents to enable the delegation of resource mobilisation at the country level in the context of the COVID-19 pandemic, as seen in the "Report of the Director-General Sixth Supplementary Report: The response of the International Labour Office to the COVID-19 pandemic".<br><br>The interviews pointed out that the ILO can only incur costs from the start of the projects (including information technology purchases and salary payments). According to the field staff interviewed, they have the autonomy to decide and launch recruitment advertisement before the project contract is signed with the donor with a funding availability disclaimer (see also MI 5.7). | 4, 13, 15, 51, 57, 63 |

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| Nevertheless, comments in the partner survey suggested that staff recruitment processes remain a limitation for the ILO in implementation at the country level. Partner comments also indicated that decision making at the country level can be improved as "it sometimes becomes cumbersome that [the country office] always has to get permission from its regional office". | 4, 13, 15, 51, 57, 63 |
| **MI 3.3 Evidence confidence** | **High confidence** |

| **MI 3.4: HR systems and policies are performance based and geared to the achievement of results** | **Score** |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.80** |
| Element 1: A system is in place which requires all staff, including senior staff, to undergo performance assessment | 4 |
| Element 2: There is evidence that the performance assessment system is systematically and implemented by the organisation for all staff and to the required frequency | 4 |
| 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 entities | 4 |
| Element 4: Staff performance assessment is applied in decision making on promotion, incentives, rewards, sanctions, etc. | 4 |
| Element 5: A clear process is in place to manage disagreement and complaints regarding staff performance assessments | 3 |
| **MI 3.4 Analysis** | **Source documents** |
| 3.4-E1 The performance assessment system outlined in the Internal Governance Manual and the ILO Staff Regulations applies to all staff. The ILO-People Platform serves as the online performance management system of the organisation. Interviews indicated that the platform has a developmental and learning dimension and a talent management system that includes the employee profile and career aspirations. There is a library of the different expected outputs in performance appraisal that managers can draw on, according to the interviews.<br><br>3.4-E2 Since 2018, changes have been made to the timing of the appraisals in the performance management system to align it more closely with the programming cycle and, at the same time, increase agility. All staff complete performance appraisals in one-year cycles, implemented systematically according to the ILO Staff Regulations and the Internal Governance Manual. The ILO aligns with UN standards of annual performance reviews with five levels of scoring, as noted by the interviewees. The Human Resources Strategy 2018-21 includes an overview of overall compliance with the Performance Management Framework against specific indicators. For example, it sets the target as "90% in 2020-21" for "performance appraisals for staff (all sources of funds) having End of Cycle reports completed within one month of the deadline". Interview findings showed that there was flexibility to adjust personal work plans for performance appraisals due to the adaptation of activities as a result of COVID-19.<br><br>3.4-E3 The Performance Management Framework links to results-based principles, which directly connect the performance assessment system to organisational improvement and the achievement of corporate objectives. Unit-level work plans are a core part of this linkage. Funding for staff development is managed under a central budget, and staff development funds are available. These are accompanied by learning focal points in different departments, as noted in the | 4, 51, 53, 59, 71-72 |

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| interviews. The interviewees also stated that voluntary contributions of the staff (for example, to innovation and evaluation activities) are also considered in their appraisals.<br><br>3.4-E4 The ILO Staff Regulations outline how staff performance assessments are to be applied in decision making on promotion, rewards (such as special merit increments) and sanctions (such as the withholding of increments). The percentage of performance appraisals for staff was on target in 2019 (85%) and was approaching the 90% target for the 2020-21 period (reaching 87% by June 2020). Since 2018, all staff, except those on probation, have migrated from setting objectives every two years with a three-point rating scale to a yearly cycle with a five-point rating scale; this enables them to be more agile in the face of change and supports inter-agency mobility, as one-year appraisals are standard in the UN common system. The organisation aligned the internal reward mechanism with the timing of the performance assessment cycle. The rewards mechanism of the ILO included non-monetary rewards such as the ILO Recognition Awards (piloted in 2016 and introduced again in 2018), rewarding teamwork, innovation and leadership. According to the interviews, managers take necessary measures in case of underperformance, and staff improve as a result.<br><br>3.4-E5 A system to manage disagreement and complaints regarding staff performance assessment is outlined in the Staff Regulations. The system to manage disagreement appears under the corresponding award increment category. General grievances are addressed via the Human Resources Development Department, and appeals can be made to the Joint Advisory Appeals Board, with time limits on decisions. In the update of the Staff Regulations in 2020, the channels for disagreement are outlined more clearly than in the previous version of the Regulations as they are specified under each increment category. While the channels for disagreeing on awards are outlined in the Staff Regulations 2020, they follow protocol similar to that for general grievances. | 4, 51, 53, 59, 71-72 |
| **MI 3.4 Evidence confidence** | **High confidence** |

| **KPI 4: Organisational systems are cost- and value-conscious and enable financial transparency and accountability** | **KPI score** |
|---|---|
| **Satisfactory** | **3.04** |

The allocation of resources, including allocation criteria, within the ILO are transparent and set out in the biennial Programme and Budget. The ILO has faced challenges in funding some priority outcomes given donor preferences and the use of earmarked funding, despite some budget flexibility, as explained in KPI 1. Positive adaptation and budget flexibility were evidenced during the response to the COVID-19 pandemic in 2020. The organisation provided institutional guidance and issued a set of measures to re-purpose allocated resources.

Planned budget disbursements have set procedures. However, due to inconsistent reporting and limited oversight, there is a risk of partner grants being used for purposes not originally intended, according to the 2019 annual report of the Internal Auditor. In 2020, budget variance was mostly a result of adaptations necessary for the COVID-19 response. The biennial Programme and Budget document provides a clear link between costs and outcomes, outputs and activities. The ILO has shown improved costings of management and development results, as seen in the progress made with the budget delivery rate from 2016 to 2019, according to the ILO's own monitoring. The ILO has a comprehensive framework for internal control mechanisms.

The Independent Oversight Advisory Committee expressed concerns in its 2019 and 2020 annual reports with the backlog of cases of fraud and corruption. The ILO has an Anti-Fraud and Anti-Corruption Policy (2017) reinforced by a 2021 "whistle-blower" protection policy. Interviews identified a number of measures to reinforce the mechanism to address fraud and corruption.

In 2020, the ILO put in place policies for preventing and responding to sexual exploitation and abuse (SEA), although a comprehensive approach and mechanisms are still needed for implementation, for example field-level mechanisms, considering the interaction of ILO staff with vulnerable groups such as refugees. The Directive on the Prevention and Response to Sexual

Exploitation and Abuse, supported by the Prevention of Sexual Exploitation and Abuse (PSEA) Action Plan, is applicable to all staff members, including the Director-General, and to all third parties engaged by the ILO. The Chief Internal Auditor is the focal point for dealing with SEA. There is no victim/survivor support function in place. According to the interviews, SEA prevention and response needs a champion at the management level. The ILO contributes to inter-agency efforts on addressing SEA and reports annually on allegations to the UN Secretary-General.

The ILO has specific policies in place to address sexual harassment, although there is a need for improvement, according to interviews. The Circular "Sexual harassment policy and procedures" (2004) was updated by a 2014 Collective Agreement and is applicable to all categories of personnel. The ILO has championed the new global Convention No. 190 aimed at ending workplace violence and harassment. Although the ILO has multiple mechanisms to report allegations of sexual harassment, the role of the different parties, notably in informal resolution, is not clearly specified in the policy. The number and nature of actions taken in response to sexual harassment are not available publicly or shared within the UN system. Where a sexual harassment case includes a disciplinary measure, it is reported biennially in a staff information note.

| **MI 4.1: Transparent decision-making for resource allocation, consistent with strategic priorities over time (adaptability)** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.25** |
| Element 1: An explicit organisational statement or policy is available that clearly defines criteria for allocating resources to partners | 3 |
| 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: Resource allocation mechanisms allow for adaptation in different contexts | 3 |
| Element 4: The organisational policy or statement is regularly reviewed and updated | 4 |
| **MI 4.1 Analysis** | **Source documents** |
| 4.1-E1 The allocation of resources within the ILO is transparent and set out in the biennial Programme and Budget guided by the current Strategic Plan. This allocation is reflected in the Outcome-based Workplans and the DWCPs. Resource allocation is defined according to outcome-based budgeting and not partner-based budgeting. Most respondents of the partner survey agreed that the ILO communicates the criteria for allocating financial resources, with comments generally positive, although a minority mentioned that they find the ILO's financial management system complex. Interviews confirmed the ability of the system to adapt, as seen during the COVID-19 response of the ILO. According to the staff interviewed, the business process review contributed to improved efficiencies, as detailed further in MI 5.7.<br><br>4.1-E2 The criteria for funding, as seen in the 2020-21 Programme and Budget, reflect the current priorities of the Strategic Plan (2018-21). This is replicated in the upcoming Programme and Budget (2022-23), which also applies the provisions of the Centenary Declaration for the Future of Work. The ILO has faced challenges in funding some priority outcomes given donor preferences and the use of earmarked funding, although it has some budget flexibility, as explained in MI 1.4. The majority of surveyed partners also confirmed that the ILO's strategic allocation of resources is transparent and coherent with agreed strategic priorities.<br><br>4.1-E3 Resource allocation adapting mechanisms have improved in recent years. In 2020-21, the ILO revised its procedures on RBTC resource disbursements to emphasise allocations based on requests to support Country Programme Outcomes (CPOs) and global deliverables (which then contribute to the deliverables of the Programme and Budget). In 2020, positive adaptation was seen with institutional guidance and a set of measures issued to adapt and re-purpose resource | 1, 3, 8, 56, 73 |

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| allocations in response to the COVID-19 pandemic, as confirmed by the interviews and comments by the partner survey participants.<br>4.1-E4 The ILO reviews and revises its budget and resource allocation biennially with the Governing Body. According to the interviews, the ILO started to report resource allocation at the outcome level in 2018-19. Institutional reporting is also done at the regional level and linked with the SDGs. The ILO staff interviewed stated that the implemented informational dashboards provide transparency with the collection and reporting of real-time information. The ILO is complying with IATI requirements, as detailed further in MI 6.6. | 1, 3, 8, 56, 73 |
| **MI 4.1 Evidence confidence** | **High confidence** |

| **MI 4.2: Allocated resources disbursed as planned** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **2.75** |
| Element 1: The institution sets clear targets for disbursement to partners | 3 |
| Element 2: Financial information indicates that planned disbursements were met within institutionally agreed margins | 2 |
| Element 3: Clear explanations, including changes in context, are available for any variances against plans | 3 |
| Element 4: Variances relate to external factors rather than to internal procedural blockages | 3 |
| **MI 4.2 Analysis** | **Source documents** |
| 4.2-E1 The ILO's targets for allocation of resources are based on defined outcomes of the Programme and Budget documents and the Strategic Plans. These outcomes-based resource targets detail the involvement of tripartite constituents and other partners; however, they do not contain targets for disbursement to partners. Interviews indicated that partner-based budgeting would not be appropriate for the ILO's operational model, which rarely uses the partner-implementation approach that other UN agencies use.<br>4.2-E2 The planned disbursements to partners have set procedures, as confirmed by the Internal Auditor. However, the Internal Auditor's 2019 annual report indicates that, due to inconsistent reporting and limited oversight, there is a risk of partner grants being used for other purposes than originally intended. As a consequence, this report states, "The IAO [Office of Internal Audit and Oversight] believes that the Office [ILO] should reinforce the requirements and applicability of the grants mechanism to ensure procedures are correctly followed".<br>4.2-E3 The ILO provides explanations on variances against planned disbursements. In response to the COVID-19 pandemic, guidance was provided to staff on the implications for the Programme and Budget, with information also communicated publicly to stakeholders and other interested parties. Interviews highlighted that the COVID-19 response of the ILO illustrates that the organisation communicated well on the changes made to its programming and budgets.<br>4.2-E4 Instances of variance in planned disbursements were caused by external factors, notably the COVID-19 pandemic as confirmed in the documentation. The interviews also indicated that these changes in planned disbursements led to the repurposing of projects at the country level, as well as requests for extensions to donors funding projects. The assessment did not find significant | 1, 8, 15, 74-75 |
| disbursement variances caused by internal procedures. However, there were some delays in project implementation due to both internal and external factors, as described further in MI 5.7. | 1, 8, 15, 74-75 |

| **MI 4.2 Evidence confidence**<br>*Evidence confidence was assessed as "medium" as allocation and disbursement of resources and potential variances are documented across multiple processes, and therefore not all relevant evidence may have been identified.* | **Medium confidence** |
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| **MI 4.3: Principles of results-based budgeting applied** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.50** |
| Element 1: The most recent organisational budget clearly aligns financial resources with strategic objectives/intended results of the current strategic plan | 4 |
| Element 2: A budget document is available that provides clear costs for the achievement of each management result | 3 |
| Element 3: Systems are available and used to track costs from activity to result (outcome) | 3 |
| Element 4: There is evidence of improved costing of management and development results in budget documents reviewed over time (evidence of building a better system) | 4 |
| **MI 4.3 Analysis** | **Source documents** |
| 4.3-E1 The most recent Programme and Budget (2020-21) aligns financial resources with the eight high-level policy outcomes of the Strategic Plan (2018-21) and three enabling outcomes. The budget is presented with the total allocation shown for each policy and outcome. This structure establishes a clear link between financial resources and intended results.<br><br>4.3-E2 A costing by outcomes is provided in the Programme and Budget, therefore also providing a link between costs and outputs and activities. Interviews support this documentary evidence, indicating that the ILO has made progress in linking the budget to the results. In this context, ILO staff explained that unlike the previous practice where budgeting was activity-based, this results-based approach ensures better monitoring and evaluation, as well as better reporting to the donors and the Governing Body. Surveyed partners provided mixed feedback on this aspect: while most agreed, onetenth disagreed that the ILO applied results-based budgeting and reported expenditures according to results, the highest cumulative disagreement score of the survey.<br><br>4.3-E3 Systems are available and used to track costs from activities through to results at the outcome level. The budgeting and results-based management (RBM) systems have been improved in recent years, and the ILO is now able to track the costs from projected outcomes to delivery. The ILO's Outcome-Based Teams meet twice a year to review progress and results. However, according to the interviews, the link between resource allocation and resource mobilisation still needs to be reinforced in order to better match the needs with the resource proposals. The ILO staff interviewed highlighted the recent use of dashboards to monitor the planning, delivery and performance of projects and programmes in a transparent and timely manner.<br><br>4.3-E4 The ILO's budget delivery rate from 2016 to 2019 showed improved costings of management and development results. Interviews indicated that the cost savings resulting from the business process review, such as increased automation, energy efficiency and moving staff to front-office roles, with approximately 15% of back-office roles eliminated thanks to improved efficiencies. | 1, 75 |
| **MI 4.3 Evidence confidence** | **High confidence** |

| MI 4.4: External audit or other external reviews certify that international standards are met at all levels, including with respect to internal audit | Score |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.75** |
| Element 1: External audit conducted which complies with international standards | 4 |
| Element 2: Most recent external audit confirms compliance with international standards across functions | 4 |
| Element 3: Management response is available to external audit | 3 |
| Element 4: Management response provides clear action plan for addressing any gaps or weaknesses identified by external audit | 4 |
| **MI 4.4 Analysis** | **Source documents** |
| 4.4-E1 The external audit conducted for the financial year ending 31 December 2019 was carried out in compliance with international standards (International Public Sector Accounting Standards).<br>4.4-E2 The audit also confirmed compliance with international standards across the ILO functions.<br>4.4-E3 For each external audit, the ILO prepares a management response. According to the interviews, the timely response to audit recommendations has improved in recent years but still needs to be timelier.<br>4.4-E4 The internal audit function carries out its activities with respect to international standards, which include the International Professional Practices Framework of the Institute of Internal Auditors (the IIA standards), and the Uniform Principles and Guidelines for Investigations endorsed by the Conference of International Investigators of the United Nations Organizations and Multilateral Financial Institutions, in addition to the internal audit's own standard operating procedures for investigations. | 74-75 |
| **MI 4.4 Evidence confidence** | **High confidence** |

| MI 4.5: Issues or concerns raised by internal control mechanisms (operational and financial risk management, internal audit, safeguards, etc.) are adequately addressed | Score |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.20** |
| Element 1: A clear policy or organisational statement exists on how issues identified through internal control mechanisms/reporting channels (including misconduct such as fraud, sexual misconduct) will be addressed | 4 |
| Element 2: Management guidelines or rules provide clear guidance on the procedures for addressing any identified issues and include timelines | 3 |
| Element 3: Clear guidelines are available for staff on reporting any issues identified | 2 |
| Element 4: A tracking system is available that records responses and actions taken to address any identified issues | 4 |
| 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) with clear timelines for action | 3 |

| MI 4.5 Analysis | Source documents |
|---|---|
| 4.5-E1 The ILO has a comprehensive framework for internal control mechanisms, which is a component of the governance framework together with the Risk Management Framework and the Accountability Framework. According to ILO staff interviewed, the framework (modelled after the High-level Committee of Management in the UN System) is a major improvement that introduced the idea of the three lines of defence. Interviewees also explained that a statement of internal control has been in place since 2017, with input from an internal letter of representation comprised of a checklist to be signed by all managers (Deputy Director-Generals, departments, regional directors, country directors and managers of major projects). It includes 8 areas of control and 69 questions. Control mechanisms and channels are in place for misconduct such as fraud, and sexual harassment is set out in the Sexual Harassment Policy and Procedures (see also MI 4.8). The attention paid by the ILO to internal control was highlighted by the majority of surveyed partners, who agreed that the ILO adequately addresses issues and concerns raised by internal control mechanisms.<br><br>4.5-E2 The Anti-Fraud and Anti-Corruption Policy sets out guidance for addressing issues raised by internal controls. The guidance states responsibilities but does not include any procedural timelines. The Risk Framework has evolved and improved in recent years, as explained in MI 5.4. Awareness of reputational and financial risks needs to be increased, according to interviews, by institutionalising the process of disseminating lessons learned. There is evidence that in some regional offices, orientation training includes raising awareness of potential risks and mitigation measures.<br><br>4.5-E3 Both the Anti-Fraud and Anti-Corruption Policy and the Reporting Misconduct and Protection from Retaliation Policy define procedures to report issues identified by internal control mechanisms. However, no specific guidelines exist for staff that would specify how they are expected to implement the policy. New staff are provided with guidance on internal control and reporting channels, according to MOPAN's interviews. The ILO staff interviewed also noted that the Finance Department organises regular (almost bi-weekly) question-and-answer sessions to help staff understand internal control and other related issues.<br><br>4.5-E4 The Chief Internal Auditor tracks responses and actions to issues identified in internal control mechanisms. The Chief Internal Auditor submits a report annually to the Governing Body summarising its activities and significant findings, which is made publicly available.<br><br>4.5-E5 The ILO has procedures in place to oversee the issues raised in internal controls. The Independent Oversight Advisory Committee (IOAC) monitors whether identified issues of internal and external audits have been addressed. In 2019, there were concerns about the backlog of cases of fraud and corruption with the Office of Internal Audit and Oversight. In 2020, the IOAC reported progress, but a significant number of cases remained to be addressed, mainly due to an insufficient number of staff. Timeliness of the ILO in responding to recommendations of audits was raised by interviews as an issue that has improved recently but that still needs further improvement. | 74, 76-81 |
| **MI 4.5 Evidence confidence** | **High confidence** |

| MI 4.6: Policies and procedures effectively prevent, detect, investigate and sanction cases of fraud, corruption and other financial irregularities | Score |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.33** |
| Element 1: A clear policy/guidelines on fraud, corruption and any other financial irregularities is available and made public | 3 |
| Element 2: The policy/guidelines clearly define/s the management and staff roles in implementing/complying with them | 4 |
| Element 3: Staff training/awareness-raising has been conducted on policy/guidelines | 2 |
| Element 4: There is evidence of policy/guidelines implementation, e.g. through regular monitoring and reporting to the governing body | 4 |
| 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, and ensures that they are made public | 4 |
| **MI 4.6 Analysis** | **Source documents** |
| 4.6-E1 The ILO has a publicly available Anti-Fraud and Anti-Corruption Policy (2017). An additional policy was recently developed on gifts as this was an area in need of clarification, according to the interviews. ILO staff indicated that the policies could be updated to be more comprehensive. Contracting external collaborators for development co-operation projects is where there is a higher risk of fraud and corruption, according to interviews and the Internal Auditor's 2019 annual report (see MI 4.2). A new policy is being drafted in this respect.<br>4.6-E2 The roles of management and staff are clearly defined in the Anti-Fraud and Anti-Corruption Policy. Interviews confirmed that the policy is supported by the Director-General, who has sent out strong messages to ILO staff on zero tolerance for corruption, sexual harassment, and sexual exploitation and abuse.<br>4.6-E3 The ILO's Ethics Officer and Investigations Unit of the Office of the Internal Auditor and Oversight conduct training and awareness-raising to promote zero tolerance of fraud and corruption. This also includes a new one-week induction workshop for field directors on issues of internal control. However, as the Ethics Officer is a 25% part-time position (there is no full-time Ethics Officer at the ILO), it is not possible to implement a full training programme for the staff, as revealed in the interviews. Interviews also indicated that there is a need to create an institutionalised mechanism for disseminating lessons learned in a timely manner from internal control cases such as mismanagement, results of litigations and unfavourable judgements, although a retroactive review of fraud cases (201519) has been prepared.<br>4.6-E4 The ILO has systems in place for the regular monitoring and reporting of cases of fraud and corruption. It is understood that the system is functioning, based on the annual reporting to the Governing Body by the Chief Internal Auditor, which shows the progress and results of cases investigated. The Committee of Accountability considers cases of fraud and corruption and makes appropriate recommendations to the Director-General. The Chief Internal Auditor reports annually to the Governing Body on the number of fraud cases treated. It was noted during the interviews that in 2020, the delivery of the internal audit was severely impacted due to COVID-19, and field level audits were carried out through desk reviews. The ILO is currently developing a dedicated dashboard for investigations considering the principle of independence to facilitate | 74-75, 78, 82 |

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| their management and monitoring, according to the interviews. The interviewees also explained that the organisation was benefiting from the experience of the UNDP, which has such a dashboard dedicated to the oversight function, as well as a specific unit dealing with it.<br><br>4.6-E5 The ILO has recently reinforced its policies on suspicious misuse of funds with a specific directive issued in 2019 and updated in 2021 ("Reporting misconduct and protection from retaliation") that sets out "whistle-blower" channels and protection. The Anti-Fraud and Anti-Corruption Policy also sets out the channels/mechanisms for reporting misuse. According to the interviews, fraud and misuse tend to go undetected and unreported mostly at the project level. ILO staff interviewed therefore are of the opinion that a robust system should be built for monitoring activities of the implementing partner.<br><br>4.6-E6 Reporting on cases of fraud, corruption and other irregularities is made publicly available and found in the annual audited financial statements, as well as the annual reports of the Chief Internal Auditor and the Committee on Accountability. According to the interviews, the Chief Internal Auditor raises issues on lessons learned, which is included in his annual report submitted to the Governing Body for debate and guidance, and subsequent follow-up by management. Interviewees also noted that the Office of the Internal Auditor and Oversight gives priority to building confidence by making its work on investigations visible so that staff know that there are consequences and sanctions. Every biennium, the ILO issues a document through its International Governance Documents System that details sanctions imposed by the Office on officials who committed acts of misconduct (see also 4.8E7). In addition, the reports of the Ethics Officer are made publicly available and are submitted to the relevant sub-committee of the Governing Body, as explained in the interviews. | 74-75, 78, 82 |
| **MI 4.6 Evidence confidence**<br>*Evidence confidence was assessed as "medium" as for confidentiality reasons the ILO could not share documentary evidence such as progress and reports on cases under investigation.* | **Medium confidence** |

| **MI 4.7: Prevention and response to SEA** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.13** |
| Element 1: Organisation-specific dedicated policy statement(s), action plan and/or code of conduct that address SEA are available, aligned to international standards, and applicable to all categories of personnel | 3 |
| Element 2: Mechanisms are in place to regularly track the status of implementation of the SEA policy at HQ and at field levels | 2 |
| Element 3: Dedicated resources and structures are in place to support implementation of policy and/or action plan at HQ and in programmes (covering safe reporting channels, and procedures for access to sexual and gender-based violence services) | 2 |
| Element 4: Quality training of personnel/awareness-raising on SEA policies is conducted with adequate frequency | 2 |
| Element 5: The organisation has clear standards and due diligence processes in place to ensure that implementing partners prevent and respond to SEA | 2 |
| Element 6: The organisation can demonstrate its contribution to inter-agency efforts to prevent and respond to SEA at field level, and SEA policy/best practice co-ordination fora at HQ | 2 |

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|---|---|
| Element 7: Actions taken on SEA allegations are timely and their number related to basic information and actions taken/reported publicly | 3 |
| Element 8: The MO adopts a victim-centred approach to SEA and has a victim support function in place (stand-alone or part of existing structures) in line with its exposure/risk of SEA | 1 |
| **MI 4.7 Analysis** | **Source documents** |
| 4.7-E1 The ILO has recently put in place key policies for preventing and responding to SEA, and is in the process of setting up mechanisms for their implementation. The dedicated policy (the Directive on the Prevention and Response to Sexual Exploitation and Abuse) issued on 9 July 2020 is applicable to all staff members, including the Director-General, and all third parties engaged by the ILO (e.g. interns, UN volunteers, external collaborators, grantees, implementing partners, vendors, as well as any of their employees or subcontractors). The policy is supported by a 2020 "Prevention of Sexual Exploitation and Abuse (PSEA) Action Plan" submitted to the UN Secretary-General. According to the interviews, there is a need for an overall comprehensive strategy to further operationalise prevention and awareness-raising of SEA in the ILO.<br><br>The terms and conditions of the ILO contracts signed with external providers have been aligned with the Directive. Currently, when recruited ILO officials are required to sign a declaration that they have read and understood the 2013 International Civil Service Commission Standards of Conduct. However, both the declaration and the International Civil Service Commission (ICSC) Standards of Conduct do not mention specifically SEA. According to the 2020 PSEA Action Plan, the Standards of Conduct will be updated to include SEA by end of 2020. However, it was delayed due to an updating of the policy on reporting misconduct and protection from retaliation. The performance appraisals for senior managers do not currently include SEA prevention, although it is planned according to the Action Plan. The letter/checklist of representation to be signed annually by ILO field and HQ managers as part of the ILO accountability framework contains a question (since 2020) asking whether situations involving SEA have been promptly and accurately reported.<br><br>4.7-E2 The ILO has mechanisms in place to track SEA complaints and the broader implementation of the Directive. The complaints of staff members or individuals who wish to pursue the formal process are tracked in a database managed by the Office of the Internal Auditor and Oversight. Annual management certifications on SEA allegations have been submitted to the UN Secretary-General since 2018, in accordance with the UN Secretary-General's bulletin on special measures for protection from sexual exploitation and sexual abuse (ST/SGB/2003/13). The implementation of the SEA prevention and response policy is tracked through the Action Plan established in September 2020 by the Office of Legal Affairs, with inputs from other relevant units. According to interviewees, further efforts are needed at the field level on mechanisms for addressing, reporting and awareness-raising on SEA, considering the increased interaction of ILO staff with vulnerable groups, such as refugees.<br><br>4.7-E3 The resources and structures dedicated to SEA prevention and response within the ILO are currently in need of reinforcement. An internal informal working group comprised of the Human Resources Department (HRD), the Ethics Office and the Office of the Legal Adviser exists to oversee the implementation of the Directive, according to the interviews. The Chief Internal Auditor is the focal point for dealing with SEA (among other responsibilities), and there are no other dedicated (full-time or part-time) staff for the SEA allegations and investigation response. The Action Plan indicates that staff members dealing with SEA should have formalised responsibility in their job descriptions, performance appraisal or similar. However, the ILO has not specified any actions or plans in this area (except for the planned changes to performance appraisals for senior managers mentioned above). According to interviews, SEA prevention and response needs management- | 83-91 |

level staff to champion the process across the HQ and the field offices. The ILO recognises these limitations and, according to the Action Plan, is currently analysing internal co-ordination and focal point responsibilities.

4.7-E4 The organisation has started to introduce SEA prevention and response training for staff, although it is yet to be done frequently and consistently. The ILO has also been involved in piloting a multi-agency virtual reality training course on addressing SEA, and participates in an online SEA prevention and response community of practice supported by the United States Agency for International Development (USAID) and the Ministry of Foreign Affairs of the Netherlands. The HRD department is planning to put in place a compulsory induction course on dealing with SEA, and there are plans to develop an online training module for staff.

In the ILO, awareness-raising on SEA commenced in 2020 with a briefing carried out by the HRD department to senior management, and a working session for all staff. According to the interviews, the Director-General's ownership and leadership on SEA prevention and response play an important part in raising awareness across the Office. There is further work needed at the field level to ensure that the staff and partners are aware of the risk of SEA and their responsibilities in preventing and dealing with it. Also, more work is needed to ensure that personnel understand the distinction between SEA (where the victim is external to the organisation) and sexual harassment (where the victim is part of the organisation's personnel), as a first and important step towards understanding their prevention and the distinct ways in which reporting and follow-up function in each case. The interviews indicated that the terms SEA and sexual harassment are used interchangeably by ILO staff and that, to many, this distinction is not clear. This demonstrates the need for training and awareness-raising activities to put a special focus on building a clear and correct understanding of the concepts. They should also clarify to staff how the ILO Violence and Harassment Convention (No. 190), which the ILO claims covers SEA and sexual harassment, should be understood in respect to both, as the term "SEA" does not figure in it.

4.7-E5 The ILO has begun to adapt its processes with partners concerning SEA prevention and response to comply with the 2018 United Nations Protocol on Allegations of Sexual Exploitation and Abuse Involving Implementing Partners (with reference to the above-mentioned Special Bulletin ST/SGB/2003/13). The 2020 Directive is applicable to all partners of the organisation. As noted above, the terms and conditions of ILO contracts for external providers (available in English, French and Spanish) were revised in 2020 to ensure that they are compliant with the Directive. Further modifications are also underway for other types of agreements, such as implementation agreements, long-term agreements, and non-standard and consultant agreements (to be completed by March 2021 according to the 2020 Action Plan). SEA prevention and response still need to be integrated further into partner programming tools such as checklists, guidelines and templates. According to the partner survey findings, the majority of respondents agree that the ILO requires its partners to apply clear standards for preventing and responding to sexual misconduct in relation to host populations.

4.7-E6 The ILO contributes to inter-agency efforts to address SEA, although it is mainly HQ-focused and less developed at the field level. The organisation participates in the UN Secretary-General's High-Level Working Group on prevention and response to SEA. The annual management certifications on SEA allegations have been reported since 2018. The ILO participates in "Clear Check", a UN-wide system to check staff of allegations of SEA and sexual harassment. Interviews confirmed that at the field level the ILO participates in inter-agency country structures and works with Resident Coordinators on dealing with SEA. The majority of the participants of the ILO partner survey agreed that the ILO participates in joint/inter-agency efforts to prevent, investigate and report on any sexual misconduct by personnel in relation to host populations. At the field level,

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| the Directive indicates that inter-agency community-based complaint mechanisms may be used if available. However, there is no formal field set-up or network for addressing SEA within the ILO at this stage. There are some examples seen at the programme and project level of grievance and response mechanism that could be used for putting forward SEA allegations, such as in the Employment Intensive Infrastructure Programme in Lebanon, where there is a stakeholder hotline and established response mechanisms.<br><br>4.7-E7 The ILO reports publicly on SEA allegations and actions taken on SEA through the Annual Report of the Office of the Internal Auditor, which is also presented to the Governing Body. In addition, allegations are reported annually to the UN Secretary-General. No allegations of SEA against ILO staff were reported in the first three years of reporting (2018, 2019, 2020), and one allegation was reported against a third party (implementing partner) in 2019 (the mandate of the Internal Auditor for addressing SEA commenced only on 11 November 2019). It should also be noted that the Directive sets no targets for the timeliness of responses. The document only states that allegations should be dealt with promptly, without setting a specific time frame.<br><br>4.7-E8 The ILO has not yet subscribed to the inter-agency 2020 UN Protocol on the Provision of Assistance to Victims of SEA, but according to the 2020 PSEA Action Plan, it is considering participating in it. Currently, there is no evidence of any specific victim/survivor-centred approach to investigations, information sharing or other processes connected to SEA. Nor is there a specific support function in place for victims of SEA, or a partnership with a service provider for that effect. The ILO indicated it would seek support from existing services and programmes in the UN system for victims. Further work is needed to introduce a victim/survivor-centred approach across the organisation. Interviewees recognised the need to develop a victim/survivor-centred approach and give the ILO's support to SEA victims/survivors before, during and after the process. | 83-91 |
| **MI 4.7 Evidence confidence**<br>*Evidence confidence was assessed as "medium" as possibly not all activities and actions on SEA were identified, given its cross-cutting nature and confidentiality aspects.* | **Medium confidence** |

| **MI 4.8: Prevention of and response to SH** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.43** |
| Element 1: Organisation-specific dedicated policy statements and/or codes of conduct that address SH available, aligned to international standards and applicable to all categories of personnel | 3 |
| Element 2: Mechanisms are in place to regularly track the status of implementation of the policy on SH at HQ and at field levels | 2 |
| Element 3: The MO has clearly identifiable roles, structures and resources in place for implementing its policy/guidelines on SH at HQ and in the field: a support channel for victims, a body co-ordinating the response, and clear responsibilities for following up with victims | 2 |
| Element 4: All managers have undergone training on preventing and responding to SH, and all staff have been trained to set behavioural expectations (including with respect to SH) | 2 |
| Element 5: Multiple mechanisms can be accessed to seek advice, pursue informal resolution or formally report SH allegations | 3 |
| Element 6: The organisation ensures that it acts in a timely manner on formal complaints of SH allegations | 3 |
| Element 7: The organisation transparently reports the number and nature of actions taken in response to SH in annual reporting and feeds into inter-agency HR mechanisms | 2 |

| MI 4.8 Analysis | Source documents |
|---|---|
| 4.8-E1 The ILO has specific policies in place to address sexual harassment, although there is a need for improvement. The Circular "Sexual harassment policy and procedures", issued on 29 September 2004, sets out the policy and procedures for sexual harassment, which is applicable to all categories of personnel including interns and all individuals with a contractual relationship with the Office. No reference is made to international standards in the Circular. Procedures for formal resolution and timeframes were updated by a 2014 Collective Agreement between the ILO and the ILO Staff Union. Addressing sexual harassment is covered in the 2009 Principles of Conduct for staff. The ILO staff interviewed considered that the current policies outlined in the 2004 Circular should now be improved in a number of respects: it should be possible to receive anonymous allegations; time-limits for lodging a complaint should be more flexible (currently six months); non-staff, such as interns, should have the same possibility as staff to appeal decisions to the Administrative Tribunal of the ILO; protection from retaliation needs to be improved; and staff should be able to lodge a second complaint and also ask for an independent external opinion.<br><br>The ILO has also established and championed new global standards (Convention No. 190) aimed at ending violence and harassment in the world of work, applicable to the ILO and all workplaces globally. Interviews suggested that the ILO considers that the 2018 Model Policy of the UN System does not go as far as ILO Convention 190, in that the Convention better articulates the spectrum of unacceptable behaviours and the intersectionality between different forms of discrimination. The ILO's own policies for addressing sexual harassment are yet to be adapted to make reference to Convention 190. The interviewees also highlighted the need for establishing closer and more active interaction and collaboration on the subject within the UN system, underlining the potential leadership role of the ILO in dealing with sexual harassment in the system because of the existence of the Convention, as well as the existence of specialists in the organisation who work on it.<br><br>4.8-E2 There are mechanisms in place to track sexual harassment allegations and follow-up actions. HRD, the unit responsible for dealing with sexual harassment, monitors and collates allegations and actions taken. The overall implementation of the policy on addressing sexual harassment at the HQ and field levels is monitored by the Joint Negotiating Committee (formed by the Staff Union and the ILO) according to the above-mentioned Collective Agreement. However, based on the available evidence, no documents or systems exist that indicate how this monitoring is carried out. The ILO confirmed that the Senior Management Team has received regular briefs on the measures taken to implement the sexual harassment policy.<br><br>4.8-E3 The roles and structures are set out in the policies, although not always clearly defined as to how they co-ordinate and work together. The main responsibility for implementing sexual harassment prevention and response policy, which can include psychosocial support from the welfare and medical services, lies with the HRD. The ILO Mediator, former and current ILO officials, and the Staff Union have a potential role of providing assistance to staff seeking support for a sexual harassment allegation and informal resolution, but their roles are not defined further. There is a structure in place for formal resolution (appointment of a qualified independent external investigator). The Legal Advisor also plays a role and is consulted on the level of sanctions.<br><br>Moreover, there is a mechanism protecting whistle-blowers reporting sexual harassment from retaliation. In the event of staff facing retaliation for reporting an allegation of sexual harassment, the procedure is to go to the Ethics Officer who carries out an initial assessment to establish if retaliation has taken place. Then it is referred to the Office of the Internal Auditor and Oversight for investigation. According to the interviews, there have been several improvements recently in the fulfilment of roles and responsibilities; for instance, if a person does not want to complain formally, | 13, 71, 75, 80, 83, 92-98 |

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| the HRD and the investigation unit are now expected to take action, whereas previously it was not possible until a formal complaint had been made.<br><br>4.8-E4 Training on preventing and responding to sexual harassment is yet to be made available globally for all staff, although ILO staff can participate in the ITCILO training course on the subject, which is based on Convention 190. According to the interviews, with the ratification of the Convention there has been an increase in the awareness of the issue across the ILO, and the Director-General's ownership and zero-tolerance policy, as well as office-wide campaigns, have been instrumental in the change of culture, as observed by the management (for instance, interviewees said that staff now tend to either object or intervene when they witness violations). However, the gaps in training have been recognised by the ILO, and an online training course on preventing and responding to sexual harassment is being developed. In addition, interviewees underlined that training and capacity building efforts should aim to build confidence in the system and equip the managers with the necessary competencies to take the required actions when needed.<br><br>4.8-E5 The ILO has multiple mechanisms in place to report allegations of sexual harassment, as set out in the policy and collective agreement: informal resolution (third party assistance, facilitation and mediation) and formal resolution (grievance procedures). As stated above, the roles of the different parties, notably in informal resolutions, are not clearly specified in the policy. According to the interviews, the Ethics Officer plays a role as an intermediary, if needed.<br><br>4.8-E6 The ILO set out time limits for each step of the formal complaints mechanism in the 2004 policy, which were updated in the 2014 Collective Agreement. There is evidence that sexual harassment incidents are processed rapidly (for example, for participants in ITCILO courses, those involved in sexual harassment were expelled within 24 hours). All receivable allegations of sexual harassment have to be referred for investigation within a maximum of 20 working days from receipt of the complaint. However, there is a need to put in place an office-wide system to monitor and – if required – improve the implementation speed of the process.<br><br>4.8-E7 Reporting on sexual harassment is limited in that it remains internal and is not transparently reported. The number and nature of actions taken in response to sexual harassment are collated by the HRD and presented to the chairperson of the Governing Body, but are not available publicly or shared within the UN system. All fraud and misconduct cases where disciplinary measures were taken are reported biennially in an information note to all staff. From 2014 to 2017, one case of sexual harassment was reported where an ILO official was given a warning. The 2018-19 information note is yet to be published, but according to the ILO, it will contain one formal complaint of sexual harassment and an investigation initiated by the Director-General under the gross misconduct provisions. As noted before, the ILO participates in Clear Check, a UN wide-system to check staff of allegations of sexual harassment or SEA, in addition to the UN-wide Task-Force on the Prevention of Sexual Harassment. | 13, 71, 75, 80, 83, 92-98 |
| **MI 4.8 Evidence confidence**<br>*Evidence confidence was assessed as "medium" as possibly not all activities and actions on sexual harassment were identified, given its cross-cutting nature and confidentiality aspects, such as the work of the Joint Negotiating Committee.* | **Medium confidence** |

## RELATIONSHIP MANAGEMENT

*Engaging in inclusive partnerships to support relevance, leverage effective solutions and maximise results*

| KPI 5: Operational planning and intervention design tools support relevance and agility within partnerships | KPI score |
|---|---|
| **Satisfactory** | **2.84** |

The alignment of the ILO's strategies with national and regional body strategies and objectives has improved as the ILO moves away from a "one-size-fits-all model", while maintaining flagship programmes globally. The heightened vulnerability created by COVID-19 is recognised in the Preview of the Programme and Budget for 2022-23. ILO staff interviewed indicated that innovative approaches and closer collaboration with the field are needed to further meet the needs on the ground. The involvement of the tripartite constituents, other UN agencies and stakeholders in intervention design and strategic planning promotes consideration of the operating context, although interviews indicated that a more in-depth context analysis was sometimes lacking and still needed. In the survey responses, partners highlighted positive examples of the ability of the ILO to adapt to contextual changes in relation to COVID-19 and its deep understanding of contexts in general, although a few were critical of the ILO's adaptation ability.

The ILO's approaches for addressing weaknesses identified by capacity analyses are of varying depth and quality and are sometimes absent. ILO staff interviewed highlighted that the organisation is more challenged to understand the needs of countries where it is not physically present.

The ILO has reinforced its risk management, although it requires further strengthening as emphasised in the ILO's Strategic Plan for 2022-25. Interviews highlighted the need to better manage the risks of working with implementing partners and external collaborators. The growing priority given by the organisation to address sexual exploitation and abuse has yet to be seen in the ILO's risk analyses.

The organisation has given increasing importance to the sustainability of the long-term benefits of its interventions, although limited and varying measures to ensure sustainability are seen in the ILO's interventions, according to evaluations.

The ILO has placed priority on improving the efficiency and effectiveness of institutional procedures and processes, as emphasised by the Strategic Plans for 2018-21 and 2022-25. The organisation has established a number of measures to track the speed of implementation and efficiency. Interviews emphasised that implementation speed still needs to be improved.

| MI 5.1: Interventions/strategies aligned with needs of beneficiaries and regional/country priorities and intended national/regional results | Score |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.50** |
| Element 1: The organisation's country or regional strategies refer to national/regional body strategies or objectives | 4 |
| Element 2: Reviewed interventions/strategies refer to the needs of beneficiaries, including vulnerable populations | 3 |
| Element 3: The organisation's country strategies or regional strategies link targeted results to national or regional goals | 3 |
| Element 4: Structures and incentives are in place for technical staff that allow them to invest time and effort in alignment processes | 4 |

| MI 5.1 Analysis | Source documents |
|---|---|
| 5.1-E1 The alignment of the ILO's country/regional strategies with national/regional body strategies and objectives has improved (a point raised for improvement in the 2015-16 MOPAN assessment) as the ILO moves away from a "one-size-fits-all model" while maintaining flagship programmes globally, as evidenced in the documentation and interviews. An example cited by interviews is the alignment with the Abidjan Declaration (2019) that sets the priorities for the future of work in Africa. The ILO country strategies (DWCPs) of the sampled countries (Bangladesh, Ethiopia, Haiti, Iraq, Moldova) refer to national strategies and national development plans. The flagship programmes are designed to be coherent and adapted according to the needs, as explained by the ILO staff interviewed. Interviews also indicated that the DWCP process involves steering committees formed by tripartite partners, donors and beneficiaries at local, provincial, regional and national levels. In addition, the DWCP checklist requires that DWCPs are aligned with continental, regional and sub-regional development priorities. Interviews highlighted that ongoing communication with the employers' and workers' organisations helps the ILO identify the priorities, interests and needs of its social partners. The ILO has had to adapt its strategies to the changing priorities of governments and partners during the COVID19 pandemic. In this context, the virtual working environment, which emerged due to the pandemic, made it possible for staff to interact with ministers in the member states, and the ILO was able to use its convening power at the ministerial level in certain regions to identify needs and objectives. | |
| 5.1-E2 The interventions and strategies of the ILO have increasingly referred to the needs of vulnerable populations (such as unemployed youth, migrants, people with disabilities, workers with HIV/AIDS, women in the informal sector, domestic workers, members of indigenous groups and ethnic minorities), and the ILO through its projects and programmes has increased its support to these populations. The DWCPs of the sampled countries refer to these vulnerable populations but to varying degrees, depending on both the context and the analysis carried out. According to the interviews, the intervention design is an iterative process in the ILO where issues are identified through research and verified by stakeholders that would be affected by proposed interventions, not only constituents but also other beneficiaries such as women and children. For the ILO, achieving buy-in from constituents is an institutional obligation, and for this reason they are also involved in the design process.<br><br>Interviews revealed that the ILO's focus on interventions on women in the informal sector, domestic workers, unemployed youth, refugees and migrants has particularly increased during COVID-19 as these populations have been hit hard by the pandemic. The staff interviewed explained that at the country level, the ILO also works with civil society organisations, constituting a channel for the organisation to interact with beneficiaries. The new vulnerability created by COVID-19 is also recognised in the Preview of the Programme and Budget proposal for 2022-23. According to the interviews, a COVID-19 dimension was added to new projects to quantify the need to respond to the crisis. A specific focus area in the COVID-19 situation was explained during interviews as child labour, where countries risk losing the gains of many years of work to eliminate such practice. The ILO is addressing the needs in this area by working with governments and seeking to help set priorities for better impact. Returning migrants is another vulnerable group on which the ILO specifically focused during COVID-19, with the organisation taking steps to adapt its projects based on their immediate needs and issues, as explained in the interviews. The large majority of survey respondents agreed that the ILO was responding to the needs of beneficiaries, including the most vulnerable. | 8, 11, 21, 99-104 |

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| 5.1-E3 The DWCPs refer to national and regional goals; therefore, they link their results to these goals. This alignment was also confirmed by the vast majority of surveyed partners, who agreed that the ILO's work is designed and implemented to fit with national programmes and intended results. Interviews confirmed that the ILO supports national governments in further refining their priorities and interventions, especially in the areas where national systems are weak (such as in the field of migrant workers). They indicated that innovative approaches and closer collaboration with the regional and country offices are needed in order to meet the needs of constituents. The ILO also pays attention to internal policy coherence through intense collaboration between departments, as well as to the alignment with the programme cycles under the spirit of "One UN", according to the interviews.<br><br>5.1-E4 The ILO has increasingly invested time and effort in the alignment process, as seen in the DWCPs of the sampled countries. All DWCPs reviewed showed that time and resources were devoted to consultations with national stakeholders to establish joint locally led priorities. Furthermore, ILO staff have the guidance, autonomy and flexibility in decision making to respond to needs, according to interviews. However, a donor responding to the partner survey stated that "[t]he ILO's [country office's] strong reliance on HQ/R[egional office] guidance limits its ability to move independently on the ground and be as flexible as it could otherwise be to react to local needs and developments". The ILO staff interviewed also explained that sufficient time and effort are now invested in the standard-setting process through ongoing dialogue with the constituents, questionnaire surveys, and reviews of laws and practices in the member states, which was not the case previously when there was a tendency to conclude the process through consultation with a limited number of countries. | 8, 11, 21, 99-104 |
| | **High confidence** |

| **MI 5.2: Contextual/situational analysis (shared where possible) applied to shape intervention designs and implementation** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.50** |
| Element 1: Intervention designs contain a clear statement positioning the intervention within the operating context | 2 |
| Element 2: Reflection points with partners take note of any significant changes in context | 3 |
| **MI 5.2 Analysis** | **Source documents** |
| 5.2-E1 The operating context is integrated into intervention designs through an analysis that supports the project or programme. The DWCPs of the sampled countries all contain a context analysis as a full chapter that varies in depth and criteria. The DWCP guidelines provide guidance and tools for carrying out country-level diagnostics. The involvement of the tripartite constituents, other UN agencies and stakeholders in intervention design and strategic planning also ensures that the operating context is taken into account, although a more in-depth analysis is still needed, according to the interviews, to determine where the ILO can add value. The survey findings indicated that the large majority of respondents agreed that the ILO's work is tailored to the specific situations and needs of the local context.<br><br>Regarding the COVID-19 pandemic, the ILO showed an ability to adapt to the changing operating context and re-focus its human-centred approach endorsed by the Centenary Declaration, as confirmed in the documentation and interviews. ILO staff interviewed explained that there is now a need for a more in-depth understanding of how to establish a human-centred approach and | 11, 15, 50, 104-105 |

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|---|---|
| interact more with NGOs and workers, and to this end the organisation is focusing on how the human-centred approach can be articulated into an intervention model so that it supports post-COVID socio-economic recovery.<br><br>5.2-E2 The COVID-19 pandemic brought significant changes to the operating context. Survey comments from partners highlighted positive examples of the ability of the ILO to adapt to contextual changes, with the response to COVID-19 cited often. However, some comments were critical of the ILO's ability to adapt to local contexts (e.g. non-adaptation of global programmes), carry out the necessary situation analyses to orientate projects, reach the most vulnerable, and build sustainability into its projects and programmes. Interviews cited the ILO's success in implementing the transformative agenda for gender equality as an example of the ability to adapt to global contextual changes. Further work in this direction is needed for responding to climate change and ensuring that the COVID-19 recovery is "green", according to the interviewees. | 11, 15, 50, 104-105 |
| **MI 5.2 Evidence confidence** | **High confidence** |

| **MI 5.3: Capacity analysis informing intervention design and implementation, and strategies to address any weakness found are employed** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.40** |
| Element 1: Intervention designs contain a clear statement of capacities of key national implementing partners | 2 |
| Element 2: Capacity analysis, from the perspective of using and building country systems, considers resourcing, staffing, monitoring and operating structure | 3 |
| Element 3: Capacity analysis statement has been jointly developed with country partners and shared with development partners | 2 |
| Element 4: Capacity analysis statement includes clear strategies for addressing any weaknesses, with a view to sustainability, where applicable developed jointly with development partners | 2 |
| Element 5: Reflection points with partners take note of any significant changes in capacity | 3 |
| **MI 5.3 Analysis** | **Source documents** |
| 5.3-E1 The intervention designs of the ILO contain statements of capacities of key country partners, such as tripartite constituents. However, they vary in depth and analysis, as evidenced by the DWCPs reviewed. The ILO staff interviewed highlighted that the organisation is more challenged to understand the needs of countries where it is not physically present or when there is not a country strategy. The staff also explained that capacity analysis is integrated into the intervention design process, as capacity development is a core part of the ILO's approach to development co-operation, and therefore, the organisation has a thorough understanding of the capacities of its constituents. The large majority of respondents of the partner survey agree that the ILO takes into account national/regional capacity.<br><br>5.3-E2 The ILO's Development Cooperation Strategy (2020-25) supports developing national capacity plans. The DWCPs of sampled countries imply using and building country systems to varying degrees. The ILO's strategy for Institutional Capacity Development (2019) emphasises the integration of the capacity development needs of its tripartite constituents in interventions. According to interviews, the ILO has a variety of tools to support countries in improving their overall core and technical capacity, with an ultimate aim of contributing to the national dialogue and policy-making systems and processes, as well as the ability of social partners to serve their own members. | 46, 50, 99-102, 104 |

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| 5.3-E3 Where the ILO has carried out capacity analyses, for example in DWCPs, it is implied that they were carried out with country partners, such as tripartite constituents. The ILO recognises the need to increase the inclusiveness and effectiveness of these analyses and is piloting a self-assessment tool on capacity analysis developed with the Swedish International Development Cooperation Agency (SIDA), according to interviews. Likewise, interviews indicated that the organisation is currently focused on identifying capacity gaps linked with addressing the challenges caused by COVID-19, particularly related to those with specific needs, such as informal economy workers, women and young people.<br>5.3-E4 The need to support countries in addressing capacity weaknesses is recognised in the ILO's Development Cooperation Strategy (2020-25). Where capacity analyses are carried out, the ILO includes strategies for addressing weaknesses, such as in the DWCPs. However, these strategies are of varying depth and quality and are sometimes not made. Interviews indicated that the above-mentioned self-assessment tool will improve the ILO's approach in this respect.<br>5.3-E5 The implications for partners and their capacity due to the COVID-19 pandemic have been recognised by the ILO, as seen by the guidance for staff issued in April 2020, which emphasises the need for agility and flexibility in supporting constituents' needs. The ILO staff interviewed indicated that the organisation is also conscious of recognising the absorption capacity of partners. For example, when there was an increase in funding to respond to the Syrian refugee crisis, the interventions had to be slowed down due to limited absorption capacity of partners. | 46, 50, 99-102, 104 |
| **MI 5.3 Evidence confidence**<br>*Evidence confidence was assessed as "medium" because evidence related to the capacity analysis dimension is fragmented across multiple processes and mechanisms, and therefore not all relevant evidence may have been identified.* | **Medium confidence** |

| **MI 5.4: Detailed risk (strategic, political, reputational, operational) management strategies ensure the identification, mitigation, monitoring and reporting of risks** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.20** |
| Element 1: Intervention designs include detailed analysis of and mitigation strategies for operational risk | 3 |
| 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 | 2 |
| Element 4: Intervention designs include detailed analysis of and mitigation strategies for reputational risk | 2 |
| Element 5: Intervention design is based on contextual analysis including of potential risks of sexual abuse and other misconduct with respect to host populations | 1 |
| **MI 5.4 Analysis** | **Source documents** |
| 5.4-E1 The management of operational risk has been reinforced within the ILO with the revision of the overall Risk Management Framework in 2019 and the supporting manual. According to the interviews, it is the main tool for the identification, analysis, reporting and mitigation of four categories of risk: financial, operational, strategic and reputational. Risk analyses are maintained at the country level, within projects and the DWCP. These analyses and registers vary in depth, | 3, 8, 13, 50, 99, 102, 104, 106-113 |

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| and improvements are needed in linkages between them to ensure a consistent approach to risk management. The Preview Programme and Budget for 2022-23 includes an analysis of implications of the COVID-19 pandemic. Interviews indicated that further efforts are needed to disseminate lessons learned internally on and from risk management. ILO staff interviewed explained that the HQ Senior Risk Officer provides support to the field offices in understanding and managing risk, and an online training package for the risk management manual and outreach for groups, as well as one-to-one advice, are available for this purpose. | |
| 5.4-E2 Strategic risk is managed within the overall Risk Management Framework and featured within the different risk registers and analyses to varying degrees, depending on the context and the nature of the interventions. The ILO's Strategic Plan for 2022-25 states that it "will reinforce its systems of risk management in the face of growing uncertainties in order to ensure business continuity". Interviews confirmed that strategic risks may be addressed at different levels of the organisation, including the senior management team, with the Senior Risk Officer providing guidance to regional offices and for major projects, as described below. | |
| 5.4-E3 Political risk is managed within the overall Risk Management Framework and featured within the different risk registers and analyses to varying degrees, as described above. Political risk was often under-represented in the sample of risk registers/analyses examined, although interviews indicated that political risks did affect the ILO's work, notably with regard to the level of government support, or instability caused by elections. Interviews indicated that the Senior Risk Officer is alerted for projects with budgets over USD 1 million and provides support to projects with budgets of more than USD 5 million, as well as for those projects identified as high risk, political or otherwise. | |
| 5.4-E4 Reputational risk is managed within the overall Risk Management Framework and featured within the different risk registers and analyses to varying degrees. According to the interviews, development co-operation projects should be monitored consistently, and the activities of implementing partners should be better monitored using a robust system to manage reputational risks. The ILO staff interviewed explained that although there is a comprehensive toolkit that includes risk assessment, along with opportunity analysis and theory of change (ToC), its use depends on the manager in place. Interviewees also underlined that there is a need to reinforce controls of external collaborators and manage related risks with their involvement. Staff interviewed also explained that the HRD is drafting a new policy for this purpose that will define criteria for the selection of external collaborators as well as fees and qualifications. The staff believed that this would help address the associated risks in this area. Staff also emphasised that the ILO assesses the reputational risks associated with co-branding with companies and does not accept companies if they do not respect labour standards. Further improvements are needed to increase awareness within the ILO of reputational and financial risks, according to interviews. | 3, 8, 13, 50, 99, 102, 104, 106-113 |
| 5.4-E5 The potential risk of sexual abuse and other misconduct has taken a higher priority within the ILO with the introduction of the Directive on the Prevention and Response to Sexual Exploitation and Abuse and the action plan, as described further in MI 4.7. According to the interviews, the Senior Risk Officer advises on SEA-related risks during the development phase of major projects to ensure that such risks are covered. Interviewees also noted that many donors have clauses and conditions related to SEA risks, and they are becoming a standard component in agreements. The ILO is therefore working to include the assessment of such risks in its standard contracts for all external collaboration, including implementing partners and consultants. However, the sample of documents provided to the assessment team suggests that this priority has yet to become an integral part of contextual analyses in country risk registers, project risk registers and DCWPs | |

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| (risk analyses). Interviewees noted that the ILO considers that it is less exposed to this type of risk compared to other UN agencies, given the nature of its normative work and limited direct contact with end beneficiaries. Nevertheless, there is also recognition among the staff interviewed that the potential for this risk is growing as the ILO's projects increasingly serve vulnerable populations such as women refugees. The efforts taken to reduce the ILO's risk exposure to SEA are detailed in MI 4.7. | 3, 8, 13, 50, 99, 102, 104, 106-113 |
| **MI 5.4 Evidence confidence**<br>*Evidence confidence was assessed as "medium" because evidence related to risk management is fragmented across multiple processes and locations, and therefore not all relevant evidence may have been identified.* | **Medium confidence** |

| **MI 5.5: Intervention designs include the analysis of cross-cutting issues (as defined in KPI 2)** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.50** |
| Element 1: Approval procedures require an assessment of the extent to which cross-cutting issues have been integrated in the design | 3 |
| Element 2: Plans for intervention monitoring and evaluation include attention to cross-cutting issues | 4 |
| **MI 5.5 Analysis** | **Source documents** |
| 5.5-E1 Approval procedures are in place that require the consideration of cross-cutting issues during intervention design. The checklists and guidance for DWCPs, RBSA programming and development cooperation projects all require that four recognised ILO cross-cutting issues (gender equality and non-discrimination, international labour standards, tripartism and social dialogue, and environmental sustainability) are integrated into the intervention design. Further details are provided in KPI 2.<br>5.5-E2 Plans for intervention monitoring and evaluation require consideration for cross-cutting issues. The evaluation policy guidelines require that the cross-cutting issues of gender, non-discrimination, social dialogue and normative context should be considered in evaluations. Although these issues are featured throughout the new ILO Strategic Plan (2022-25) they are not clearly labelled as cross-cutting issues as in previous strategies, so their future monitoring would need to be clarified, as detailed in KPI 2. | 21-22, 25, 44, 47-48 |
| **MI 5.5 Evidence confidence** | **High confidence** |

| **MI 5.6: Intervention designs include detailed, realistic measures to ensure sustainability (as defined in KPI 12)** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.50** |
| 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 |
| Element 2: Intervention design defines key elements of the enabling policy and legal environment required to sustain the expected benefits of successful implementation | 2 |
| 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 for sustainability, the intervention plan directly addresses these reforms and processes in a time-sensitive manner | 3 |

| MI 5.6 Analysis | Source documents |
|---|---|
| 5.6-E1 The ILO has given increasing importance to the sustainability of its interventions, an area where improvements are needed. The ILO Institutional Capacity Development Strategy (2020-25) and the Development Cooperation Strategy (2020-25) both emphasise the need for sustainability, and the DWCP guidebook indicates sustainability as a good practice. The ILO's intervention designs as seen in the DWCPs of sampled countries include limited and varying statements on measures to ensure sustainability. As detailed in KPI 12, the ILO's evaluations indicated that there are limitations in sustainability and that the aspect of the long-term benefits of its interventions is still a work in progress. Interviews recognised the need to take the necessary measures for sustainability, for example by moving away from one-off disconnected interventions, establishing broader partnerships and finding new resources. The majority of surveyed partners agreed that the ILO designs and implements its work in such a way that its effects and impact can be sustained over time.<br><br>5.6-E2 The intervention designs in the reviewed DWCPs refer to the key elements of the policy and legal environment. However, the depth of analysis and scope of the policies and legal instruments described in them vary widely. Often the relevance of these elements for intervention sustainability is not fully analysed or explained.<br><br>5.6-E3 The evaluation policy guidelines require that the likelihood of sustainability of an intervention is considered in evaluations. Evaluation reports detail the progress of interventions towards sustainability and improvements needed (see also KPI 12). However, the DWCP Results Monitoring Plan of the countries reviewed does not detail assumptions on sustainability.<br><br>5.6-E4 The need for shifts in policy and legislation required for sustainability are identified to varying degrees, but not consistently in intervention designs, as seen in the DWCPs of sampled countries. Interviews indicated that the HQ now work with the regional co-ordinators to design systems that are more responsive to shifts in policy. The Better Work Flagship Programme was cited in the interviews as an example of where the intervention plan encouraged social dialogue between tripartite constituents, leading to sustainable and positive changes in working environments. | 47, 50, 99, 101-102, 104-105, 114-115 |
| **MI 5.6 Evidence confidence**<br>*Evidence confidence was assessed as "medium" because evidence related to sustainability measures is fragmented across multiple types of intervention design, and therefore not all relevant evidence may have been identified.* | **Medium confidence** |

| **MI 5.7: Institutional procedures (including systems for hiring staff, procuring project inputs, disbursing payment, logistical arrangements, etc.) positively support speed of implementation and adaptability in line with local contexts and needs** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.25** |
| Element 1: The organisation has internal standards set to track implementation speed | 3 |
| Element 2: Institutional procedures are adaptable to local contexts and needs | 4 |
| Element 3: The organisation benchmarks (internally and externally) its performance on implementation speed across different operating contexts | 3 |
| Element 4: Evidence that procedural delays have not hindered speed of implementation across interventions are reviewed | 3 |

| MI 5.7 Analysis | Source documents |
|---|---|
| 5.7-E1 As part of its internal reform, the ILO has placed priority on improving the efficiency and effectiveness of institutional procedures and processes. Both the Strategic Plans for 2018-21 and 202225 set as one of the ILO's ambitions to become more efficient. The organisation has put in place a number of measures to track the speed of implementation and efficiency in general. Programme implementation is tracked and reported on every six months for each Programme and Budget outcome. This is complemented by the annual progress reports of the Programme and Budget. Guidance is provided on financial delivery targets for the project cycle. Various real-time dashboards, with built-in alerts, trigger planning and task timelines for the ILO managers. Interviews recognised that implementation speed still needs to be improved, but also that the normative nature of the ILO's mission and its tripartite structure mean that consensus has to be reached across the constituents, thus slowing the implementation process. | |
| 5.7-E2 The ILO has shown an ability to adapt procedures to local contexts and needs. Adaptability is also facilitated by operational decision making being decentralised to country offices, Decent Work Technical Support Teams, regional offices and technical units. Directives and approval thresholds allow local approval of activities and interventions, but are still in line with the overall rules and regulations of the organisation. The ILO's response to COVID-19 indicates that it was able to adapt its procedures to the change in context and re-orientate projects, such as those for vulnerable groups, as confirmed by interviews and documentation. According to the survey findings, a large majority of respondents believe that the ILO adapts its work as the context changes. | |
| 5.7-E3 The ILO has increased the performance benchmarking of implementation efficiency measures in recent years. The management dashboards allow comparison of performance measures across countries. Monitoring of slippage (estimated transaction costs and actual transaction costs) provides a benchmarking of funds' efficiency and is carried out on a monthly basis. In addition, the ILO benchmarks other key processes, such as the timeline for completion of the DWCPs, also against other UN agencies, according to the interviews. An example of external benchmarking was found in the high-level evaluation of research and knowledge management, which was a brief review and comparative analysis of research and knowledge management strategies and approaches of the UN system and international financial institutions (seven organisations in total). Interviews confirmed that the evaluation reports are taken seriously internally and used to improve performance. As described above, the speed of implementation is affected by the tripartite decision-making process, as all activities of the ILO have to be endorsed by tripartite constituents. This limitation was also raised in the partner survey, as a donor commented: "The ILO's great strength is its tripartite composition – also its greatest challenge. Achieving results can be a long and difficult process, but the process is nonetheless valuable." Partners surveyed and ILO staff interviewed also noted that there is room for improvement in the speed of UN joint programming, where the design process can be time-consuming and leaves less time for delivery. | 3, 6, 11-13, 15, 56, 116-121 |
| 5.7-E4 The ILO has seen improvements in project implementation as a result of the business process review and consequently the adoption of better procedures, such as decentralisation of some decision making. Evaluations provided examples where the procedural delays hindered the speed of implementation, such as with delayed procurement, mainly in staffing and the time taken to adapt to the operating environment of the country. The evaluations equally provided examples of where procedures had facilitated the timely implementation of projects. Positive examples of rapid processes were also cited by interviews, such as in surveying beneficiaries | |

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| using technological solutions, or in reviewing international labour standards under the Standards Initiative, and making review findings available faster. However, the Programme Implementation Report for 2018-19 stated for Outcome 8 ("Protecting workers from unacceptable forms") that delays were seen in approving major new projects.<br><br>Interviews indicated that although the recruitment process improved as a result of the business process review (both in terms of length and transparency), it can still be lengthy (around five months), considering the duration of projects and the growth of portfolios in the field offices. Interviews also revealed that some solutions were found to this issue, such as advertising with a "funds availability" disclaimer before the contract is signed with the donor. However, considering the time needed to train the staff recruited, it still may take six to eight months to fill a vacancy in programmes, as explained by the interviewees. ILO staff interviewed also indicated that there is not a pool of external collaborators, which could be a solution to speed up the process of engaging individual consultants. Furthermore, it is understood from the interviews that approving a company's involvement in a flagship programme can take from three months to one year, which is a long period of time that can negatively affect the overall programme. Interviewees also noted that as the portfolios of some regions are expanding rapidly, improvements are required in the delivery processes. | 3, 6, 11-13, 15, 56, 116-121 |
| **MI 5.7 Evidence confidence** | **High confidence** |

| **KPI 6: Partnership working is coherent and directed at leveraging and catalysing the use of resources** | **KPI score** |
|---|---|
| **Satisfactory** | **2.80** |

The collaborative advantage of partnerships is seen as an important delivery modality for the ILO, as stated in the Centenary Declaration and reaffirmed in the Strategic Plan for 2022-25. The ILO has established stronger synergies with a range of development partners since 2017, including UN agencies, the private sector, parliamentarians, faith-based organisations, NGOs and civil society. COVID-19 has accelerated partnerships and collaborations within the UN, given the need for multi-sectorial responses. Although not consistently clear, the ILO's global guidance and policies on development co-operation and capacity building emphasise strategies and modalities to ensure synergies will be leveraged from partnerships.

Supported by the UN and internal reforms, the ILO has increased its active engagement in joint exercises/mechanisms within the UN system. This has improved since the 2015-16 MOPAN assessment, which found a lack of participation in the multilateral system in general. At the global level, the ILO participates in a number of areas for better harmonisation, ranging from administrative arrangements to capacity building. At the country level, it participates in common UN-wide country assessments and the United Nations Development Assistance Framework (UNDAF, now the United Nations Sustainable Development Cooperation Framework – UNSDCF). The ILO is careful to ensure that the shared services with other UN entities are efficient. Nonetheless, the transaction costs of collaborating with the UN system at the country level remain high, as the ILO teams are relatively small compared to other UN agencies, as explained in the interviews.

The ILO has a strong commitment to the 2030 Agenda, as seen in its Strategic Plan for 2022-25 and the End to Poverty Initiative, the ILO's vehicle for its contribution to the 2030 Agenda. The organisation's commitment to the Nairobi Principles is found in its South-South and triangular co-operation approach of development partnerships and reinforced in key policies, such as the ILO's Development Cooperation Strategy 2020-25.

The ILO has shown a commitment to transparency by voluntarily submitting information to IATI, and as of January 2021 is a member of IATI. It responds to partners' queries on analysis, budgeting and management in several fora. Data and information from the ILO are also increasingly available in multiple formats, such as dashboards.

Because of its tripartite structure, the ILO distinguishes between accountability to its tripartite constituents and the affected populations of its interventions ("end beneficiaries" as referred to by the ILO staff interviewed). Accountability to tripartite constituents is strong given their role in ILO governance both globally and at the country level, and many standards and procedures are in place to ensure that accountability. There are no standards or procedures in place for accountability to end beneficiaries, and it is still a work in progress, according to documents analysed for this assessment and interview findings. Rather than a common approach, there are various elements of accountability to end beneficiaries in place across the ILO's flagship programmes, in addition to a current initiative to develop common social and environmental safeguards.

Within the UN Sustainable Development Cooperation Framework, the ILO has been increasingly active in developing system-wide evaluations, in addition to joint evaluations that it has carried out with the UNDP, UN Educational, Scientific and Cultural Organization (UNESCO) and other UN agencies to date. It has increasingly participated in multi-stakeholder dialogues at the country, regional and global levels. The ILO has no systematic use of surveys or other methods to understand partners' experiences in working together; evaluations are used as the main way for the ILO to understand this aspect.

The ILO's Strategic Plan (2018-21) and Knowledge Strategy (2018-21) recognise the organisation's role as a knowledge leader. In recent years, the ILO has made an effort to produce knowledge products in more user-friendly formats. Evidence confirmed that the organisation's knowledge products are highly utilised by governments, constituents and other stakeholders. However, there was limited knowledge within the ILO about the usefulness and uptake of these products, according to a 2020 evaluation. The ILO also produced timely knowledge products in response to the COVID-19 pandemic.

| **MI 6.1: Planning, programming and approval procedures make partnerships more agile when conditions change** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **2.67** |
| Element 1: Procedures in place to encourage joint planning and programming | 3 |
| Element 2: Mechanisms, including budgetary, in place to allow programmatic changes and adjustments when conditions change | 3 |
| Element 3: Institutional procedures for revisions permit changes to be made at the appropriate level to ensure efficiency | 2 |
| **MI 6.1 Analysis** | **Source documents** |
| 6.1-E1 Since 2017, the ILO has made progress in joint planning and programming, particularly with the UN system and tripartite constituents. At the global level, the ILO has committed to joint planning with UN bodies, such as through the mutual recognition process, as emphasised by the Centenary Declaration for the Future of Work. Participation in system-wide planning and programming was also seen, for instance, for indigenous persons and the Global Compact. The ILO also adheres to the Busan Principles (2011) and the Nairobi Outcome Document (2016) of the Global Partnership for Effective Development Cooperation. At the country level, joint planning with tripartite constituents is an institutional procedure required for the development of the DWCPs. The ILO has also participated in joint UN assessment and programming at the country level, for example, through rapid assessments of needs in response to COVID-19, in addition to the procedures in place to participate in UN Common Country Assessments. At the project level, evaluations showed positive examples of joint design and implementation of projects.<br><br>6.1-E2 Measures were introduced in the 2016/17 budget period to monitor better programme delivery, and supported the redeployment of resources towards the highest priorities in an agile and timely manner. However, aside from these measures, formal mechanisms were not identified, although in practice programming and budgets were revised when conditions changed. This was most recently seen in response to COVID-19, where the ILO was able to make adjustments | 2, 13-15, 50, 65, 121-125 |

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| to programmes and budgets and to repurpose projects, including joint delivery with other UN agencies. Interviews indicated that adaptive corporate guidance and flexible donor conditions for cost extensions enabled emergency cost transfers and the rapid repurposing of projects in response to COVID-19 (as an example, some 25% of ILO resources in the Africa region were reoriented to address COVID-19). Examples were also cited in the interviews on joint resource mobilisation for the UN COVID-19 response bridging the humanitarian-development nexus to help countries both address the immediate impact of the pandemic and build the long-term capacity of constituents (such as in social protection systems, occupational safety and health, and support to small and medium-sized enterprises). ILO staff underlined that the ILO has engaged in timely, effective and agile joint delivery with other UN agencies. The majority of the partners who responded to the survey also agreed that the ILO adapts to changing conditions.<br><br>6.1-E3 The revision of procedures with and within partnerships permits the ILO to improve its efficiency. A range of financial and administrative services have been streamlined together with other UN agencies. At the project level, synergies and cost-sharing between projects and their implementing partners have seen efficiency gains, as detailed further in MI 11.1. The progress reports on the implementation of the Development Cooperation Strategy (2015-20) details the institutional procedures in place for changes to improve efficiency in partnerships, as supported in the successive Development Cooperation Strategy (2020-25).<br><br>As explained previously, ILO staff interviewed commented that improvements in efficiency were still needed in recruitment and in the processes for establishing partnerships with companies. Interviews also revealed that although it was declared in 2015 that each country office should have at least one technical specialist, there are still offices without one. In addition, the staff interviewed highlighted that there is a need for more decentralised decision making by the field offices to speed up the processes to support the constituents. As indicated in MI 4.2, the Internal Auditor's 2019 annual report suggested oversight of partners receiving ILO grants needed to be improved. | 2, 13-15, 50, 65, 121-125 |
| **MI 6.1 Evidence confidence** | **High confidence** |

| **MI 6.2: Partnerships are based on an explicit statement of comparative or collaborative advantage i.e. technical knowledge, convening power/partnerships, policy dialogue/ advocacy** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.40** |
| Element 1: Corporate documentation contains clear and explicit statement on the comparative advantage that the organisation is intending to bring to a given partnership | 4 |
| Element 2: Corporate documentation contains a clear and explicit statement on the collaborative advantage that the organisation intends to realise through a given partnership | 4 |
| Element 3: Resources/competencies needed for intervention area(s) are aligned to the perceived comparative or collaborative advantage | 3 |
| Element 4: Comparative or collaborative advantage is reflected in the resources (people, information, knowledge, physical resources, networks) that each partner commits (and is willing) to bring to the partnership | 3 |
| Element 5: [UN] Guidance on implementing the Management and Accountability Framework exists and is being applied | 3 |

| MI 6.2 Analysis | Source documents |
|---|---|
| 6.2-E1 The collaborative advantage of partnerships is seen as an important delivery modality for the ILO, as stated in the Centenary Declaration and reaffirmed in the Strategic Plan for 2022-25. In practice, this is illustrated through the tripartite model of the ILO and its partnerships with organisations, both within the UN system and externally where there are shared interests and goals.<br><br>6.2-E2 The ILO emphasises the comparative advantage of its tripartite model which is seen as an effective partnership for reaching consensus and achieving outcomes, as highlighted both in the documentation and interviews. At the global, country, regional and project levels, the ILO establishes partnerships where there are shared interests but also comparative advantages, as illustrated by the findings of evaluations in the field of private-public partnerships. Surveyed partners were also positive about the ILO's approach to partnerships, with the large majority agreeing that the ILO's work with partners is based on a clear understanding of why it is best placed to target specific sectoral and thematic areas. When commenting on the strengths of the ILO, partnership was mentioned. The following are examples of donors' comments: "It strives to work in partnerships. It worked very collaboratively with national and international partners" and "we can see a well-functioning partnership. The ILO office [in-country] is receptive, quick on responding to questions, we have a good dialogue with honest feedback on progress, challenges and success."<br><br>6.2-E3 The resources and competencies of ILO partnerships are able to provide comparative advantages, such as with tripartite partners who bring their own perspectives and local knowledge. The ILO also establishes partnerships with other UN agencies and external stakeholders to maximise their comparative advantages. Evaluations illustrate where partnerships have achieved this, such as using the ability of private-public partnerships to reach and influence certain stakeholders. It was explained in the interviews that the ILO collaborates with other UN agencies in order to access funding for joint project proposals, scale up and benefit from the mutually complementary competencies, and currently, most ILO projects include at least one UN partner. The ILO staff interviewed also highlighted that the organisation recognises the need to build the capacity of their constituents to engage in UN co-operation. Interviews stressed the need for the ILO and other UN agencies to focus on their competitive advantages in partnerships and assess any risks involved (see also MI 5.4).<br><br>6.2-E4 Although not consistently clear, partnerships established by the ILO illustrated where collaborative advantages were reflected in the dedicated resources. For example, the regional ILO office in Africa is leading on social protection and has brought in commitment and resources from other UN agencies for joint programming and advocacy, as explained in the interviews. Evaluations also provided examples where the comparative advantages of partners were reflected in the resources committed, such as with social protection floors.<br><br>6.2-E5 In support of partnerships, the UN Management and Accountability Framework has been operational within the ILO since March 2019. However, not all aspects of the framework have been implemented, such as governance issues, including the proposed dual reporting line at the country level. As this will require changes to the staff regulations, the ILO is currently reviewing this aspect before submitting proposed changes to the Governing Body. | 3, 14, 121, 126-127 |
| **MI 6.2 Evidence confidence** | **High confidence** |

| MI 6.3 Demonstrated commitment to furthering development partnerships for countries (i.e. support for South-South collaboration, triangular arrangements, and use of country systems) | Score |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **2.75** |
| Element 1: Clear statement on how the organisation will support principles of collaboration with countries on their development agenda (Nairobi Principles, 2030 Sustainable Development Agenda) | 3 |
| Element 2: Clear statement/guidelines for how the organisation will support development partnerships between countries | 3 |
| Element 3: Clear statement/guidelines for how the organisation will use country systems | 3 |
| Element 4: Internal structures and incentives supportive of collaboration/cooperation with countries, and use of country systems where appropriate | 2 |
| **MI 6.3 Analysis** | **Source documents** |
| 6.3-E1 The ILO has a strong commitment to the 2030 Agenda; its Strategic Plan for 2022-25 and the End to Poverty Initiative, the ILO's vehicle for its contribution to the 2030 Agenda, testify to this. The organisation has also stated its commitment to the Nairobi Principles in its South-South and triangular co-operation approach. The majority of surveyed partners agreed that the ILO seizes opportunities to support countries in furthering their development partnerships (for example through South-South cooperation, triangular arrangements and the use of country systems). However, more than 20% of the partners responded "don't know/no opinion" – one of the highest in the "don't know" answers in the survey – indicating a possible lack of awareness/visibility of the ILO's work in this area.<br><br>6.3-E2 The ILO's support for development partnerships is established in its South-South and triangular co-operation approach. The ILO's Development Cooperation Strategy 2020-2025 and its Implementation Plan provide statements and guidelines on South-South and triangular co-operation (Proposed Action 1.4 in particular). It is further reinforced within key policies (e.g. development cooperation, social dialogue and tripartism, and capacity development) that encourage ILO field offices to prioritise South-South co-operation through exchanges between its constituents, in addition to coordinated and common approaches with other UN agencies. Interviews cited good practices on South-South co-operation in a range of ILO activities including green jobs, gender equality and child labour/forced labour, and noted that these are available online. Interviewees stated that there is also close co-operation in multi-stakeholder partnerships (UN, NGOs, private sector). Collaboration with other UN agencies still needs to be improved, as explained by the staff. They also noted that the integration of social partners' perspectives in UN guidance materials is necessary since it is important to establish permanent discussion, dialogue and agreement with the tripartite constituents in all steps of the collaboration process.<br><br>6.3-E3 The ILO's commitment to using country systems is seen within its Development Cooperation Strategies, although country systems are not explicitly referenced. The ILO's own review ("ILO Development Cooperation Strategy 2015-17: Report on progress") recognises that the ILO's support for constituents is needed in this area "to step up constituents' engagement and capacity in the design and implementation of national plans for the SDGs". The ILO's How-to Guide on South-South and Triangular Cooperation contains some related guidance for engaging with local partners through such co-operation. The ILO applies the Buenos Aires Plan of Action | 3, 46, 50, 122, 124, 128-133 |

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| on South-South co-operation. ILO staff interviewed explained that the organisation created the South-South Meeting Point online platform to increase connectivity and interactivity among stakeholders. The majority of surveyed partners agreed that the ILO helps develop the capacity of country systems at the country level.<br><br>6.3-E4 The main interaction with country systems for the ILO is through the development and implementation of DWCPs with country-level tripartite constituents. Country systems are therefore used where possible and when appropriate, according to the interviews, although it could be further strengthened through reinforced support for constituents. The ILO staff interviewed also noted that South-South and triangular collaboration is completely field-driven, and requests for support come from the countries and regions. The South-South and triangular co-operation projects are allowed in all regions in support of "Country Programme Outcomes". | 3, 46, 50, 122, 124, 128-133 |
| **MI 6.3 Evidence confidence** | **High confidence** |

| **MI 6.4: Strategies or designs identify and address synergies with development partners, to encourage leverage/catalytic use of resources and avoid fragmentation in relation to 2030 Sustainable Development Agenda implementation** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.50** |
| Element 1: Strategies or designs clearly identify possible synergies with development partners and leverage of resources/catalytic use of resources and results | 3 |
| Element 2: Strategies or designs clearly articulate responsibilities and scope of the partnership | 3 |
| Element 3: Strategies or designs are based on a clear assessment of external coherence | 2 |
| Element 4: Strategies or designs contain a clear statement of how leverage will be ensured | 2 |
| **MI 6.4 Analysis** | **Source documents** |
| 6.4-E1 With co-operation intensifying within the UN system and externally since 2017, the ILO has established stronger synergies with a range of development partners, including UN agencies, the private sector, parliamentarians, faith-based organisations, NGOs and civil society. According to interviews, the ILO has been recognised within the UN system as a lead agency on job creation and has been co-ordinating the activities regarding the SDGs in the world of work. The ILO Development Cooperation Strategy emphasises that partnerships for policy coherence and funding contributing to implementation of the Centenary Declaration of the Future of Work. Interviewees commented that there are high transaction costs in collaboration with the UN system at the country level as ILO teams are relatively small compared to other UN agencies. COVID-19 has accelerated partnerships and collaborations within the UN given the need for multi-sectorial responses where the ILO can add value, for example in supporting the World Bank with pandemic impact analysis. The majority of surveyed partners agreed that the ILO co-ordinates its financial contributions with partners to ensure coherence and avoid fragmentation/duplication, although one-fifth responded "don't know/no opinion" when questioned, indicating a possible lack of awareness/visibility of the ILO's efforts in this area.<br><br>6.4-E2 Under the common UN partnership as part of the UN reform, the ILO has participated in defining areas of responsibilities with shared interests and possible synergies, such as finance, procurement and human resources. Due diligence, risk management and transparency frameworks are currently being developed. The ILO also has established frameworks for action and memorandums of understanding with UN agencies including the UNDP, UNICEF, IOM and | 14, 46, 50, 59, 122, 126, 128, 134-135 |

| | |
|---|---|
| UNESCO, in addition to joint field programmes with WHO, UN Women and the United Nations High Commissioner for Refugees (UNHCR). These partnerships are considered of strategic importance by the ILO, particularly in responding to the COVID-19 crisis, as they facilitate access to ministries other than the ministries of labour, according to the interviews. Collaboration with the UN system and agencies is also assessed in evaluations, as detailed in MI 6.5.<br><br>6.4-E3 The ILO's strategies and designs at the country level in the reviewed DWCPs contain an assessment of external coherence in considering other actors' interventions. However, the assessments vary in depth and criteria. The DWCP guidance indicates coherence as a good practice to apply.<br><br>6.4-E4 The ILO's global guidance and policies on development co-operation and capacity building aim to ensure synergies are leveraged through the following: partners' engagement in the design and implementation of initiatives, building on existing partnerships and shared interests, and focusing on South-South and triangular co-operation. However, the guidance and policies are not consistently clear and coherent in their approaches and priorities. | 14, 46, 50, 59, 122, 126, 128, 134-135 |
| **MI 6.4 Evidence confidence** | **High confidence** |

| **MI 6.5: Key business practices (planning, design, implementation, monitoring and reporting) coordinated with relevant partners** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.00** |
| Element 1: Active engagement in joint exercises/mechanisms (planning, co-ordination, monitoring, evaluation) to support external coherence | 3 |
| Element 2: Participating in joint monitoring and reporting processes with key development partners | 3 |
| Element 3: Identifying shared information or efficiency gaps with development partners and developing strategies to address them | 3 |
| **MI 6.5 Analysis** | **Source documents** |
| 6.5-E1 Supported by the UN and internal reforms, the ILO has increased its active engagement in joint exercises/mechanisms within the UN system. At the global level, the ILO participates in a number of areas for better harmonisation, ranging from administrative arrangements (detailed in MI 6.4.) to capacity building. The organisation also participates in the OECD's initiative on partnerships of international organisations for effective rule-making. At the country level, the ILO participates in common UN-wide country assessments and the UNDAF, which leads to strategic co-operation frameworks with agency-specific responsibilities and synergies. According to the interviews, the ILO also works with tripartite partners to carry out a needs assessment and contextual analysis at the outset of the intervention design process, and helps them prioritise their needs. It was also noted by the staff that the UN agencies can benefit from such tools of the ILO in areas related to decent work. External coherence is harder to maintain in countries where the ILO does not have a physical presence. However, during COVID-19 the organisation has been able to increase its presence in such countries, as many planning and co-ordination meetings have been held online. The majority of surveyed partners agreed that the ILO is actively engaged in inter-agency co-ordination mechanisms for planning, implementation, monitoring and context analysis.<br><br>6.5-E2 Within the UN Sustainable Development Cooperation Framework, the ILO has been active in developing system-wide evaluations. The ILO has carried out joint evaluations to date with the | 14, 24, 65, 122, 126, 136-137 |

| | |
|---|---|
| UNDP, UNESCO and other UN agencies, in addition to establishing a monitoring and follow-up mechanism, and a diagnostic instrument developed with the Food and Agriculture Organization (FAO). Interviews reported on a recent development: UN agencies are now using a common reporting framework at the country level. The majority of surveyed partners agreed that the ILO participates in joint evaluations at the regional or country level, although one-third responded "don't know/no opinion" to the related question, indicating a possible lack of awareness/visibility of the ILO in this area.<br><br>6.5-E3 Through the UN reform, the ILO has participated actively in identifying common business areas where it can be more efficient (as detailed in MI 6.4.). According to interviews, the ILO seeks to establish partnerships that can bring added value and where the benefits outweigh the costs. ILO staff interviewed explained that they focus on complementary partnerships to generate expertise and efficiency gains. In addition, in co-operation with other UN entities, the ILO is careful to ensure that the shared services are efficient. The interviews also highlighted that for COVID-19, the organisation identified a global knowledge gap, initiated the "ILO Monitor: COVID-19 and the world of work" and convened a global summit in July 2020 on socio-economic recovery. The majority of surveyed partners agreed that the ILO's management processes (e.g. hiring, procuring, disbursing) do not cause unnecessary delays for partners in implementing operations, although evaluations found some delays due to the ILO's processes. | 14, 24, 65, 122, 126, 136-137 |
| **MI 6.5 Evidence confidence** | **High confidence** |

| **MI 6.6: Key information (analysis, budgeting, management, results, etc.) shared with strategic/implementation partners on an on-going basis** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.00** |
| Element 1: Clear corporate statement on transparency of information is aligned to the International Aid Transparency Initiative | 3 |
| Element 2: Information is available on analysis, budgeting, management in line with the guidance provided by the International Aid Transparency Initiative | 3 |
| Element 3: Responses to partner queries on analysis, budgeting, management and results are of good quality and responded to in a timely fashion | 3 |
| **MI 6.6 Analysis** | **Source documents** |
| 6.6-E1 The ILO has shown a commitment to transparency of information by voluntarily submitting information to IATI since 2016, such as budgetary details including funded development co-operation projects. The organisation became a member of IATI in January 2021. To support this process, an inter-departmental working group was established in 2018, supervised by the Deputy Director-Generals, and since June 2020 supported by a full-time transparency officer, as explained in the interviews. ILO staff interviewed indicated that a budgeted automation project would be launched in the first half of 2021 to allow the ILO to comply with the IATI standard of publishing data four times a year. In addition to automation, the ILO aims for comprehensiveness of data and for reaching full compliance with IATI in accordance with the work plan developed for this purpose, as explained in the interviews.<br><br>6.6-E2 Information on analysis, budgeting and management is in line with IATI guidance and publicly available in the Programme and Budget document. Interviewees highlighted the need for ensuring data literacy in the field offices, given the fact that the HQ uses the data in IATI, which are entered by the field offices into IRIS. Interviewees were confident that the above-mentioned | 1, 16, 138-143 |

| | |
|---|---|
| automation will help this process as it is necessary to assure data quality in the system before extracting the data for IATI, and there is a political will to achieve this. The interviewees also pointed out that social partners are not necessarily aware of IATI and the availability of data. The majority of surveyed partners agreed that the ILO shares key information (analysis, budgeting, management, results) with constituents on an ongoing basis.<br><br>6.6-E3 The ILO responds to partners' queries on analysis, budgeting and management in several fora: at the presentation of the biennial Programme and Budget, where the Director-General answers questions from the Governing Body; and three times a year at the meetings of the Programme, Finance and Administrative Committee of the Governing Body. In addition, the ILO responds to queries of funding partners at annual/biennial partnership review meetings. Data and information are also increasingly available in multiple formats, such as dashboards. The above-mentioned automation will allow the publishing of data at least four times a year, as noted. | 1, 16, 138-143 |
| **MI 6.6 Evidence confidence** | **High confidence** |

| **MI 6.7: Clear standards and procedures for accountability to beneficiaries implemented** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.00** |
| Element 1: Explicit statement available on standards and procedures for accountability to beneficiary populations, i.e. Accountability to Affected Populations | 2 |
| Element 2: Staff guidance 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 | 2 |
| Element 4: Programming tools explicitly contain the requirement to implement procedures for accountability to beneficiaries | 2 |
| Element 5: Approval mechanisms explicitly include the requirement to assess the extent to which procedures for accountability to beneficiaries will be addressed in the intervention | 2 |
| **MI 6.7 Analysis** | **Source documents** |
| 6.7-E1 Because of its tripartite structure and normative mandate, the ILO distinguishes between accountability to its tripartite constituents and the end beneficiaries of its interventions (i.e. accountability to affected populations). Regarding accountability to end beneficiaries, interviews confirmed that there are no standards or procedures; however, progress has been made since 2017. For tripartite constituents, accountability is strong given their role in ILO governance both globally and at the country level. They also serve on advisory boards of programmes and projects to ensure accountability linked to the needs of the constituents and beneficiaries.<br><br>The majority of surveyed partners agreed that the ILO has clear standards and procedures for accountability to its partners. Rather than a standardised common approach for accountability to end beneficiaries, there were elements of it in place across the ILO's flagship programmes, including interventions designed with beneficiaries; feedback, complaints and appeals mechanisms; participatory needs assessment mechanisms; project co-ordination committees with beneficiaries; and training of project staff concerning behaviour towards beneficiaries. Another initiative includes developing common social and environmental safeguards led by a task force headed by the Deputy Director-General Management and Reform. Assessment findings indicated that, given the increased interaction of the ILO staff with the affected population, such as refugees, there is an increasing need to have in place clear standards and procedures for accountability to end beneficiaries. | 13, 26, 47, 85, 105, 141, 144-151 |

| | |
|---|---|
| 6.7-E2 Guidance is available to staff on accountability to tripartite constituents, as emphasised in the ILO Accountability Framework and DWCP guidelines. Guidance on accountability to end beneficiaries is more limited, with the evaluation guidance emphasising stakeholder engagement and participation. Projects are monitored through meta-studies of evaluations for their ability to reach and focus on vulnerable populations and support tripartite constituents in the project cycle. Where programmes and projects contain elements of accountability to end beneficiaries, some guidance for staff is available.<br><br>6.7-E3 Training on accountability to tripartite constituents is available for ILO staff as part of the DWCP training. Programmes and projects that have elements on accountability to end beneficiaries, as described above, have some training available, but no specific institutional training with this focus was identified.<br><br>6.7-E4 Standards and procedures for accountability to tripartite constituents are evident in the ILO's policies and guidance, such as for the DWCP lifecycle. Interviews and documentation identified common standards and procedures for accountability to end beneficiaries as a limitation, with some seen in the programmes and projects as described above. The evaluation guidance suggests that consultation with end beneficiaries and evaluation reports provide examples of where they were consulted in project design and evaluation. Interviewees referred to the availability of data complying with IATI standards (see MI 6.6) as supporting the accountability to end beneficiaries, and suggested that further awareness raising is needed on the use of such data.<br><br>6.7-E5 The approval mechanisms for ensuring accountability to tripartite constituents are evident in the ILO policies and guidance, although less so for end beneficiaries, for example in the preparation of DWCPs, programmes and projects, including needs assessment, in-country consultations, baselines and country context analyses. Implementation agreements with partners also set out reporting requirements, with possible onsite checks and visits by ILO staff, in addition to some projects having social safeguard officers for direct liaison with end beneficiaries. Additionally, evaluation guidance suggests consultation with end beneficiaries. The Annual Implementation Report is publicly available and serves as a tool for accountability to tripartite constituents. Interviewees confirmed that the ILO's reference models in this area are the UN models, such as on social and environmental safeguards and SEA, and that the organisation had been intensifying its visibility, transparency and accountability to constituents and end beneficiaries in recent years. | 13, 26, 47, 85, 105, 141, 144-151 |
| **MI 6.7 Evidence confidence** | **High confidence** |

| **MI 6.8: Participation with national and other partners in mutual assessments of progress in implementing agreed commitments** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **2.67** |
| Element 1: Participation in joint performance reviews of interventions, e.g. joint assessments | 3 |
| Element 2: Participation in multi-stakeholder dialogue around joint sectoral or normative commitments | 3 |
| Element 3: Use of surveys or other methods to understand how partners are experiencing working together on implementing mutually agreed commitments. | 2 |
| **MI 6.8 Analysis** | **Source documents** |
| 6.8-E1 Within the UN Sustainable Development Cooperation Framework, the ILO has been increasingly active in developing system-wide evaluations, and the joint evaluations to date have been carried out with the UNDP, UNESCO and other UN agencies. This is an evolving field where | 24, 36, 61, 121, 124, 133, 152-155 |

| | |
|---|---|
| further joint assessments could be envisaged both within the UN system and externally. Furthermore, the organisation developed a diagnostic instrument for evaluations together with the FAO for the UN Cooperation Framework, and is involved in different working groups of the UN Evaluation Group, such as the multi-partner trust fund for COVID-19 and the Professionalisation Working Group, according to the interviews. The majority of the respondents of the partner survey agreed that the ILO jointly monitors progress on shared goals with local and regional partners.<br><br>6.8-E2 The ILO has increasingly participated in multi-stakeholder dialogue at the country, regional and global levels. Interviews cited global alliances where the ILO takes part, including in the areas of child labour, social protection and disabilities. The organisation will continue to see further demands for multi-stakeholder dialogue at all levels. The ILO's tripartite structure is also by its very nature a multi-stakeholder dialogue. ILO staff interviewed indicated that at the country level, the organisation supports its tripartite constituents in multi-stakeholder dialogues, for example between ministries of labour and social partners to facilitate decision making.<br><br>6.8-E3 The ILO does not systematically use surveys or other methods to understand partners' experiences in working together on implementing mutually agreed commitments. More so, the ILO uses its evaluations as the main way to understand how partners are working together. The ILO also carries out general surveying of constituents to understand progress towards compliance of member states with conventions and other commitments. | 24, 36, 61, 121, 124, 133, 152-155 |
| **MI 6.8 Evidence confidence** | **High confidence** |

| **MI 6.9: Use of knowledge base to support policy dialogue and/or advocacy** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.17** |
| Element 1: Statement in corporate documentation explicitly recognises the organisation's role in knowledge production | 4 |
| Element 2: Knowledge products produced and utilised by partners to inform action | 4 |
| Element 3: Knowledge products generated and applied to inform advocacy, where relevant, at country, regional or global level | 2 |
| Element 4: Knowledge products generated are timely/perceived as timely by partners | 3 |
| Element 5: Knowledge products are perceived as high quality by partners | 3 |
| Element 6: Knowledge products are produced in a format that supports their utility to partners | 3 |
| **MI 6.9 Analysis** | **Source documents** |
| 6.9-E1 The ILO's Strategic Plan for 2018-21 and Knowledge Strategy (2018-21) recognise the organisation's role as a knowledge leader. The ILO has a long-standing tradition of knowledge production, with its statistics department existing since the early 1920s, according to the interviews. The recently produced COVID-19 Monitors were cited by the interviews as an example of a knowledge product with a forecasting model using non-traditional sources of data to guide public opinion. Interviewees also indicated that the ILO's expertise and knowledge have become more essential given the global developments.<br><br>6.9-E2 The ILO's knowledge products have been used by partners across a range of areas including gender, socially responsible labour practices, labour rights, informal working, South-South and triangular co-operation, and the SDGs. The 2020 high-level independent evaluation of the ILO's research and knowledge management strategies and approaches covering the period 2010-19 confirmed that "the ILO produces key knowledge products that are highly utilised by | 6, 15-16, 64, 128, 154, 156-159 |

governments, constituents and other stakeholders". This was supported by surveyed partners, who provided some examples of how they use the products. A government representative commented, for example: "[W]ith regard to knowledge products generated by this agency [ILO], they are key to my daily work". Collaboration is ongoing with the UN networks on statistics and research and UN partners, such as the UNHCR for refugee statistics, and the UN Women and the World Bank on gender. Research papers and input helped frame the Centenary Declaration, which clearly resonated with ILO constituents, according to the interviews.

Interviews also confirmed that during COVID-19, the interest and use of ILO information and knowledge products have increased. According to the interviews, the COVID-19 guidelines of the ACT/EMP for employers helped them develop their own approach, and the trade unions explained that the knowledge products provided during the pandemic were relevant. It was also explained in the interviews that the ILO has seen the use of its data and knowledge products grow and go beyond its constituents, based on Google Analytics. The ILO is considering further partnerships in the knowledge field with other multilateral organisations, regional and national research institutes, and universities, as explained by the ILO staff interviewed.

6.9-E3 The ILO reported that its knowledge products have influenced policy, such as with the private sector and in international fora (G7, G20, BRICS: Brazil, Russian Federation, India, China and South Africa). In the interviews, monitoring and forecasting for COVID-19 were highlighted by the ILO Country Directors as extremely useful for their dialogue with governments, and feedback indicated that both the trade unions and employers found the COVID-19 knowledge products relevant and useful. The above-mentioned high-level evaluation found that the ILO has contributed to informing and influencing international and national agendas and policy recommendations; however, there was limited knowledge within the ILO about the usefulness and uptake of the ILO's research and knowledge outputs.

6, 15-16, 64, 128, 154, 156-159

Interviews mentioned several areas where improvements were underway or needed. The Statistics and Research departments have a limited footprint in the field, with current efforts to engage more with regional offices through monthly meetings with senior researchers about research and dissemination; research in social dialogue is an area for improvement; and the Policy Department was planning a review of its policy briefs in January 2021. The majority of respondents of the partner survey agreed that the ILO provides high-quality inputs to the global policy dialogue/social dialogue.

6.9-E4 The knowledge products developed in response to the COVID-19 pandemic were produced in a timely manner, such as the "ILO Monitor: COVID-19 and the world of work", "Country Policy Responses" and the "Guidelines on Rapid Diagnostics for Assessing the Country Level Impact of COVID-19 on Economy and Labour Market"; the latter was used in more than 47 countries. Surveyed partners' comments were also positive on the knowledge products made available as part of the COVID-19 response. For example, a government representative commented that "the information the ILO produced in relation to the impact of the pandemic on the world of work has been of a very high quality". The above-mentioned high-level evaluation found that timeliness needed to be improved. Interviewees said that the ILO aims to be ahead of its partners in anticipating future knowledge needs such as those related to gender, forced labour and responsible business conduct. The majority of surveyed partners agreed that the ILO's knowledge products are timely.

6.9-E5 The above-mentioned high-level evaluation confirmed that the ILO knowledge products are highly utilised by constituents and partners, and implied they were perceived as high quality. This was confirmed by interviews. According to interviewees, ACT/EMP COVID-19 guidelines for employers helped them develop their own approach. The interviewees also explained that the ILO considered it important to understand further how audiences are using the knowledge

| | |
|---|---|
| products and the time the organisation needs to process them. Survey comments from partners were generally positive about the quality of the ILO's knowledge products, although a minority mentioned issues of consistent quality, the need for greater adaptation to contexts and the complexity of some products.<br><br>6.9-E5 The above-mentioned high-level evaluation confirmed that the ILO knowledge products are highly utilised by constituents and partners, and implied they were perceived as high quality. This was confirmed by interviews. According to interviewees, ACT/EMP COVID-19 guidelines for employers helped them develop their own approach. The interviewees also explained that the ILO considered it important to understand further how audiences are using the knowledge products and the time the organisation needs to process them. Survey comments from partners were generally positive about the quality of the ILO's knowledge products, although a minority mentioned issues of consistent quality, the need for greater adaptation to contexts and the complexity of some products.<br><br>6.9-E6 In recent years, the ILO has made an effort to produce knowledge products in more user-friendly formats, such as dashboards, personal stories, blogs, images/graphics and more accessible statistics, based also on user feedback, according to the interviews. The products take into account different needs in terms of languages and regions. For example, ACT/EMP COVID-19 guidelines for employers were translated into Amharic, and the ILO received requests for translating the COVID-19 Monitor into Russian, which showed the utility of the products.<br><br>The ILO staff interviewed explained that the organisation is concerned about products being accessible and easy to use. Interviews commented that it is a challenge to be effective enough in developing tools that are useful for partners and in sharing knowledge in a way that is understood locally and reaches the audiences that need the knowledge products. In order to address these issues, the ILO is creating a new strategic communications unit, as explained in the interviews. The majority of the survey respondents agreed that knowledge products are provided in a format that makes them easy to use. | 6, 15-16, 64, 128, 154, 156-159 |
| **MI 6.9 Evidence confidence** | **High confidence** |

## 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** | **KPI score** |
|---|---|
| **Satisfactory** | **3.08** |

The ILO has a strong corporate commitment to a results culture. The strategic instruments of the organisation explicitly state that they support a results culture in the ILO. Knowledge management through the dissemination and use of data within and outside of the organisation contributes to a results culture, as seen in the documents and interviews. In addition, they indicated that the decentralisation of evaluation capabilities is also helping to foster a results culture.

Since 2017, the ILO has made efforts to advance the maturity of result-based management (RBM) in the organisation, having adopted the approach in 2000. The PROGRAM Department established an internal RBM task force in 2017 to review the results framework and enhance the capabilities of existing systems that support RBM, among other things. The Evaluation Office, supported by senior management, was also active in efforts to improve the organisation's RBM over the 2017-20 MOPAN assessment period. Planning and intervention design is based on a clear RBM approach, and the management approach is consequently translated into programmes, as seen through all three evidence lines. The ILO remains limited, however, in its ability to make changes at the project level based on monitoring information.

Performance data inform programming as an integrated part of the programming and financing cycle. Monitoring and reporting at the outcome level, and increasingly at the output level, is included in the budgetary process. The Programme and Budget document is informed by performance data during an 18-month preparation cycle. Interviews confirmed that outcomes are linked across the organisation and to the budget, and there is now a clearer approach to identifying outputs in the Programme and Budget for the biennium 2020-21. To reinforce this, results at both the output and outcome level are laid out in the Preview of the Programme and Budget proposals for 2022-23.

RBM is well integrated into planning for corporate strategies. Monitoring and performance inform strategic decisions made at the Governing Body meetings through Governing Body discussions on high-level evaluations, the Annual Evaluation Report and the Programme Implementation reports. These are the primary vehicle for corporate change management in the ILO. However, it is constrained by the time-lag between the subject of the evaluations discussed at the Governing Body meetings and change in interventions as lessons emerge. The ILO is making efforts to improve the integration of RBM across the organisation, beyond intervention design and evaluation. The document and interviews also identify efforts being made to establish systems for monitoring and reporting.

The ILO's efforts to establish and strengthen causal pathways is helping to create a more integrated and relevant RBM system. Clear causal pathways are needed to better link intervention results to design and implementation, according to the documentation. The Programme and Budget for the biennia 2018-19 and 2020-21 outline a ToC approach to establishing causal pathways. In 2018, evaluation reports began to show the use of ToC, although its use is not consistently seen in all the evaluation reports reviewed.

To support ILO systems to manage developmental results, the ILO aims to make its results targets more relevant, according to the Programme and Budget for the biennium 2020-21, the Annual Evaluation Report 2019-20, and other documents. It also aims to make results more relevant to planning and beneficiaries, according to the documents. Evaluability tools and diagnostic instruments have been applied since 2017, following approval of their use in the Governing Body meeting, according to documents and interviews. The documents for these tools suggest that they will help increase the relevance of the ILO's results targets.

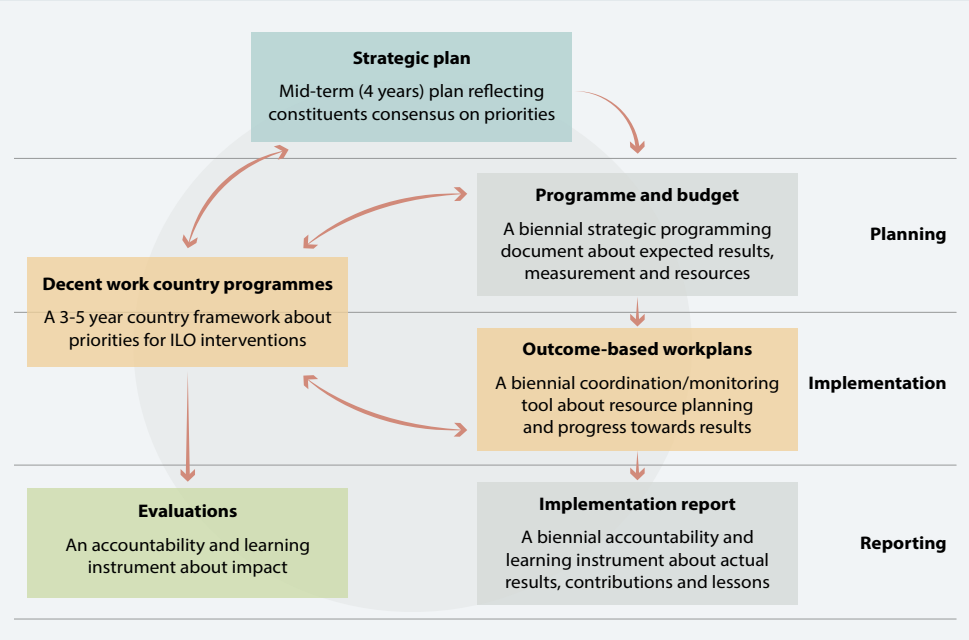
Reviewed programming materials and evaluation reports in the assessment period showed that the ILO consulted with tripartite constituents in setting results targets, although consultation with end beneficiaries is not regular and not often to the same degree. Nonetheless, according to the Annual Evaluation Report 2019-20, the COVID-19 evaluation framework was shared not only with constituents but also with end beneficiaries for consultation on results targets.

| **MI 7.1: Leadership ensures application of an organisation-wide RBM approach** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.17** |
| Element 1: Corporate commitment to a result culture is made clear in strategic planning documents | 3 |
| 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 developing indicators is clear and accessible to all staff | 4 |
| Element 4: Tools and methods for measuring and managing results are available | 3 |
| Element 5: Adequate resources are allocated to the RBM system | 3 |
| Element 6: All relevant staff are trained in RBM approaches and method | 3 |
| **MI 7.1 Analysis** | |
| 7.1-E1 The ILO presents its corporate commitment to a results culture in strategic planning documents such as the Strategic Plans for 2018-21 and 2022-25, and the Programme and Budget for the biennium 2020-21. The commitment to a results culture is then reflected in planning, programming and evaluation documentation. The documentation and interviews demonstrate | 3-4, 6, 13, 24, 26, 47, 50-51, 160-162 |

that the commitment has been accompanied by RBM training, which has been instrumental in fostering a results culture. The efforts of the Evaluation Office to decentralise evaluation capacities to the regions (see KPI 8) have also helped build an evaluation culture, according to documentation and interviews.

7.1-E2 The ILO's planning and programming processes are clearly linked with an RBM approach. The linkage runs through the Strategic Policy Framework, the Programme and Budget for the biennium, the Programme Implementation report, DWCPs, Outcome-based Workplans, Management Strategies and Resource Management, all of which form part of planning and programming. The Internal Governance Manual, for instance, states that "RBM is an approach that affects all aspects of programming and management". Interviews indicated that following the ILO Centenary Declaration and the last MOPAN assessment, RBM has become a more integrated approach in the ILO. RBM is supported by the Director-General, who, according to interviews, has set goals to improve efficiency, effectiveness and RBM. In the partner survey, the majority of respondents agreed that the ILO prioritises a results-based approach in policy dialogue, planning and implementation. Nonetheless, interviews elaborated that the organisation could establish better linkages between different functions on RBM. Interviews also indicated that the ILO could manage results better, and that it is taking steps in this direction.

**FIGURE A.1. THE ILO RESULTS-BASED PROGRAMMING CYCLE**




*Source*: ILO (2016), *ILO Decent Work Country Programme. A practical guidebook, https://labordoc.ilo.org/discovery/fulldisplay/alma994933093502676/41ILO_INST:41ILO_V2*.

7.1-E3 Organisational documents provide guidance for setting results targets and developing indicators. The Internal Governance Manual states that "ILO managers and staff should be familiar with the applications of RBM in the ILO". Recent progress in the development and use of evaluability tools and processes has helped in providing a basis for developing indicators. Interviewees explained that progress is being made, with examples such as regional hubs providing guidance for setting results targets and developing indicators.

3-4, 6, 13, 24, 26, 47, 50-51, 160-162

| | |
|---|---|
| 7.1-E4 There are a variety of ILO tools and methods for measuring and managing results. The most notable is IRIS, which supports all planning in the ILO and acts as its enterprise resource planning system. All new projects signed with donors have a results-based set-up in IRIS. However, the increased use of the evaluability tools will lead to better-informed results targets, according to the documentation. There is also a diagnostic tool for DWCPs. A recent improvement has been the use of dashboards to monitor the planning, delivery and performance of projects and programmes (as described in MI 4.3). Interviews confirmed that indicators are more precise than they were previously. However, the ILO staff interviewed highlighted that the measurement of results is a challenge for the ILO, as there is still a need to establish a rigorous culture. It was explained in the interviews that the organisation had increased its efforts in this area and was recruiting a new P5 staff member to work on RBM culture.<br><br>7.1-E5 The ILO earmarks resources for the corporate monitoring system. Output C.2 in the Programme and Budget for the biennium 2020-21 is dedicated to "improved results-based programming and management systems". In the Programme and Budget for the biennium 2020-21, evaluation and oversight is budgeted at USD 8.45 million. The ILO reserves project resources for corporate monitoring. A minimum of 3% is reserved for monitoring and reporting and 2% for evaluations (a total of 5% of project resources), according to the Internal Governance Manual.<br><br>7.1-E6 Relevant staff are trained in RBM approaches and methods through a wide range of training that is on offer for staff at all levels, as seen in the documentation and confirmed in interviews. There are RBM-related courses on offer for all staff at the HQ and field offices, as per the ITCILO materials reviewed. Additional process-specific training is provided, for instance on inputting technical cooperation and development co-operation projects in IRIS, according to documents. The possibility for participation in virtual training in RBM management via ITCILO was established to facilitate the use of RBM during the COVID-19 pandemic, according to the documents and interviews. Some technical departments have also incorporated evaluation training modules into technical training. RBM and evaluation training is also available to tripartite constituents, with courses including a training programme on evaluating the SDGs, according to the training materials of ITCILO reviewed.<br><br>Staff are trained and supported at the country and regional levels, with space for collaboration and innovation. For example, in the Europe Regional Office, "evaluation clinics" are implemented where staff work on concrete cases from the ILO. In the clinics, staff are asked to draft the ToC and a monitoring and evaluation framework, which is an approach that has proven to be more useful than theory-based training for staff, according to interviews. | 3-4, 6, 13, 24, 26, 47, 50-51, 160-162 |
| **MI 7.1 Evidence confidence** | **High confidence** |

| **MI 7.2: Corporate strategies, including country strategies, based on a sound RBM focus and logic** | **Score** |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.60** |
| Element 1: Organisation-wide plans and strategies include results frameworks | 3 |
| Element 2: Clear linkages exist between the different layers of the results framework, from project to country and corporate level | 3 |
| Element 3: An annual report on performance is discussed with the governing bodies | 4 |
| Element 4: Corporate strategies are updated regularly | 4 |
| Element 5: The annual corporate reports show progress over time and note areas of strong performance, as well as deviations between planned and actual results | 4 |

| MI 7.2 Analysis | Source documents |
|---|---|
| 7.2-E1 Targeted results frameworks are included in the Programme and Budget for the biennium, the Strategic Plans, the evaluation strategy, as well as strategies related to specific programmes of work. Following a focus on increased RBM integration in the ILO since 2018 (through the adoption of evaluability assessments in the 331st Governing Body session), corporate and country strategies increasingly include results frameworks, although the organisation could further improve this integration. There is a target that 75% of Decent Work Country Programme and development cooperation projects will have mechanisms in place to assess their evaluability by 2021, according to the ILO Results-Based Evaluation Strategy 2018-21. Targets on SDG responsiveness and participation of constituents in evaluation are used as milestones. The Development Cooperation Strategy 2020-25 shows that by "drawing on significant progress made in its results-based management practices", the ILO aims to "continue to improve results-based management". It aims to do this through improving RBM in design, implementation and evaluation, as outlined in the implementation plan for the strategy.<br><br>7.2-E2 There are clear linkages between different layers of the results framework, through the project, country and corporate levels, outlined in the Internal Governance Manual. The relationship between the different elements of the results framework at different levels is also contained in the Programme and Budget for 2020-21. Internal ILO implementation planning notes show linkages between indicators at the output and outcome levels. Output indicators are included in the results framework for 2020-21, and the outputs are linked to Country Programme Outputs. However, ILO staff interviewed stated that the linkages between the different components in RBM (for example, between finance and RBM in operations) need to be improved.<br><br>7.2-E3 The main vehicles by which annual performance reporting is made available to the public are the Programme Implementation Reports and the Annual Evaluation Reports. Performance information is also available on the Decent Work Results Dashboards. The Annual Evaluation Reports are discussed annually at the Governing Body meeting in November. The Governing Body also discusses the Programme Implementation Reports. At the Governing Body meeting, the Evaluation Office highlights outcomes, targets and milestones, including milestones that are at risk, as evidenced in the documentation and confirmed in interviews. High-level evaluations are presented at the Governing Body meetings. According to interviews, strategic and thematic evaluations are increasingly considered by the Governing Body.<br><br>7.2-E4 The Programme Implementation reports and the Programme and Budget for the biennium are updated through regular programming cycles that align with timing for Governing Body decisions to be made. Corresponding organisational strategies are updated every four years, with the current strategy covering 2018 to 2021. DWCPs span three to five years and are updated accordingly. RBM is given priority in the process of creating the next Programme and Budget and Strategic Plan. The 18month preparation phase includes an intensive consultation process, according to the interviews.<br><br>7.2-E5 Annual performance reporting, particularly in the ILO Programme Implementation reports, which is the main vehicle for this, shows progress over time. Areas of strong performance, as well as areas where results achieved differ from those planned, are presented in the annual Programme Implementation Report, the Annual Evaluation Report and the Decent Work Results Dashboard. | 1, 4, 13, 20, 24, 26, 46-47, 69, 106, 160, 162-163 |
| **MI 7.2 Evidence confidence** | **High confidence** |

| MI 7.3: Results targets set on a foundation of sound evidence base and logic | Score |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.40** |
| Element 1: Targets and indicators are adequate to capture causal pathways between interventions and the outcomes that contribute to higher order objectives | 2 |
| Element 2: Indicators are relevant to expected results to enable the measurement of the degree of goal achievement | 3 |
| Element 3: Development of baselines are mandatory for new interventions | 2 |
| Element 4: Results targets are regularly reviewed and adjusted when needed | 3 |
| Element 5: Results targets are set through a process that includes consultation with beneficiaries | 2 |
| **MI 7.3 Analysis** | **Source documents** |
| 7.3-E1 Since the last MOPAN assessment, the ILO has promoted an upgrade of its RBM systems, which included integrating a ToC approach and matching resources to results. In 2018, the internal RBM task force identified the use of ToC in the ILO as one of its priorities, according to the Annual Evaluation Report 2018-19. The task force is the result of an initiative of the PROGRAM department from 2017, and it has mandate to 1) review the ILO results framework and the ILO strategic budgeting process as well as related reporting processes; 2) revise and enhance the use of ToC approaches; 3) strengthen planning, monitoring and evaluating frameworks and systems; and 4) enhance the capabilities of existing systems that support RBM in the ILO (IRIS, dashboards, etc.).<br><br>The Programme and Budget for the biennia 2018-19 and 2020-21 include the ToC approach, which reinforces the ILO's move from traditional log-frames to a ToC approach that helps to capture causal pathways, risks and assumptions. ToC was implemented in ILO programming for 2020-21 and is a clear part of the guidelines for DWCPs. The guidebook for DWCPs describes ToC as "a powerful tool that should be used to articulate the link between ILO interventions and the outcomes aimed for". Furthermore, evaluation reports confirm efforts to integrate ToC into DWCPs. However, in a few evaluations, such as the evaluation of public-private partnerships and in older evaluations, ToC is less evident. ILO staff interviewed also explained that the organisation needs to improve its ToC use. Furthermore, the interviews revealed that risk assessment in intervention design, which should normally be an integral part of ToC, is not consistently used, and its application depends on the manager in place.<br><br>7.3-E2 The Programme and Budget for the biennium 2020-21 contains an updated results framework aimed at better resource allocation and results monitoring. The ILO expects the use of evaluability tools and diagnostic instruments to help better align results targets with expected results, according to the guidance documents for the diagnostic instrument and the Programme and Budget for the biennium 2020-21. More broadly, indicators have been adapted to be relevant to expected results, including in areas such as gender and discrimination. The organisation has also methodologically adapted evaluation in the COVID-19 context.<br><br>7.3-E3 The ILO Policy Guidelines for Results-Based Evaluation recommends that staff develop baselines for new interventions at the project level. The development of baselines is also part of the monitoring and evaluation appraisal for project proposals with budgets over USD 5 million, as seen in the i-eval Resource Kit. Regional offices sometimes carry out baseline assessments for projects, according to the interviews. An example given is the use of worker surveys to identify impediments to women's participation. However, findings from the documentation and interviews suggest that baselines are not consistently used for new interventions, such as smaller projects. Evaluation reports also highlighted the cases where baselines are not sufficient. | 10, 12, 24, 26, 47, 105, 153, 160-162, 164-167, 196 |

| | |
|---|---|
| 7.3-E4 Outcome Coordination Teams meet twice a year to review progress and evaluation material, and results targets are updated regularly. For instance, evaluation material was updated to factor in the SDGs, UN reform and UN country teams. The Evaluation Office also produced a protocol in light of COVID-19 to adapt evaluation to the changing context. The "LAB-Market: systems development for decent work programme" (a global initiative funded by the Swiss State Secretariat for Economic Affairs – SECO – that generates and applies knowledge on how a market systems approach can lead to sustainable decent work) is an example, according to interviews, where the ILO provides innovative monitoring and learning with indirect beneficiaries. However, as detailed in MI 6.7 and MI 8.7, the ILO could go further in consulting beneficiaries and adapting responses to them.<br>7.3-E5 Programming materials showed that consultation with constituents takes place in setting results targets. These programming documents include the Programme Implementation Reports, the Policy Guidelines for Evaluation and the ILO Results-Based Evaluation Strategy. One of the uses of the Diagnostic Instrument, for example, is to facilitate the involvement of constituents in the development of appropriate results targets, according to the document that outlines the instrument and as evidenced in the Annual Evaluation Report 2019-20. The vast majority of survey respondents agreed that the ILO consulted with stakeholders in the setting of results targets at the country level. Although the ILO systematically consults with tripartite constituents in setting objectives and results targets for interventions, consultation with end beneficiaries is less consistent, as detailed in MI 6.7. A framework for evaluation in the context of the COVID-19 crisis was also shared for consultation with beneficiaries and constituents in setting adapted results targets, interviews confirmed. | 10, 12, 24, 26, 47, 105, 153, 160-162, 164-167, 196 |
| **MI 7.3 Evidence confidence** | **High confidence** |

| **MI 7.4: Monitoring systems generate high-quality, useful performance data in response to strategic priorities** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.00** |
| Element 1: The corporate monitoring system is adequately resourced | 3 |
| Element 2: Monitoring systems generate data at output and outcome levels of the results chain | 3 |
| Element 3: Reporting processes ensure data is available for key corporate reporting and planning, including for internal change processes | 3 |
| Element 4: A system for ensuring data quality exists | 3 |
| **MI 7.4 Analysis** | **Source documents** |
| 7.4-E1 Monitoring and reporting is not a separate function in the ILO and is shared among finance, programme and evaluation functions. Evaluation and oversight in the Programme and Budget for the biennium 2020-21 is budgeted at USD 8.45 million. Resources are earmarked for the corporate monitoring system, with a minimum of 3% of total project resources reserved for monitoring and reporting (plus 2% for evaluations, at a total minimum of 5%), according to the documentation.<br>7.4-E2 The budgetary and financial process includes monitoring and reporting on programmes and projects at the outcome and output levels, linking these with financial information. The Preview of the Programme and Budget proposals for 2022-23 is explicit in the monitoring of results at the output and outcome level. The i-eval Discovery platform, as well as the evaluation reports and the Annual Programme Implementation Reports, present data at the output and outcome levels. | 1, 8, 24, 26, 47, 51, 161-162, 168-172 |

| | |
|---|---|
| While not designed for monitoring, the IRIS platform contains the history of a project, making it a useful resource, and facilitates evaluation exercises, according to interviews and as seen in the ILO Policy Guidelines for Results-Based Evaluation and associated guidance notes. Interviews also confirmed that interventions are outcome-based and regional budgets are output-based (rather than activity-based). As discussed in MI 8.5, however, translating data generated into changes in action can sometimes be a constraint for the ILO.<br><br>7.4-E3 The established reporting processes for data availability on corporate reporting and planning are outlined in the ILO Policy Guidelines for Results-Based Evaluation. This includes the i-eval Discovery platform and an upgraded communications strategy for the Evaluation Office. These are the main vehicles through which data are made available to internal and external stakeholders and to management. The ILO uses the IRIS platform for resource management. Every new project signed with donors has a results-based setup in the IRIS platform, as confirmed in the interviews. It is also possible to produce output/outcome-based financial reports. A monitoring module for IRIS is being developed that will include a dashboard to display country-level results, interviews revealed. The upgraded communications strategy of the Evaluation Office also facilitates data availability for corporate reporting and planning. Nonetheless, monitoring and reporting is a suggested area for improvement noted in the Annual Evaluation Report 2019-20 and other documentation.<br><br>The ILO was quick to establish monitoring on COVID-19 impacts on the world of work, drawing on knowledge management, capacity building and lessons learned, according to the supplementary report to the Director-General on the issue and the Annual Evaluation Report 2019-20. It drew from lessons learned in previous crises that had highlighted the need for continued monitoring during such times, according to the Annual Evaluation Report 2019-20. Knowledge sharing, South-South co-operation and social dialogue featured as evidenced across a range of reports. The ILO took a leading role in research and knowledge management on COVID-19, according to the reports and interviews. Guidance on adapting evaluation methods was provided by the Evaluation Office, along with office support provided by the ILO more broadly to staff to adapt to changes in working conditions.<br><br>7.4-E4 The ILO does not have separate systems for ensuring data quality in the broader monitoring and reporting system. However, the quality control processes from the Evaluation Office, combined with decentralisation of evaluation capabilities, help ensure the quality of the data for monitoring and reporting (see KPI 8). For this purpose, quality control processes have been established and upgraded. Evaluation guidelines, for example, include checklists to validate the methodological soundness of an evaluation, including the data quality dimension (see also KPI 8). | 1, 8, 24, 26, 47, 51, 161-162, 168-172 |
| **MI 7.4 Evidence confidence** | **High confidence** |

| **MI 7.5: Performance data are transparently applied in planning and decision making** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.25** |
| Element 1: Planning documents are clearly based on performance data | 4 |
| Element 2: Proposed adjustments to interventions are clearly informed by performance data | 3 |
| 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 levels | 3 |

| MI 7.5 Analysis | Source documents |
|---|---|
| 7.5-E1 Performance data are evident in programming documents and are integrated throughout the Programme and Implementation Reports and the Programme and Budget, particularly post-2017. Strategic priorities are operationalised through the Programme and Budget. Interviews confirmed that resources are strategically linked to RBM budgeting and that outcomes are linked across the organisation and to the budget. According to the staff interviewed, there is a clearer approach to identifying outputs in the Programme and Budget 2020-21, and financing teams are consulted on formulating the Development Cooperation Strategy. How policy performance data informs programming as an integrated part of the programming cycle is outlined clearly in the Internal Governance Manual and the ILO Policy Guidelines for Results-Based Evaluation. Evaluation recommendations are also reflected in strategic planning at the corporate level.<br><br>7.5-E2 Focus on results planning has strengthened at the country level since the up-scaling of RBM in the ILO in 2018. At the country level, there is increased input into the strategic framework and Programme and Budget, as noted in the interviews. This results in resources being available to support interventions at the field level and outcomes tracked to delivery. An automated online system to follow up on management response was introduced by the ILO, as evidenced in the Annual Evaluation Report 2018-19 and the "Guidance Note on the Management follow-up to recommendations" from independent project evaluations. The system facilitates the uptake and tracking of management responses, as per these documents and interviews. According to interviews, and as discussed in MI 8.5, the ILO could be more responsive in adjusting interventions based on performance data. Beyond the compulsory management response system in place, practical responses in adjusting interventions based on data are less evident in the documentation. The discussion of the high-level evaluations of DWCPs 2020 at the 340th session of the Governing Body also provided input into adaptations to interventions in the COVID-19 context.<br><br>7.5-E3 Evaluation recommendations are reflected in strategic planning at the corporate level. Delivery is reviewed on a quarterly basis, and outcome teams meet twice a year to review progress, according to the documentation and interviews. Reallocation of funding and assessments of underspending are included in quarterly reviews. The Governing Body discusses items raised by the Evaluation Office, which includes high-level evaluations and project evaluations. The outcomes of these discussions are reported in the Annual Evaluation Reports. Interviews confirmed that Governing Body discussions on more substantive or thematic topics also draw on high-level evaluations. The policy guidelines for evaluation establish the workflow for management responses and action on the basis of evaluation findings and recommendations. Interviews indicated that corporate performance data at the outcome and output levels are reviewed, highlighting that these data are considered in the drafting of the Development Cooperation Strategy, for example. However, as discussed in MI 8.5, the ILO is less responsive in adjustment at the level of the intervention than in making corporate-level adjustments.<br><br>7.5-E4 There are examples of performance data supporting dialogue at the regional and country levels, and the organisation makes efforts to do this more systematically. For instance, interviews revealed that tripartite constituents refer to high-level evaluations. Interviews also highlighted that regular regional meetings bring together governments and social partners to produce an activity report outlining the results they have achieved over the previous four years. Evaluability assessments were approved in the 331st Governing Body Session and tools have been applied since 2017. According to the documentation associated with these instruments, evaluability assessments and the diagnostic instrument will help make performance data more relevant to supporting dialogue at the regional and country levels. Partner survey comments also identified the need for greater communication about priorities, intended results, planning and programming. | 1, 4, 13, 24, 26, 47, 66, 173 |
| **MI 7.5 Evidence confidence** | **High confidence** |

| KPI 8: Evidence-based planning and programming applied | KPI score |
|---|---|
| **Satisfactory** | **3.41** |

The evaluation function has strong operational and financial independence. The operational budget allocated to the Evaluation Office is USD 3.03 million, as established in the Programme and Budget for the biennium 2020-21 and confirmed by interviews. Resources are allocated for the corporate monitoring system at a minimum of 5% of total project resources reserved for evaluations, monitoring and reporting. The Impact Evaluation Review Facility set up in 2018 provides an institutional quality review of the impact evaluations conducted by departments and regions. The ILO continues to have processes and protocols that support compliance with United Nations Evaluation Group (UNEG) standards.

Identifying the causes of underperformance, however, remains a challenge. The ILO has a set of instruments that establishes accountability for the decisions and actions of staff at all levels. Interviews suggest that there is difficulty in acting on the evidence produced and that there is no institutional method to identify and act on weaknesses in intervention performance. Findings from the partner survey confirmed this, with fewer than half of respondents saying they "agree" that underperformance of interventions is addressed.

Sufficient time is allocated for reporting by the staff in the field, according to interviews, but there is a need for better monitoring and "acting upon evidence". The ILO's corporate strategies demonstrate that they have integrated lessons learned into their design. The organisation also has well-established mechanisms to feed lessons learned into intervention design, as seen in the Programming Internal Governance Manual and ILO Policy Guidelines for Evaluation – Principles, rationale, planning and managing for evaluations.

A compulsory and comprehensive system is in place to ensure management follow-up on recommendations, and the ILO has an automated system to track this. The Evaluation Advisory Committee enables action related to management responses. Steps are being taken to expand and replicate the Evaluation Advisory Committee at a decentralised level including to the regions, following recommendations from the Independent Evaluation of the Evaluation Function, 2016.

There is a clear commitment to disseminating results within the organisation and to stakeholders. A comprehensive repository of evaluations is available for use through the i-eval Discovery platform. Performance information is also available on the Decent Work Results Dashboard, the Development Cooperation Dashboard and the Social Protection Platform. Performance is reported on annually through the programme implementation reports and annual evaluation reports. The i-eval Discovery platform acts as a centralised system to incorporate lessons learned and as the basis for the management response system. Dissemination to stakeholders and staff increasingly takes place through more accessible formats, such as seminars, "Quick Facts Notes", newsletters and shorter reports, as explained in the interviews and seen in the documentation.

| MI 8.1: A corporate independent evaluation function exists | Score |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **4.00** |
| Element 1: The evaluation function is independent from other management functions (operational and financial independence) | 4 |
| 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 | 4 |
| Element 4: The central evaluation programme is fully funded by core funds | 4 |
| Element 5: Evaluations are submitted directly for consideration at the appropriate level of decision making for the subject of evaluation | 4 |
| Element 6: Evaluators are able to conduct their work during the evaluation without undue interference by those involved in implementing the unit of analysis being evaluated (behavioural independence) | 4 |

| MI 8.1 Analysis | Source documents |
|---|---|
| 8.1-E1 The evaluation function has strong operational and financial independence, which has increased since 2009. The Annual Evaluation Report 2018-19 describes there being a "period of transformation" for the ILO. According to the Annual Evaluation Report, since 2017 it has been progressing towards the next, and highest, stage of maturity in the UN Joint Inspection Unit matrix, where evaluation is an agent for organisational change. Direct reporting lines to the Director-General and the Governing Body have been set up since 2012, and the Evaluation Office has been given full discretion in deciding on the evaluations to be conducted. The majority of the respondents of the partner survey agreed that the ILO has well-established independent evaluation practices for its interventions. | |
| 8.1-E2 Evaluation in the ILO is structurally independent, with the Head of the Evaluation Office reporting directly to the Governing Body. In addition, the Evaluation Strategy 2018-21 establishes that reporting is directed at the Director-General. Interviews revealed that steps need to be taken to ensure that regional evaluation officers report to the Evaluation Office only for enhanced independence of the function (at the moment, they are "embedded" in the regional office). | |
| 8.1-E3 ILO policy and protocol establish that the Evaluation Office has full discretion in deciding on the evaluation programmes. The Evaluation Office manages the evaluation programme and directly leads high-level evaluations. Policy also establishes that the final decision on the evaluation topics to be covered rests with the Evaluation Office. Although, in selecting high-level evaluations, for example, it does take into account topics that the Governing Body considers important, according to the interviews. Interviews also highlighted that the Evaluation Office consults with tripartite constituents. The evaluation programme includes a hybrid system for managing internal evaluations. Those conducted by external consultants are managed by evaluation managers overseen by the Evaluation Office, which has trained and certified them, as seen in documentation and confirmed in interviews. | 24, 47, 161, 163, 171, 174-175 |
| 8.1-E4 The operational budget allocation to the Evaluation Office is USD 3.03 million, established in the Programme and Budget for the biennium 2020-21. Interviews confirmed that approximately USD 3 million are earmarked to the Evaluation Office per biennium. In projects, resources are earmarked for monitoring and evaluation with a minimum of 2% of total project resources reserved for evaluations and an additional 3% reserved for monitoring and reporting (at a total minimum of 5%), according to the ILO Finance Manual and the ILO Policy Guidelines for Evaluation. Regional evaluation officers are funded through the Regular Budget. At the country level, certified evaluation managers work on a voluntary basis, as seen in the documentation and confirmed in the interviews. | |
| 8.1-E5 Evaluations at the global and country levels are presented every year to the Governing Body. Management responses to evaluations are discussed and followed up by the Advisory Committee, as seen in the documentation and noted in the interviews. The operational framework, set out in the ILO Policy Guidelines for Results-Based Evaluation, enables evaluations to be submitted directly to different levels of decision making according to the subject of the evaluation. Interviews provided examples of Governing Body decisions being informed by synthesis evaluation reports on, for instance, Global Supply Chains and the COVID-19 crisis. | |
| 8.1-E6 Evaluation managers are located in departments and country offices and are independent from the programme evaluated. There are also international evaluation consultants involved in the process. Interviews confirmed that all consultants have to sign a code of conduct. In addition, the ILO ensures that they do not conduct both mid-term and final evaluations; such a rule does not exist | |

| | |
|---|---|
| in all UN agencies, according to interviews. There is also compliance with UNEG standards across the documentation, and the policy guidelines provide a clear division of roles and responsibilities for behavioural independence.<br><br>Evaluation guidelines establish the role and function of evaluation managers in the ILO and specify that evaluators are to be able to conduct their work free from interference. The accompanying guidance on the role requires evaluation managers to not have links to the decision making of the project evaluated, thus ensuring that the evaluation is conducted free from interference.<br><br>The evaluation process is overseen and reports are approved by the Evaluation Office, which carries out real-time quality control using a checklist with criteria before an evaluation is published, according to the interviews and as established in the evaluation policy and strategy. The Evaluation Office also has external *ex post* quality control of evaluations. | 24, 47, 161, 163, 171, 174-175 |
| **MI 8.1 Evidence confidence** | **High confidence** |

| **MI 8.2: Consistent, independent evaluation of results (coverage)** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.40** |
| Element 1: An evaluation policy describes the principles to ensure the coverage, quality and use of findings, including in decentralised evaluations | 4 |
| 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 decentralised evaluations | 4 |
| Element 3: A prioritised and funded evaluation plan covering the organisation's planning and budgeting cycle is available | 3 |
| Element 4: The annual evaluation plan presents a systematic and periodic coverage of the MO's interventions, reflecting key priorities | 3 |
| Element 5: Evidence demonstrates that the evaluation policy is being implemented at country-level | 3 |
| **MI 8.2 Analysis** | **Source documents** |
| 8.2-E1 There is a distinct and separate evaluation policy at the ILO. The ILO Policy Guidelines for Results-Based Evaluation provide an operational framework for evaluation and describe the principles, rationale, and guidance on planning and managing evaluations. The Evaluation Office developed and published internal guidance (Implications of COVID-19 on evaluations in the ILO: Practical tips on adapting to the situation) in March 2020 to adapt evaluation policy to the changing context.<br><br>8.2-E2 The guidance for the implementation of different types of evaluations is mapped out in the Policy Guidelines. This includes evaluations of strategies and policies, DWCPs, projects, as well as thematic evaluations, synthesis reviews and meta-studies, impact evaluations, and high-level evaluations. Interviews confirmed the Evaluation Office has a policy on different categories of evaluations, including strategic, high-level, thematic and decentralised evaluations. For instance, for corporate evaluations the procedure is centralised, and for project evaluations the policy delineates a hybrid approach. Clustered evaluations were added to the guidance in 2020 as part of a "transformative approach" to evaluation that is sensitive to the ILO's specific mandate and that will provide "more comprehensive and systematic" coverage of results, according to the ILO Policy Guidelines for Results-Based Evaluation. | 26, 47, 161-162, 171, 176 |

8.2-E3 The above-mentioned Policy Guidelines outline the types of evaluations to be conducted. The latest edition adds clustered evaluations to this to align with the evaluation plan and is based on the recommendations in the Independent Evaluation of the Evaluation Function (IEE) 2016. Interviews confirmed that the budgetary and financial process includes monitoring and reporting on programmes and projects at the outcome and output levels, linking these with financial information operationalised through the Programme and Budget and the Development Cooperation Strategy.

8.2-E4 All ILO interventions over USD 1 million are subject to an independent evaluation. All interventions over USD 5 million are also required to undergo an initial monitoring and evaluation appraisal by the Evaluation Office. The timeline and thresholds for project evaluations are outlined in the ILO Policy Guidelines for Results-Based Evaluation (Table 4 from this document is reproduced below). The guidelines require that all interventions, including those under USD 500 000, undergo an annual review, a mid-term review and final evaluations.

26, 47, 161-162, 171, 176

### Table A.1. ILO policy requirements for project evaluations

| Project US$ | Under 18 months | 18 to 30 months | Over 30 months | Multiphase projects |
|---|---|---|---|---|
| **Over 5 million** | Initial M&E appraisal by EVAL, see Evaluation Tool: *M&E plan appraisal tool, independent Mid-term and Final Independent*. Recommended: evaluability assessment | Initial M&E appraisal by EVAL, annual review, independent mid-term and final independent. Recommended: evaluability assessment | Initial M&E appraisal by EVAL, annual review, mid-term independent, final independent. Recommended: evaluability assessment | Once project has passed the various time thresholds, the requirement for that timeframe kicks in. |
| **1 to 5 million** | Final independent evaluation | Mid-term (self or internal) & final independent evaluation | Annual review, mid-term (self or internal), final independent evaluation | Once project budget reaches US$1 million an independent evaluation is required, |
| **500,000 to 1 million** | Final internal evaluation | Annual review, final internal evaluation | Annail review, mid-term internal, final internal evaluation. | – |
| **Under 500,000** | Final self-evaluation | Annual review, final self-evaluation | Annual review, mid-term self, final self-evaluation | – |

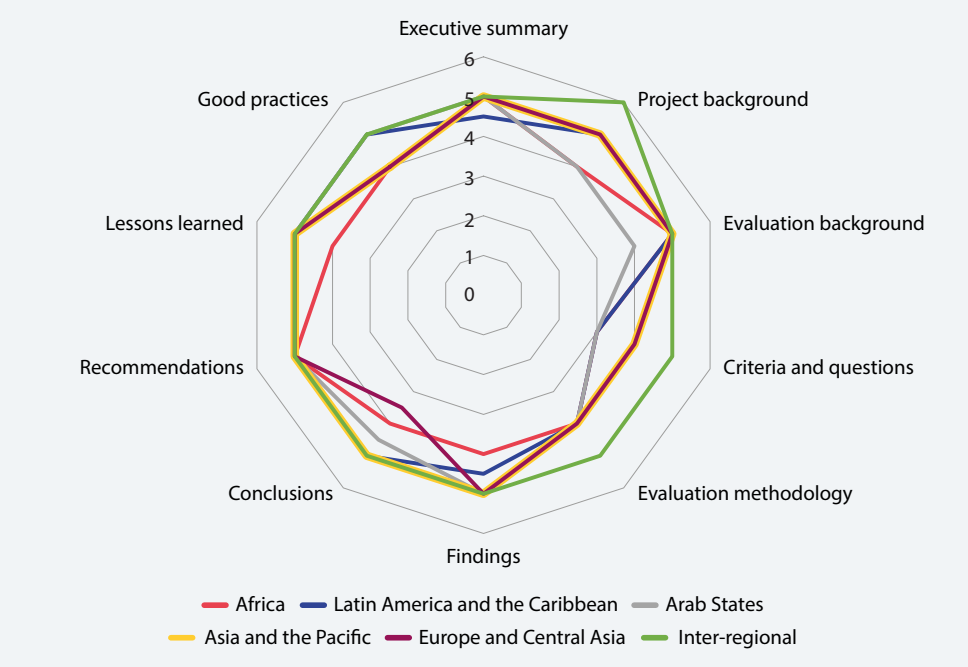
*Source*: ILO (2017), *ILO Policy Guidelines for Evaluation – Principles, rationale planning and managing for evaluations (Ed 3.)*

Evaluations for projects under USD 500 000 can be internal. The ILO Policy Guidelines for Results-Based Evaluation and Results-Based Evaluation Strategy 2018-21 contain an evaluation plan outlining the operational approach to evaluation, but there is not a separate document detailing a consolidated evaluation plan that helps in strategic co-ordination and resource use. High-level evaluations are planned in a four-year rolling work plan. Decentralised evaluations are planned on an annual basis, and evaluation focal points in each department and region develop rolling work plans to implement their respective evaluation plans. In this context, the Independent Evaluation of ILO's Evaluation Function 2011-16 recommended developing a consolidated, formal evaluation planning mechanism to 1) ensure better sequencing and co-ordination of high-level and decentralised evaluations; and 2) directly link budgetary control of technical co-operation project evaluation allocations to the central evaluation function to allow for more clustered and strategic evaluations. Interviews suggested about 50 internal project evaluations a year are conducted by independent consultants. These evaluations are facilitated by certified evaluation managers at a decentralised level. Around 60 evaluations a year are conducted by the Evaluation Office, according to the interviews.

| | |
|---|---|
| Evaluability assessments were approved in the 331st Governing Body Session, and tools have been applied since 2017, with further advancements being piloted. In 2017, the ILO created an evaluability diagnostic tool, the Diagnostic Instrument to Assess the Evaluability of Decent Work Country Programmes in the Context of the SDGs. According to the Annual Evaluation Report 2019-20, the instrument was piloted in four countries between 2018 and 2020. The ILO can also benefit from the diagnostic instrument in linking results with the SDGs at the country level, as the organisation systematically monitors its contribution to the SDGs, according to the documentation.<br><br>Similarly, in order to improve the efficiency and relevance of evaluation planning, the ILO is focusing on more strategic and clustered evaluations, as seen in the ILO Policy Guidelines for Results-Based Evaluation and the Results-Based Evaluation Strategy 2018-21. Interviews indicated that this has been a reaction to "piecemeal evaluations" that were previously the case. Interviews suggested, nevertheless, that donor requirements limit this plan as donors often demand evaluation reports for their projects.<br><br>8.2-E5 Documentary and interview evidence indicated that evaluation policy is applied at the country level. The Evaluation Strategy aims to increase the capacity of the regions, among others, to support the principles of decentralisation and independence of evaluation, instilled in the evaluation policy of 2017. The Annual Evaluation Report 2019-20 states that during this period, , 10% of scheduled independent evaluations were delayed; i.e. the percentage of planned evaluations completed on time dropped to 90%. Submission rates for internal project evaluations were below expectations, with a 44% completion rate compared to the milestone for 2020-21 of 75%. The evaluation report also indicates a higher investment in project-based monitoring and evaluation officers in the regions and departments than in the previous biennium.<br><br>The ILO implements the Evaluation Manager Certification Programme, which provides training and certification to staff who voluntarily oversee evaluation projects in countries. According to the Annual Evaluation Report (2019-20), 123 staff members were certified as evaluation managers and 25 staff as internal evaluators. The programme has helped foster an evaluation culture in the organisation, including in the field, according to the Annual Evaluation Report, the ILO Results-Based Evaluation Strategy 2018-21 and interviews. General training is also available to all staff on specific aspects of evaluation.<br><br>The Evaluation Office has recently started to promote the use of SMART (specific, measurable, achievable, realistic and timely) output indicators for evaluation policy at the field level. The use of the SMART approach will improve output indicators and policy implementation at the country and regional levels.<br><br>Internal Decent Work Country Programme reviews are conducted at the country level and follow guidelines from the Evaluation Office. Interviews highlighted that between the regional and country levels, outcomes are discussed regularly concerning where technical support might be needed, assisted by technical hubs. Results targets are strongly present in operations at the country and regional levels and include outcomes, outputs, indicators and baselines. Interventions are outcome-based and budgets are output-based, rather than activity-based, as noted in the interviews. Project development has a clearly designed strategy with results integration, evidenced in the documentation. The project design appraisal system, which includes clear markers, is used at the country level. Interviews identified that while it is required to assess the impact of interventions, funding is insufficient to conduct this impact analysis. The Development Cooperation Strategy 2020-25 similarly states that the ILO will make better use of data, including through impact evaluations, to demonstrate what works and to support the scaling up of interventions. | 26, 47, 161-162, 171, 176 |

Finally, the Annual Evolution Report 2019-20 showed a relatively high level of quality and consistency of independent evaluation reports across regions (see Figure A.2).

**FIGURE A.2. MEDIAN SCORES OF QUALITY APPRAISALS BY COMPONENT AND REGION FOR THE ILO, 2019**




*Source*: ILO (2020j), *Annual Evaluation Report 2019-20*, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_758522.pdf.

26, 47, 161-162, 171, 176

| **MI 8.2 Evidence confidence** | **High confidence** |
|---|---|

| **MI 8.3: Systems applied to ensure the quality of evaluations** | **Score** |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.80** |
| Element 1: Evaluations are based on design, planning and implementation processes that are inherently quality oriented | 4 |
| Element 2: Evaluations use appropriate methodologies for data collection, analysis and interpretation | 4 |
| Element 3: Evaluation reports present the evidence, findings, conclusions and, where relevant, recommendations in a complete and balanced way | 4 |
| Element 4: The methodology presented incudes the methodological limitations and concerns | 3 |
| Element 5: A process exists to ensure the quality of all evaluations, including decentralised evaluations | 4 |
| **MI 8.3 Analysis** | **Source documents** |
| 8.3-E1 The policy guidelines form the basis for evaluations being based on design, planning and implementation processes that are quality orientated, with quality considerations comprehensively covered. A number of key steps are required to be taken before conducting an evaluation, including defining the purpose and scope and reviewing the ToC and evaluability. Stakeholders are required | 12, 24, 26, 47, 66, 161-162, 171, 174-175, 177-178 |

to be included throughout, and gender issues have to be taken into account. These steps ensure that "the evaluation design process is participatory, transparent and independent of any one stakeholder's specific interests", according to the policy guidelines for results-based evaluation. At the corporate level, the Evaluation Strategy and Summary findings of the IEE 2016 are submitted to the Governing Body. Interviews confirmed that evaluation reports are quality controlled by the Evaluation Office, using checklists, prior to publication. There are also efforts to ensure continued compliance with UNEG standards, as noted in the interviews. In addition, the *ex post* quality control of evaluations is conducted externally, as outlined in the documentation and specified in the interviews.

8.3-E2 The ILO Policy Guidelines for Results-Based Evaluation, as well as specific guidelines for high-level evaluations, provide details on the appropriate methodologies to be used in evaluations. Importantly, the guidelines delineate outcomes, outputs and impact in the methodology, for example stating that "the methodology should include, but make a distinction between, the ILO initiatives that deliver services and products (outputs), the direct realisation of new policy and practice by stakeholders as a consequence of what has been delivered (outcome), and the influence and wider application of the outcome in relation to stakeholders' and beneficiaries' improved work situation (impact)". The guidelines include specific guidance on adapting evaluation methods to the ILO's normative and tripartite mandate, and include specific guidance on the consideration of cross-cutting drivers of gender, disability and the environment. The application of a ToC approach further led to a revised methodology for the preparation of the Programme of Work for 2020-21.

Evaluation managers are equipped with tools and information to ensure that appropriate methodologies are used in evaluations. The Policy Guidelines for Evaluation are accompanied by methodological guidelines developed by the Evaluation Office in 2019 and 2020. These are in an easily accessible format based on five thematic pillars and are available online, following the IEE 2016 recommendations. Furthermore, evaluation methodologies have been adapted to the COVID-19 crisis context. The Evaluation Office produced, for instance, a document on the Implications of COVID-19 on evaluations in the ILO. In adapting these methodologies, the ILO has, as stated in the Annual Evaluation Report 2019-20, worked to "embed the promotion of its core values of equality, inclusion, standards, dialogue and tripartism in the response".

12, 24, 26, 47, 66, 161-162, 171, 174-175, 177-178

8.3-E3 The ILO Policy Guidelines for Results-Based Evaluation contains details on how evaluation reports are to be presented in a balanced way. The guidelines state, for example, that "reports should meet the ILO evaluation quality standards which are consistent with, and conform to, the UNEG norms and standards". High-level evaluation reports are also required under protocol to include a management response. All the evaluation reports assessed include a management response. There are examples of evaluation reports providing evaluation evidence, findings, recommendations and conclusions in a balanced way. Interviews confirmed that evaluation reports include lessons learned and that there is specific guidance on how to write the reports.

8.3-E4 Methodological limitations are included in the methodology of evaluations, and most reports, particularly those from 2019 onwards, cover limitations and mitigations. However, they were not explicitly seen in all the evaluation reports reviewed. The coverage of limitations is particularly evident in addressing the methodological issues presented by the COVID-19 crisis context. The high-level evaluation of DWCPs 2020, for instance, includes such limitations.

8.3-E5 Quality control processes at all stages of the evaluation have been established and upgraded. Interviews and documentation confirmed that the evaluation process is managed with real-time quality control, and evaluation reports are quality controlled prior to publication by the Evaluation Office, using checklists. Evaluation guidelines and processes have also been developed to complement the Impact Evaluation Review Facility. The review facility was set up in 2018 to

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| provide institutional quality review of the impact evaluations conducted by departments and regions. The quality control process for decentralised evaluations is carried out through Regional Evaluation Officers and Departmental Evaluation Focal Points, as outlined in the documentation. In terms of quality control of external evaluations, interviews confirmed that *ex post* quality control is conducted externally. The staff interviewed also explained that consultants work with ILO evaluation managers to ensure that there is compliance with UNEG standards. | 12, 24, 26, 47, 66, 161-162, 171, 174-175, 177-178 |
| **MI 8.3 Evidence confidence** | **High confidence** |

| **MI 8.4: Mandatory demonstration of the evidence base to design new interventions** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.40** |
| 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 |
| Element 2: Clear feedback loops exist to feed lessons into the design of new interventions | 3 |
| Element 3: Lessons from past interventions inform new interventions | 3 |
| Element 4: Incentives exist to apply lessons learned to new interventions | 3 |
| Element 5: The number/share of new operations designs that draw on lessons from evaluative approaches is made public | 4 |

| **MI 8.4 Analysis** | **Source documents** |
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| 8.4-E1 Requirements and processes for identifying lessons learned are outlined in the ILO Policy Guidelines for Results-Based Evaluation. It contains clear templates for identifying lessons learned and emerging good practices. Project design appraisal includes the use of lessons learned from evaluations. The interviews also indicated that there is a project design appraisal system that includes clear markers or a tick-box to show how the evaluation results are used. The Appraisal Checklist for Development Cooperation Projects, for instance, includes these as one of the criteria for proposals. DWCPs are also required to factor lessons learned into programme design.<br><br>8.4-E2 The Evaluation Office launched an enhanced communication strategy following the IEE in 2016, along with the Knowledge Management Strategy 2018-21. These have helped address the need for clear feedback loops and have created incentives to feed lessons learned into new interventions, according to the rationales given for these strategies in the documentation. The two core systems of the ILO for evaluation information, namely IRIS and the i-eval Discovery platform, are used to document and implement lessons learned. All evaluation reports assessed include lessons learned, and there is specific accompanying guidance on how to write them. Despite the availability of these mechanisms, interviews and the partner survey indicated that the uptake of lessons learned needs improvement.<br><br>8.4-E3 The Programme and Budget exercise is a systematic application of lessons learned. It involves balancing lessons on the priorities of the HQ and field offices and includes Outcome-based Workplans as key inputs. A focus in 2022-23, for example, outlined in the Preview of the Programme and Budget proposals for the biennium, builds on lessons learned to encourage interactions that are conducive to innovation. Lessons drawn from the implementation of the ILO programme in 2018-19 are built into programming for 2020-21.<br><br>Corporate strategies incorporate lessons learned. High-level evaluation findings, for instance, informed the ILO-wide strategy for institutional capacity development in relation to the Social Justice Declaration. It is stated in the ILO Institutional Capacity Development Strategy 2020-25 that | 4, 8, 10, 13, 24, 26, 46-47 66, 105, 161-162 |

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| it presents a "new, holistic approach to developing the capacity of ILO constituents on the basis of lessons learned in recent years". The DWCPs for 2020 also integrate lessons learned.<br><br>At the field level, evaluation results are an important way to improve interventions and to serve clients better, according to the interviews. An example is an evaluation showing poor performance on a European Union migration project, which led to a turn-around in the performance of that project. Interviews also confirmed that synthesis reports on Global Supply Chains and on COVID-19 informed the Governing Body. However, interviews indicated that despite examples evidencing the uptake of lessons learned and the existence of systems such as i-eval Discovery, lessons from past interventions are not systematically used and that further efforts are needed to use them during intervention design. Moreover, some partners in the survey explicitly mentioned that "The ILO needs to improve its learning from experiences, mid-term reviews and evaluations".<br><br>8.4-E4 The ILO guidelines for the development of DWCPs include the requirement to factor lessons learned into programme design. Consequently, the DWCPs 2020, for instance, integrate lessons learned. DWCPs includes an outline of ILO efforts to produce a clear overarching strategy for sustainable enterprises, based on the recommendation in the "High-level evaluation of strategies and Decent Work Country Programme 2020". According to the guidelines, the DWCP document produced as part of the design process should contain a section that describes lessons learned and how they are incorporated into the design as part of the diagnostic and context analysis of the country.<br><br>It was highlighted in the interviews that the i-eval Discovery system includes information on lessons learned, but it is the responsibility of the technical and policy staff to use them and contextualise information in other contexts. It was suggested that each thematic or technical specialist should be able to highlight the most important lessons learned in their area and explain how to use them, but this is not always done, according to interviews. Interviews also pointed to efforts that are being made to be able to share knowledge and lessons learned in real-time to produce results.<br><br>8.4-E5 The share of new operations that draw on lessons in evaluations is available in the Annual Evaluation Report. The 2019-20 report, for example, shows that "83 per cent of high-level evaluations (five out of six) conducted in 2018-19 were reflected in ILO's Programme Implementation Reports (2018-19)". | 4, 8, 10, 13, 24, 26, 46-47 66, 105, 161-162 |
| **MI 8.4 Evidence confidence** | **High confidence** |

| **MI 8.5: Poorly performing interventions proactively identified, tracked and addressed** | **Score** |
|---|---|
| **Overall MI rating** | **Unsatisfactory** |
| **Overall MI score** | **2.25** |
| Element 1: A system exists to identify poorly performing interventions | 2 |
| Element 2: Regular reporting tracks the status and evolution of poorly performing interventions | 2 |
| Element 3: A process for addressing poor performance exists, with evidence of its use | 2 |
| Element 4: The process clearly delineates the responsibility to take action | 3 |

| **MI 8.5 Analysis** | **Source documents** |
|---|---|
| 8.5-E1 The management response system is the ILO's system for tracking (under)performance. According to the interviews, the ILO's corporate monitoring system was not satisfactory until the establishment of a repository for progress reports, which implies that the organisation is improving its monitoring framework. However, interviews suggested that a system to identify poorly performing interventions does not exist and that a formal review mechanism would be welcomed to facilitate the translation of monitoring and reporting evidence into action to address poorly performing interventions. | 39, 47, 76, 147, 164-165, 171, 173, 176, 179-181 |

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| 8.5-E2 Comprehensive monitoring and evaluation systems run through each operational stage of the strategic framework of the ILO. However, monitoring and reporting is a suggested area for improvement in a meta-analysis of decent work projects evaluated in 2019. In the partner survey, around half of the respondents agreed that the ILO consistently identifies which interventions are underperforming, supporting the interview findings that there is room for improvement in this area.<br><br>Regular reporting takes place through the i-eval Discovery platform, and the ILO tracks the status and evolution of (poorly performing) interventions mainly through its management response systems. Procedures for management responses and the follow-up to them are outlined in the ILO Policy Guidelines for Results-Based Evaluation with guidance for action, responsibilities and timelines. At the country level, the Internal Decent Work Country Programme Reviews are conducted and assist in the identification and correction of aspects of interventions that are not performing well. Interviews confirmed that regular monitoring and reporting take place at both the field level and the corporate level, and that reporting occurs through the dashboards, such as the Decent Work Results Dashboard that tracks performance against the Programme and Budget. Interviews suggested that the ILO will also establish a dashboard on Outcome-based Workplans.<br><br>Although these systems of accountability exist, the challenge is identifying and linking intervention underperformance to them. Interviews highlighted that there is difficulty in acting on the evidence produced. Comments in the partner survey confirmed that the ILO could be more responsive and quicker in addressing lessons learned. Sufficient time is allocated for reporting by the staff in the field, according to the interviews, but there is a need for better monitoring and acting on evidence.<br><br>Interviews suggested that the quality of reporting on Country Programme Outcomes has improved over time. ILO staff interviewed also explained that although annual progress reports are in place, there is no internal discussion within the organisation around the progress reports of projects, and there is little external donor feedback. | 39, 47, 76, 147, 164-165, 171, 173, 176, 179-181 |
| 8.5-E3 Addressing poor performance is an area for improvement in the ILO. Interviews pointed out that there is no institutional method to identify strengths and weaknesses and act on them. The onus of action is left to the project manager, and monitoring is the remit of a project monitoring and evaluation officer, as noted in the interviews. The interviews also revealed that it is difficult to intervene in or stop an ongoing project and programme if issues or poor performance are identified. It is suggested in the interviews that annual progress reports could serve as the basis for action by identifying better ways to reach targets in a project or programme; the evaluation reports do not allow timely discussions as evaluations are conducted after a certain period of time.<br><br>8.5-E4 The set of instruments comprising the ILO accountability framework establishes accountability for the decisions and actions of staff at all levels. Procedures for management responses and the follow-up to them are outlined in the ILO Policy Guidelines for Results-Based Evaluation, which also contains guidance for action, responsibilities and timelines. The responsibility to take action is clearly outlined in the guidance provided to staff on how to use the Automated Management Response system. The guidelines present a clear workflow and include specific guidance on variants, such as the responsibility to take action in response to cluster evaluations.<br><br>The process for addressing poor performance outlines the structure, authorities and responsibilities for taking action. Responsibility is also set forth in the "Three Lines of Defence" model in the Internal Control Framework. Procedures for management responses and the follow-up to them are described in the ILO Policy Guidelines for Results-Based Evaluation, with details on responsibilities and timelines. Interviews revealed that the designated ILO Responsible Officials of projects could be | |

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| more proactive in monitoring projects and taking action when needed. Interviews also suggested that the managers' dashboard could be used more effectively, indicating that the existing tools and systems could be better used to identify, track and address poorly performing interventions.<br><br>The process for addressing poor performance outlines the structure, authorities and responsibilities for taking action. Responsibility is also set forth in the "Three Lines of Defence" model in the Internal Control Framework. Procedures for management responses and the follow-up to them are described in the ILO Policy Guidelines for Results-Based Evaluation, with details on responsibilities and timelines. Interviews revealed that the designated ILO Responsible Officials of projects could be more proactive in monitoring projects and taking action when needed. Interviews also suggested that the managers' dashboard could be used more effectively, indicating that the existing tools and systems could be better used to identify, track and address poorly performing interventions. | 39, 47, 76, 147, 164-165, 171, 173, 176, 179-181 |
| **MI 8.5 Evidence confidence** | **High confidence** |

| **MI 8.6: Clear accountability system ensures responses and follow-up to and use of evaluation recommendations** | **Score** |
|---|---|
| **Overall MI rating** | **Highly satisfactory** |
| **Overall MI score** | **3.75** |
| Element 1: Evaluation reports include a management response (or has one attached or associated with it) | 4 |
| Element 2: Management responses include an action plan and/or agreement clearly stating responsibilities and accountabilities | 4 |
| Element 3: A timeline for implementation of key recommendations is proposed | 3 |
| Element 4: An annual report on the status of use and implementation of evaluation recommendations is made public | 4 |
| **MI 8.6 Analysis** | **Source documents** |
| 8.6-E1 The format of high-level evaluation reports requires that they include a management response. The review of the evaluation reports in this assessment showed that they all include a management response. Procedures for response and follow-up are outlined in the ILO Policy Guidelines for Results-Based Evaluation, with responsibilities and timelines. There is a clear division of roles and responsibilities, as confirmed in the interviews and covered in more depth in MI 8.5. The Annual Evaluation Report 2019-20, for instance, includes a plan of action for implementing approved recommendations. The ILO has an Automated Management Response system that ensures follow-up (see also MI 8.5).<br><br>8.6-E2 The Evaluation Advisory Committee enables action related to management responses for corporate high-level evaluations. The ILO has recently been taking steps to replicate and expand the committee at a decentralised level to the regions, according to the ILO Results-Based Evaluation Strategy. The move towards establishing decentralised committees comes following recommendations from the IEE 2016 and is currently a work in progress. Nonetheless, interviews confirmed that a management response is compulsory and that there is an elaborate management response system for every evaluation. Such a system also exists at the field level and action has been taken as a result, according to interviews. In addition, interviews indicated that the Evaluation Office provides support to country-level evaluation managers to help with the uptake of management response at the field level. | 24, 26, 47, 161-162, 174 |

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| 8.6-E3 Evaluation guidelines require that a timeline for the implementation of key recommendations is proposed. This is reflected in the evaluation reports assessed, which include suggested timeframes associated with each key recommendation. The action plan provided in the Annual Evaluation Report 2019-20 also contains proposed timelines for action. Interviews indicated that the ILO management response system includes e-mail reminders for management to submit its response.<br><br>8.6-E4 The Annual Evaluation Report includes the status of use and implementation of recommendations. Interviews confirmed that the report presents accountability of the implementation strategy to the Governing Body. According to the Annual Evaluation Report 2019-20, 90% of the evaluations have a management response. The overall effectiveness of the ILO is also assessed through meta-studies and synthesis reviews, as noted in the interviews. | 24, 26, 47, 161-162, 174 |
| **MI 8.6 Evidence confidence** | **High confidence** |

| **MI 8.7: Uptake of lessons learned and best practices from evaluations** | **Score** |
|---|---|
| **Overall MI rating** | **Satisfactory** |
| **Overall MI score** | **3.25** |
| Element 1: A complete and current repository of evaluations and their recommendations is available for use | 4 |
| 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 | 3 |
| Element 4: Evidence is available that lessons learned and best practices are being applied | 3 |
| **MI 8.7 Analysis** | **Source documents** |
| 8.7-E1 A comprehensive repository of evaluations is available for use through the database of the Evaluation Office (i-track and i-eval Discovery). Performance information is also available on the Decent Work Results Dashboard, the Development Cooperation Dashboard and the Social Protection Platform. The repository is multi-functional as it acts not only as a repository but also as a centralised system to incorporate lessons learned and to serve as the basis for the management response system.<br><br>8.7-E2 The i-eval Discovery platform assists in distilling lessons learned by systematically tracking evaluations and by compiling lessons learned and the management responses. The full set of mechanisms used in this process is outlined in the ILO Policy Guidelines for Results-Based Evaluation. The guidelines also outline the responsibilities for evaluators in disseminating lessons learned, and provide specific forms for this purpose. Other mechanisms for distilling lessons learned include high-level evaluation reports that end with a section on lessons learned and are discussed at decision-making levels. Similarly, the Programme Implementation Reports conclude with lessons learned and suggest actions to integrate lessons into the programme for the following biennium.<br><br>8.7-E3 Numerous documents demonstrate a commitment to the dissemination of results to stakeholders. In the Preview of the Programme and Budget proposals for 2022-23, the ILO envisages committing at the global level to disseminating lessons learned to third parties. Interviews suggested that stronger evaluation systems have enabled the organisation to inform donors and the Governing Body and to enhance the transparency of budgeting and outcomes. The Results-Based Evaluation Strategy 2018-21 also has an increased commitment to knowledge | 8, 10, 13, 20, 26, 46-47, 69, 162, 170, 174, 177, 182 |

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| dissemination, which is reflected in the Annual Evaluation Report 2019-20. In the case of decentralised evaluations, for instance, an annual overview of project evaluations is provided and shared with key stakeholders. Interviews confirmed that results were shared with all social partners and constituents and are visible publicly through the databases.<br><br>Dissemination increasingly takes place through more accessible formats. The ILO Policy Guidelines for Results-Based Evaluation contains guidelines on the dissemination of evaluations to third parties and stakeholders. Methods for dissemination include evaluation reports, seminars, conferences and workshops. Interviews confirmed that the ILO increasingly produces "Quick Facts Notes", newsletters, shorter reports and synthesis reviews, which are disseminated widely.<br><br>8.7-E4 The ILO implements lessons learned in strategies. For instance, key learning from responding to previous crises (such as the 2008 global financial crisis) has been applied to adapting to the COVID19 crisis context. This is facilitated through a Knowledge Sharing platform developed by the organisation. Similarly, the "ILO Action Plan for Gender Equality 2018-21" explicitly incorporates lessons learned from an independent evaluation in 2016. It also addresses findings from evaluations before 2018 that demonstrated that systematic integration of gender equality issues was lacking. Interviews highlighted that, at the field level, evaluation results are an important way to improve interventions and to better serve the beneficiaries. Interviews also noted that rapid assessments are conducted which produce information on lessons learned.<br><br>Comments in the survey findings concurred with interview results that uptake of lessons learned in terms of practical change is sometimes a challenge for the ILO. A few comments in the partner survey also suggested that the organisation is slow to implement lessons learned. Interviews pointed out that there are systemic challenges with the uptake of lessons learned, the responsibility for which lies with technical and policy staff. The interviews indicated that the existing systems are required to be utilised effectively to be able to identify the key lessons and use them.<br><br>The Standards Initiative, one of the seven Centenary Initiatives, is a large-scale example of time-bound action on the basis of lessons learned. It includes a series of measures to help the organisation renew and upgrade the body of ILO standards and to ensure full tripartite support of its supervisory system. The overall review of the implementation of the Standards Initiative found that "practical and time-bound follow-up undertaken throughout the organisation – by the Conference, the Governing Body and the Office – has given a new impetus to ILO standards policy both at global and national levels, calling for full tripartite support and commitment". The first stage of the initiative is the Standards Review Mechanism, for which a Technical Working Group was established in 2015. The Group has been mandated to review the ILO's international labour standards. | 8, 10, 13, 20, 26, 46-47, 69, 162, 170, 174, 177, 182 |
| **MI 8.7 Evidence confidence** | **High confidence** |

## RESULTS

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

| **KPI 9: Development and humanitarian objectives are achieved and results contribute to normative and cross-cutting goals** ***The cross-cutting issue of human rights is analysed from the perspective of the international labour standards and labour rights.*** | **KPI score** |
|---|---|
| **Satisfactory** | **2.80** |

The review of the evaluation reports and annual results reporting from the ILO shows that the ILO's interventions broadly achieved their objectives and results. A total sample of 41 evaluation documents was reviewed to assess the achievement of ILO results in the 2017-20 assessment period. The sample included 12 independent evaluations and the "High-level evaluations of strategies and Decent Work Country Programmes" discussed at the Governing Body meetings in 2017, 2018, 2019 and 2020. The review included meta-analysis, clustered evaluations and a range of independent evaluations that reported on specific themes, target groups or regions. The sample included three mid-term evaluations and internal evaluations. It also comprised reports on progress towards specific thematic goals, such as Agenda 2030, HIV/AIDS, and South-South and triangular co-operation.

The findings from evaluation reports were validated against annual reporting during the MOPAN assessment period 201720 (in the Annual Evaluation Reports, ILO Programme Implementation reports and Decent Work Results and Effectiveness of ILO Operations: An Ex-post Meta-analysis of Development Cooperation Evaluations for 2017-18 and 201920). Supplementary reports submitted to the Director-General, particularly related to the COVID-19 context, were also reviewed for impacts on results. The findings from evaluation reports were supported by results data in the ILO Development Cooperation Dashboard, the ILO Decent Work Results Dashboard and the ILO Social Protection Platform. The findings from the staff interviews generally supported the broad key findings from the review of ILO results documentation outlined below. Interview findings are not included in the assessment of the Results area. However, when solid data were available, they are mentioned for supporting document review findings.

Through the range of evaluation reports, the review indicated that the ILO achieved results against the strategic objectives to foster employment opportunities, social protection, social dialogue, tripartism and fundamental rights at work. Overall, the achievement of expected results was rated highest in these strategic objectives and particularly in ILO normative objectives. Results were rated lowest in poverty reduction and the pro-poor focus of interventions. For instance, the Annual Evaluation Report 2019-20 shows 5% of projects scored "highly successful" in addressing poverty reduction. A meta-analysis of "Decent Work Results and Effectiveness of ILO Operations" similarly found that 44% of projects had "successfully addressed poverty issues". The ILO is, however, increasingly focusing on impactful programmes that directly address the needs of the most vulnerable. This has become evident in the ILO response to the COVID-19 crisis through social protection, health and safety for all.

Since 2018, gender equality has become more integrated into ILO programmes and in the delivery of DWCPs, according to the evaluation reports. The "ILO Action Plan for Gender Equality 2018-21", which incorporates lessons learned from an independent evaluation in 2016, supports the gender-responsive delivery of DWCPs. The "Mid-term Report on the Implementation of the ILO Action Plan for Gender Equality 2018-21" shows that the ILO has made progress on the more systematic inclusion of gender in programming, which is reflected in results. In 2018-19, for example, the majority of results globally made a "significant contribution" to, or advanced, gender equality and discrimination, mainly among workers in the most vulnerable situations, according to the Programme Implementation Report for the biennium.

The ILO has started to make progress in obtaining results in environmental sustainability and a just transition to greener economies since the issue was added as a cross-cutting policy driver in the Strategic Plan 2018-21, as seen in the ILO's reporting on annual results and the evaluation reports. Evaluation reports suggest that, prior to its incorporation, the ILO had given insufficient attention to achieving results on environmental issues. The change in performance is supported by the Green Initiative (one of the Centenary Initiatives), which focuses on policy, knowledge and capacity building for a just transition. The ILO collaborates with the other UN institutions on these issues and is one of five partners in the Partnership for Action on Green Economy (PAGE) programme. In 2019, the UN Secretary-General launched the Climate Action for Jobs initiative and identified the ILO to lead its implementation. This indicated that the ILO is well-placed in the global agenda to promote just transition, according to the interviews.

The ILO addresses human rights in the world of work through its international labour standards and its wider normative goals. International labour standards are integrated into ILO development co-operation interventions, for example. At the same time, the commitment to addressing the rights of vulnerable people runs through the ILO mandate, function and structure. The ILO's Social Justice mandate supports the commitment to results that improve the rights and working conditions of vulnerable groups targeted by the organisation. The ILO produces strong results in social protection floors, according to the evaluation reports, which support the adoption of legislation for the benefit of vulnerable people. The organisation similarly has a strong focus on migration and the rights of migrants, refugees and informal economy workers. The ILO results in its support of migrants and informal workers have increased in relevance in the COVID-19 context, under existing programmes such as the Safety + Health for All Flagship Programme.

Results reporting shows that the ILO has strengthened social dialogue, but there are missed opportunities for strengthening tripartism in development co-operation projects. There is some improvement documented in 2019-20 evaluation reports for the previous biennia in strengthening tripartism. Still, less than half of projects were rated as "successful" in embedding tripartite processes in the project approach, according to an *ex post* meta-analysis of development co-operation evaluations for 2019-20. The strengths of the organisation are in building the capacity of partners, which includes social dialogue and normative goals. Tripartite partners are also offered training on a wide range of areas through the ITCILO. Training is delivered to improve the capacity of tripartite partners to design and implement interventions and strategies.

| **MI 9.1: Interventions assessed as having achieved their objectives and results (analysing differential results across target groups, and changes in national development policies and programmes or system reforms)** | **Score** |
|---|---|
| **MI rating** | **Satisfactory** |
| **MI score** | **3** |
| **4. Highly satisfactory**: The organisation achieves all or almost all intended significant development, normative and/or humanitarian objectives at the output and outcome level. Results are differentiated across target groups. | |
| **3. Satisfactory:** The organisation either achieves 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 is achieved. | |
| **2. Unsatisfactory:** Half or less than half of stated output and outcome level objectives is achieved. | |
| **1. Highly unsatisfactory:** Less than half of stated output and outcome objectives has been achieved, including one or more very important output and/or outcome level objectives. | |
| **MI 9.1 Analysis** | **Source documents** |
| The evaluation reports and the ILO annual evaluation reporting reviewed showed that the ILO's interventions broadly achieve their objectives and results. The review encompassed the following: annual performance reporting in three Annual Evaluation Reports and two Programme Implementation Reports in the assessment period; annual meta-analysis, namely, Decent Work Results and Effectiveness of ILO Operations: An Ex-post Meta-analysis of Development Cooperation Evaluations for 2017-18 and 2019-20; the High-level evaluations of strategies and Decent Work Country Programmes from 2017, 2018, 2019 and 2020 that are discussed at the Governing Body each year; and independent evaluations, two clustered evaluations, two thematic meta-analyses and a mid-term evaluation.<br><br>The review of the reports above showed that the ILO broadly achieves its objectives in employment opportunities, social protection, social dialogue, tripartism and fundamental rights at work. A total of 37 evaluation documents were reviewed to assess the achievement of results against these objectives. The evaluation reports demonstrated that interventions achieve strategic and normative objectives, | 10, 12-13, 16, 24, 26, 39, 41, 66, 68-69, 135, 164, 166, 179, 182-186 |

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| but results were weakest in poverty reduction. This was confirmed by annual results reporting. The evaluation reports suggested that the ILO is increasingly operating in the development-humanitarian nexus. There were a number of ILO results targets in the reports that focused on vulnerable groups, discussed under MI 9.4 related to vulnerable populations and poverty reduction. | |
| The ILO Centenary Declaration for the Future of Work (2019) has gained increased relevance in the changing context caused by the COVID-19 pandemic. Two reports on ILO progress in response to the COVID-19 context were reviewed alongside the Annual Evaluation Report 2019-20. The review of these reports found that the ILO, through the Centenary Declaration, has positioned itself as a global thought leader. Its role is to ensure that current transformations in the world of work lead to decent work for all, according to the latest annual results reporting and reports on progress submitted to the Governing Body. | |
| In this context, ILO results and global thought leadership in social protection floors are particularly relevant, according to the reports. The organisational structure enables ILO actions in social protection, both in global thought leadership and in programming, to follow clearly from its social justice mandate. Examples of changes in national policies, detailed in MI 9.4 below, are also evident as a result of ILO social protection interventions. | |
| The ILO achieves its normative goals around international labour standards (ILS) and Fundamental Principles and Rights at Work. The majority of the independent evaluations specifically report against one or more of the policy outcomes established in the Programme and Budget for the biennium (ten policy outcomes in 2018-19 and eight in 2020-21). Outcome 2, international labour standards and authoritative and effective governance, featured the most heavily across the evaluation reports. The reports reviewed highlighted ILO strengths in its normative results. The Annual Evaluation Reports and the Programme Implementation reports reviewed for the assessment period confirmed that results in policy influence and normative goals are strengths of the organisation. | 10, 12-13, 16, 24, 26, 39, 41, 66, 68-69, 135, 164, 166, 179, 182-186 |
| The ILO undertakes an annual review of progress under the 1998 ILO Declaration on Fundamental Principles and Rights at Work. The review includes an annual update on the ratification of fundamental conventions by its member states. It outlines progress in the four fundamental categories of freedom of association and collective bargaining; the Protocol of 2014 to the Forced Labour Convention, 1930; the abolition of child labour; and non-discrimination in employment. The review shows, for example, that 23% of ILO member states had ratified the Protocol of 2014 to the Forced Labour Convention as of January 2020. | |
| The ratification of conventions leads to new legislation for human rights in the world of work, according to the reports. The annual review process helps to direct technical assistance to the states that have not yet realised goals in the four categories of fundamental principles. The 2019 review of progress indicated, for example, that a high number of ratifications in Pacific Island States between 2000 and 2010 prompted the need for numerous legislative amendments. In that region, the ILO provided technical assistance in conjunction with its tripartite partners in response to requests from governments, according to the reports. | |
| The Better Work Flagship Programme translates normative goals into improvements at the factory level, as seen across thematic and regional independent evaluation reports. The programme works closely with global brands and factories to advance international labour standards. The role of tripartite partners is instrumental in bringing together unions, workers, employers and governments, according to the reports. The Better Work Programme in Cambodia and Viet Nam, for instance, was central in reaching agreements on collective bargaining, working closely with tripartite constituents, according to the evaluation reports. In Cambodia, the ILO provided | |

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| real-time data to support collective bargaining, which avoided a costly and potentially violent negotiation phase, according to the evaluation reports and supported by the interviews. In Viet Nam, the programme is implemented together with a variety of different interventions under the Decent Work Country Programme. This approach ensures that labour laws are better implemented in factories.<br><br>Youth employment is an example of programming with global and local impact. The ILO produces local and regional results alongside global thought leadership on improved youth employment prospects, as evidenced in the evaluation reports. The Independent evaluation of the ILO's strategy and actions<br><br>for improved youth employment prospects 2012–17 stated that "Through the Call for Action, the ILO has played a significant role in elevating youth employment as an international development priority". Similarly, the "Decent Work Results and Effectiveness of ILO Operations: An E-post Meta-analysis of Development Cooperation Evaluations, 2019-2020" pointed to two projects (namely, Youth 4 OSH project and the SafeYouth@Work project) that "helped put the issue of OSH [occupational safety and health] for young workers on the agenda of national, regional and global occupational safety and health networks".<br><br>The ILO addresses fundamental rights of vulnerable groups through international labour standards. This encompasses the elimination of child labour, gender equality and non-discrimination, the elimination of forced labour, and reducing working poverty. The "Decent Work Results and Effectiveness of ILO Operations: An Ex-post Meta-analysis of Development Cooperation Evaluations, 2019-2020" demonstrates that 60% of projects have successfully integrated international labour standards in the intervention. The ILO further produces results on human rights in the world of work through normative interventions and global thought leadership, according to the evaluation reports. ILO interventions address the human rights of vulnerable persons, and evaluation reports focus on specific themes, targets and groups (see MI 9.4). The organisation generates humanitarian and development results particularly in relation to informal sector workers, migrant workers and refugees, as seen across the evaluation reports (discussed further under MI 9.4).<br><br>The tripartite system and activities that strengthen social dialogue help reach vulnerable populations, according to the evaluation reports. An independent evaluation of ILO strategies and actions in the formalisation of the informal economy, for instance, found that tripartite partners contribute to the development of "Recommendation 204 concerning the Transition from the Informal to the Formal Economy". The involvement of employers' and workers' organisations has a positive impact on implementation and results for target populations. The tripartite organisations notably provide a voice for informal economy workers. | 10, 12-13, 16, 24, 26, 39, 41, 66, 68-69, 135, 164, 166, 179, 182-186 |
| **MI 9.1 Evidence confidence** | **High confidence** |

| **MI 9.2: Interventions assessed as having helped improve gender equality and women's empowerment** | **Score** |
|---|---|
| **MI rating** | **Satisfactory** |
| **MI score** | **3** |
| **4. Highly satisfactory**: Interventions achieve all or nearly all of their stated gender equality objectives. | |
| **3. Satisfactory:** Interventions achieve a majority (more than 50%) of their stated gender objectives. | |

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| **2. Unsatisfactory:** Interventions either lack gender equality objectives or achieve less than half of their stated gender equality objectives. Note: where a programme or activity is clearly gender-focused (maternal health programming for example), achievement of more than half its stated objectives warrants a rating of satisfactory. | |
| **1. Highly unsatisfactory:** Interventions are unlikely to contribute to gender equality or may in fact lead to increases in gender inequalities | |
| **MI 9.2 Analysis** | **Source documents** |
| From a total of 41 evaluation documents, 31 evaluation reports were selected as having recent and sufficient details on gender results in order to assess ILO achievement on gender equality. The majority of the reports were selected from 2018 onwards. The ILO results reporting suggests that the integration of gender equality into ILO projects and programmes has improved since the adoption of the "ILO Action Plan for Gender Equality 2018-21". Half of the Action Plan targets had been met or exceeded in the "Mid-term Report on the Implementation of the ILO Action Plan for Gender Equality 2018-21". The evaluation reports since 2018 also showed that the ILO is more systematically producing results on gender equality. This is supported by annual reporting and meta-analysis.<br><br>Evaluations of the programmes from before 2018 suggested that gender is mainstreamed in results in the ILO. However, there is a commitment to gender equality but "its application is uneven", as noted in the "High-level evaluation of strategies and Decent Work Country Programmes 2018". It was suggested that gender should be factored throughout project delivery, for instance in the "Independent evaluation of the ILO's strategy and actions for improved youth employment prospects 2012-2017" and the subsequent high-level evaluation. Similarly, in Jordan and Lebanon, it was recommended by the evaluation that gender mainstreaming should be systematic across all projects. An *ex post* meta-analysis of development co-operation 2017-18 likewise found that the Better Work Programme "lacked a clear strategy for mainstreaming policies to promote gender equality in factories". | |
| In the Annual Evaluation Report 2018-19, the highest scores in the relevance of development cooperation projects included "the extent to which development cooperation projects included gender-sensitive indicators and overall strategies to address gender inequality". The report also highlighted notable improvements in the gender-sensitive design of ILO development co-operation projects. The latest Decent Work Results meta-analysis (2019-20) pointed out that "63% of projects addressed gender issues successfully". The meta-analysis also found that several projects had an important gender component. However, important areas for improvement remained, primarily related to implementation and to the local context. According to the Programme Implementation Report 201819, some 53% of results globally made a significant contribution to or advanced gender equality and non-discrimination, mainly among workers in the most vulnerable situations.<br><br>Impact has been supported by the ILO strengthening its approach towards results-based management, including RBM for gender equality. The Action Plan incorporates gender equality into ILO policy outcomes as part of this shift, and lists the associated performance indicators. Furthermore, the Programme and Budget 2020-21 includes gender equality as a policy outcome, financed from the regular budget (see also MI 2.1). Performance on gender equality is also monitored in the annual implementation plan and the Annual Evaluation Reports.<br><br>Gender-related capacity building is a feature of ILO delivery on gender equality, according to evaluation reports. The "Independent Evaluation of ILO's Capacity Development Efforts 2010-2017" shows the application of gender equality and non-discrimination in capacity development interventions. | 10, 13, 17, 20, 24, 39, 61, 152, 156, 164, 166, 188 |

| | |
|---|---|
| The evaluation reports from the regions contain numerous examples of training and knowledge sharing. The participatory gender audit by the Ministry of Social Policy, Ukraine, is an example of integrated technical interventions on gender equality. In Africa, staff in field offices and constituents had joint training sessions on the "how to" of gender responsiveness in DWCPs and development cooperation, according to the "Mid-term report on the Implementation of the ILO Action Plan for Gender Equality 2018-21".<br><br>However, notable areas for improvement remain in programme design and implementation, according to recent annual results reporting and meta-analysis. The meta-analysis of development co-operation evaluations covering the period 2019-20 recommended integrating gender equality into project design and implementation in a strategic manner. Issues related to the local context also remain. Furthermore, the meta-analysis suggested there have been missed opportunities in gender mainstreaming. The meta-analysis presented examples of greater incorporation of gender in the implementation phase, in response to, for instance, mid-term evaluation recommendations.<br><br>The ILO's knowledge products that focus on gender contribute to its outcomes in gender equality, according to more recent evaluation reports. An evaluation of ILO knowledge management strategies in 2020 found that the ILO's knowledge products have contributed to gender mainstreaming. Knowledge products enable accountability in terms of global partnerships. Interviews highlighted the importance of the ILO's partnerships on gender equality with a range of institutions, including UN Women, The Hewitt Foundation and the gender unit of the World Bank. According to interviews, the ILO's knowledge products, such as blogs and short publications, have been helpful in working towards gender results. The staff interviewed also noted that that disaggregation of gender statistics and production of data about gender have been instrumental in obtaining outcomes on gender equality. | 10, 13, 17, 20, 24, 39, 61, 152, 156, 164, 166, 188 |
| **MI 9.2 Evidence confidence** | **High confidence** |

| **MI 9.3: Interventions assessed as having helped improve environmental sustainability/ tackle the effects of climate change** | **Score** |
|---|---|
| **MI rating** | **Unsatisfactory** |
| **MI score** | **2** |
| **4. Highly satisfactory**: Interventions include substantial planned activities and project design criteria to achieve environmental sustainability and contribute to tackle the effects of climate change. These plans are implemented successfully and the results are environmentally sustainable and contribute to tackling the effects of climate change. | |
| **3. Satisfactory:** Interventions include some planned activities and project design criteria to ensure environmental sustainability and help tackle climate change. Activities are implemented successfully and the results are environmentally sustainable and contribute to tackling the effects of climate change. | |
| **2. Unsatisfactory:** EITHER Interventions do not include planned activities or project design criteria intended to promote environmental sustainability and help tackle the effects of climate change. There is, however, no direct indication that project or programme results are not environmentally sustainable. AND/OR the intervention includes planned activities or project design criteria intended to promote sustainability, but these have not been implemented and/or have not been successful. | |
| **1. 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. | |

| MI 9.3 Analysis | Source documents |
|---|---|
| From a total of 41 evaluation documents, 16 evaluation reports were selected as having sufficient detail on environmental results to assess ILO achievement on environmental sustainability and climate change. The 16 reports included independent and clustered evaluations and meta-analyses. The majority were from post-2018. The evaluation reports from before 2018 suggested "little to no" attention was paid to environmental sustainability. | |
| The ILO has made limited progress in integrating environmental sustainability into the policy areas of its work, but results are improving, according to the evaluation reports. Since environmental sustainability was added as a cross-cutting policy driver in the Strategic Plan 2018-2021, the ILO has started to obtain results in this area, as well as in a just transition to greener economies, as seen in the evaluation reports and confirmed in the latest annual results reporting. | |
| The ILO's annual results reporting shows increased momentum in delivering results on environmental sustainability, compared to the previous Programme Implementation Report 2016-17. However, there are limitations in linking activities in decent work to results in this area, according to the more recent annual reports. The Programme Implementation Report 2018-2019 states that some 61% of Decent Work results make no contribution to environmental sustainability, and that 32% make a limited contribution. Nonetheless, 7% of results make a significant contribution, compared to none previously, which demonstrates that ILO interventions have the capacity to make a significant contribution. Furthermore, "High-level evaluations of strategies and Decent Work Country Programmes 2019" stated that "[l]ittle to no attention is paid to a just transition to environmental sustainability", while "High-level evaluations of strategies and Decent Work Country Programmes 2020" affirmed that "[t]he Green Jobs Programme requires work on projects to support constituents with evidence-based policy development on the ground, and work to mainstream environmental sustainability across policy outcomes, programmes and projects. These two dimensions are complementary and indispensable for the ILO to effectively integrate environmental sustainability into the Decent Work Agenda. Any rethinking should go in the direction of allowing the Programme to perform both functions." It also noted "[t]he integration of environmental sustainability is basically absent in all countries", from the "Independent high-level evaluation of the ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru and the Bolivarian Republic of Venezuela, 2016-19". | 1, 12-13, 66, 69, 187, 189-191 |
| The ILO's Green Jobs Strategy is underpinned by the Green Initiative, one of the Centenary Initiatives, and focuses on policy, knowledge and capacity. Advancement has been made in Green Jobs, according to the ILO's latest annual results reporting and evaluation reports. The ILO collaborates with four other UN agencies (UNEP, UNDP, UN Industrial Development Organization [UNIDO] and UN Institute for Training and Research [UNITAR]) in the PAGE programme. The PAGE independent cluster evaluation found that the ILO has contributed with knowledge and policies to the global agenda on a just transition. According to the cluster evaluation, "ILO support on just transition can be seen as particularly relevant given the current international dialogues and agreements". The "High-level Evaluation of Decent Work Country Programmes 2020" found that the ILO has "effectively embedded Green Jobs" in its work. | |
| The organisation's strengths in environmental sustainability are in producing results in policy coordination, knowledge sharing and capacity building, as indicated in the "Independent clustered evaluation on the SIDA-ILO Partnership Programme (Phase I) – Cross-cutting policy driver environmental sustainability and the Partnership for Action on Green Economy (PAGE)" and the Programme Implementation Report 2018-2019. | |

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| Evaluation reports also highlighted the ILO's progress towards environmental protection objectives through its promotion of green enterprises. The "High-level Evaluation of Decent Work Country Programmes 2020" found that the ILO's work in sustainable enterprises "was diverse and quite effective". In 47 member states, for instance, the ILO supported interventions for sustainable enterprises, mainly small businesses, according to the ILO Programme Implementation 2018-2019 report. Dialogue platforms in member states on improving markets and business practices have been particularly effective, according to the implementation report.<br><br>The ILO's work in rural development is increasingly taking on an environmental dimension, according to the ILO's latest annual results reporting. The Programme Implementation 2018-19 report suggested that there are environmental results obtained from rural development interventions. However, the report affirmed that the contributions made by rural development programmes to a just transition are less clear in results measurement than interventions in green jobs and sustainable enterprises. | 1, 12-13, 66, 69, 187, 189-191 |
| **MI 9.3 Evidence confidence** | **N/E** |

| **MI 9.4: Interventions assessed as having helped improve human rights, including the protection of vulnerable people (those at risk of being left behind)** | **Score** |
|---|---|
| **MI rating** | **Satisfactory** |
| **MI score** | **3** |
| **4. Highly satisfactory**: Interventions include substantial planned activities and project design criteria to promote or ensure human rights and reach those most at risk of being left behind. These plans are implemented successfully and the results have helped promote or ensure human rights, demonstrating results for the most vulnerable groups. | |
| **3. Satisfactory:** Interventions include some planned activities and project design criteria to promote or ensure human rights. These activities are implemented successfully and the results have promoted or ensured human rights. | |
| **2. Unsatisfactory:** EITHER interventions do not include planned activities or project design criteria intended to promote or ensure human rights or demonstrate their reach to vulnerable groups. There is, however, no direct indication that project or programme results will not promote or ensure human rights. AND/OR the intervention includes planned activities or project design criteria intended to promote or ensure human rights, but these have not been implemented and/or have not been successful. | |
| **1. Highly unsatisfactory:** Interventions do not include planned activities or project design criteria intended to promote or ensure human rights. In addition, changes resulting from interventions do not promote or ensure human rights. Interventions do not focus on reaching vulnerable groups. | |
| **MI 9.4 Analysis** | **Source documents** |
| Of the 41 documents reviewed for ILO results, a sample of 32 was selected to assess results that improve the lives of vulnerable populations. The evaluation reports selected specifically focused on thematic issues for vulnerable populations or directly addressed the ILO's target on vulnerable populations. The target populations in these evaluation reports can be broadly identified as forced and child labour, indigenous peoples, the working poor, women, young and disabled workers, and migrant workers and refugees.<br><br>The ILO addresses the human rights of vulnerable persons through its work in international labour standards, which is encompassed within the four strategic objectives of the organisation. The ILO interventions in international labour standards focus on fundamental rights in the areas of child | 12-13, 24, 26, 39, 41, 61, 66, 68, 12, 121, 135, 153, 156, 164, 183-184, 188-189, 192-193 |

labour, gender and non-discrimination, forced labour, and working poverty. As a result, achieving results on human rights in the ILO is closely linked to the achievement of normative goals, which was also confirmed by the interviews.

Diverse ILO interventions target and produce results for vulnerable populations. The ILO reports on its results in relation to vulnerable populations in its annual evaluation reporting and in the ILO results dashboards. In four member states in the South African Development Community (SADC), for instance, the ILO contributed to co-ordinated progress towards the elimination of human trafficking through the Regional Political Cooperation Programme, which included the implementation of a ten-year SADC Strategic Plan on combating trafficking in persons, especially women and children (2009-19), according to the high-level evaluation. In Latin America, 70% of selected programmes contributed to the elimination of child labour, according to a meta-analysis of the regional programmes. The remainder of the programmes in the region contributed to the elimination of forced labour and to improvements in labour conditions, migration and non-discrimination, according to the meta-analysis. The vast majority of respondents in the partner survey agreed or strongly agreed that the ILO promotes and protects human rights, fundamental principles and rights at work.

The ILO produces results on human rights in the world of work through normative interventions and global thought leadership. The ratification of conventions drives implementation at the programme and project level underpinned by social dialogue, according to the evaluation reports. The "Review of annual reports under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work" outlines progress on ratifications, for example "[a]s at 15 January 2020, 43 countries, representing 23 per cent of ILO member states, had ratified the Protocol". The ILO conventions then link to labour law reforms. For instance, an Independent Evaluation of the ILO's Technical Assistant on Labour Law Reform in Pacific Island Countries states that "a major purpose of LLR [Labour Law Reform] was to align national labour laws with the ILO conventions. All of these international labour law standards play a role in protecting human rights, which is also an objective of SDGs." Labour law reform is then linked in programming to practice, through, for instance, the Better Work Programme.

12-13, 24, 26, 39, 41, 61, 66, 68, 12, 121, 135, 153, 156, 164, 183-184, 188-189, 192-193

The ILO strategic objective of creating and extending social protection floors is a core means to protecting the rights of vulnerable populations. The Social Protection Floors Recommendation No. 202, 2012 has been instrumental in policy reform on social protection and contributed to the ratification of the ILO Social Security Convention No.102, according to the independent evaluation on creating and extending social protection floors. The "Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors 2012-2017" suggested that "with 37 per cent of the CPOs dealing with extending coverage to informal workers" tangible social protection results are produced at the country level. In 2018-19, "[t]wenty-one member states developed new social protection strategies and policies, resulting in extensions of coverage and enhancement of benefits", according to the ILO Programme Implementation 2018-19 report.

There are examples in the evaluation reports of the ILO's social protection interventions leading to policy reforms. For instance, following Assessment-Based National Dialogues, a State Programme on Social Protection Development was developed in Tajikistan, and a strategy on the development of social sphere and labour was designed in Kyrgyzstan, as detailed in the *ex post* meta-analysis of development co-operation evaluations. The ILO's support in Timor-Leste is highlighted by the evaluation reports as an example where the ILO provided advice for the General Social Security Law in 2016, followed by the development of a national social protection strategy in 2018, as seen in the ILO Programme Implementation 2018-19 report. The organisation continues to provide

support as seen in "Decent Work Results and Effectiveness of ILO Operations: An Ex-post Meta-analysis of Development Cooperation Evaluations, 2019-2020". The ILO work on social protection floors has also gained increased relevance in the COVID-19 context that highlighted the need to leave no one behind in basic social protection. The ILO was quick to identify and react to COVID-19 specific social protection deficits in the informal economy, for migrants and for refugees, as seen in the latest evaluation reports, for instance in "Decent Work Results and Effectiveness of ILO Operations: An Ex-post Meta-analysis of Development Cooperation Evaluations, 2019-2020".

The ILO helps improve human rights in the world of work through interventions in the formalisation of the informal economy, although results vary across countries in the evaluation reports. The ILO works with constituents to identify the underlying drivers of informality, put in place policy mechanisms and extend the coverage of labour law to workers in the informal economy, as seen across the reports. The ILO also works with workers' and employers' organisations to expand membership and services to workers in the informal sector. According to the Programme Implementation 2018-19 report, results were slightly below target in the formalisation of the informal economy and less successful than planned in Africa, the Americas, and Asia and the Pacific, but above targets in the Arab States, Europe and Central Asia.

A commitment runs through the ILO mandate, function and structure to address the labour implications of migration and the rights of migrants and refugees. These rights are a core part of the ILO social justice mandate. An evaluation of the ILO response in Jordan related to Syrian refugees explained that "Addressing labour-related challenges of the refugee crisis is part of the ILO's core mandate, recently further reinforced through the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205)."

Disability has gained increased prominence in ILO programmes. The evaluation reports included examples of including disability in policy and programming. Results reported on disability inclusion in development co-operation projects in the latest Annual Evaluation Report 2019-20, and the *ex post* meta-analysis of development co-operation in decent work results for 2019-20 demonstrate that less than 30% of projects were rated "successful" or "highly successful" in linkages with disability inclusion. A review of the "Evaluation of the ILO Disability Inclusion Strategy and Action Plan 2014-17" demonstrated progress in the inclusion of disability in policy and programming. Integration of disability is more challenging at the field level than at headquarters, according to the report.

The evaluation reports suggested that the role of tripartism and social dialogue is instrumental in the protection of vulnerable people (as one non-discrimination target group). For instance, the workers' and employers' organisations are "essential" for the AIDS response, according to the "ILO's response to HIV and AIDS: accelerating progress for 2030". They "actively support the fight against forced labour", as seen in the "Mid Term Evaluation from Protocol to Practice: A Bridge to Global Action on Forced Labour", and "there was frequent involvement of tripartite dialogue" in the "Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 201418". The FAIRWAY (Fair Migration in the Middle East) project, which addresses the underlying causes of decent work deficits, has engaged in over 35 policy dialogues, according to the *ex post* meta-analysis of development co-operation evaluations.

The evaluation reports reviewed, along with ILO annual performance data, demonstrate weak performance in achieving poverty reduction results. In the Annual Evaluation Report 2019-20, only 5% of projects scored as "highly successful" in addressing poverty reduction. A meta-analysis of "Decent Work Results and Effectiveness of ILO Operations" states that "Just under half of projects (44 per cent) were found to have successfully addressed poverty issues, making this criterion the

12-13, 24, 26, 39, 41, 61, 66, 68, 12, 121, 135, 153, 156, 164, 183-184, 188-189, 192-193

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| weakest…". The evaluation reports suggest that poverty reduction does not feature strongly in programme design. As a consequence, the ILO's results in poverty reduction are not strong. The COVID-19 crisis has also had a negative impact on the ILO's ability to efficiently deliver poverty reduction results in Andean countries, as explained in the "High-level evaluations of strategies and Decent Work Country Programmes 2020". | |
| The evaluation reports reviewed, along with ILO annual performance data, demonstrate weak performance in achieving poverty reduction results. In the Annual Evaluation Report 2019-20, only 5% of projects scored as "highly successful" in addressing poverty reduction. A meta-analysis of "Decent Work Results and Effectiveness of ILO Operations" states that "Just under half of projects (44 per cent) were found to have successfully addressed poverty issues, making this criterion the weakest…". The evaluation reports suggest that poverty reduction does not feature strongly in programme design. As a consequence, the ILO's results in poverty reduction are not strong. The COVID-19 crisis has also had a negative impact on the ILO's ability to efficiently deliver poverty reduction results in Andean countries, as explained in the "High-level evaluations of strategies and Decent Work Country Programmes 2020". | 12-13, 24, 26, 39, 41, 61, 66, 68, 12, 121, 135, 153, 156, 164, 183-184, 188-189, 192-193 |
| **MI 9.4 Evidence confidence** | **High confidence** |

| **MI 9.5: Interventions assessed as having helped improve tripartism and social dialogue** ***The cross-cutting issue of human rights is analysed from the perspective of the international labour standards and labour rights.*** | **Score** |
|---|---|
| **MI rating** | **Satisfactory** |
| **MI score** | **3** |
| **4. Highly satisfactory**: Interventions include substantial planned activities and project design criteria to promote or ensure any other cross-cutting issue. These plans are implemented successfully and the results have helped promote or ensure any other cross-cutting issue. | |
| **3. Satisfactory:** Interventions include some planned activities and project design criteria to promote or ensure any other cross-cutting issue. These activities are implemented successfully and the results have promoted or ensured any other cross-cutting issue. | |
| **2. Unsatisfactory:** EITHER interventions do not include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue. There is, however, no direct indication that project or programme results will not promote or ensure any other cross-cutting issue. AND/OR interventions include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue, but these have not been implemented and/or been successful | |
| **1. Highly unsatisfactory:** Interventions do not include planned activities or project design criteria intended to promote or ensure any other cross-cutting issue. In addition, changes resulting from interventions do not promote or ensure any other cross-cutting issue. | |
| **MI 9.5 Analysis** | **Source documents** |
| Across the evaluation reports, 21 in particular presented findings on ILO results in tripartism and social dialogue. There were numerous examples in the evaluation reports of the role of tripartism in development co-operation and delivery on normative results. An independent evaluation of ILO strategies and actions in the formalisation of the informal economy, for instance, highlighted as good practice a tripartite agreement for the transition to the formal economy in Costa Rica. The strategic plan of action on formalisation in the country was the result of collaboration around a tripartite board "composed of the Ministry of Labour, the Ministry of Women, the Ministry of the | 12-13, 24, 26, 68, 164, 179, 183, 187, 189, 192-193 |

| | |
|---|---|
| Economy and the Costa Rican Social Security Fund, with workers' and employers' organisations", as explained in the "Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 2014-18".<br><br>The capacity building of tripartite partners incorporates social dialogue, global partnerships, technical assistance and the use of knowledge products, as described in the evaluation reports. ILO South-South and triangular co-operation is an example where these elements are combined. The document reporting on its implementation ("ILO South–South and triangular cooperation and decent work: Recent developments and future steps") highlighted that the ILO facilitates, among other things, "cooperation between trade unions and employers' organisations from the Global South; in particular through technical support provided by the Global Labour University programme and the ILO Global Business and Disability Network".<br><br>ITCILO provides tripartite partners with training to improve their capacity to design and implement interventions and strategies, according to the evaluation reports. It also builds the capacity of constituents to pass and implement legislative changes (see also MI 12.1 for capacity building and training). The "High-level evaluations of strategies and Decent Work Country Programmes 2018" to 2020 underline that training through the ITCILO is a core element of capacity building support to tripartite constituents.<br><br>Further examples of the ILO strengthening the role of social dialogue were presented across the range of evaluation reports. In Decent Work interventions in global supply chains (GSCs), for instance, the ILO helped improve social dialogue through linking it specifically to objectives and results: the high-level evaluation identified a small group of projects "that focused on improving social dialogue as a pathway to improved wages and conditions in two GSCs". In a meta-analysis of evaluations of ILO interventions in Latin America, 44% of projects explicitly used social dialogue mechanisms in defining project objectives, activities and results.<br><br>The Annual Evaluation Report (2019-20) describes the extent to which development co-operation projects incorporated or strengthened social dialogue and tripartism based on meta-analyses. The report suggests missed opportunities to incorporate or strengthen social dialogue and tripartism in projects. A meta-analysis of DWCPs (2017-18) also pointed to missed opportunities. The Annual Evaluation Reports for the previous biennia found the integration of tripartism to be a weakness. The evolution of results, however, suggests some improvement over time. | 12-13, 24, 26, 68, 164, 179, 183, 187, 189, 192-193 |
| **MI 9.5 Evidence confidence** | **High confidence** |

| **KPI 10: Interventions are relevant to the needs and priorities of partner countries and beneficiaries, as the organisation works towards results in areas within its mandate** | **KPI score** |
|---|---|
| **Satisfactory** | **3.00** |

A sample of 39 evaluation documents was selected for review for ILO relevance to partner and beneficiary needs. These included 12 independent evaluations, "High-level evaluations of strategies and Decent Work Country Programmes" from 2017, 2018, 2019 and 2020, as well as the Annual Evaluation Reports for the assessment period. The sample included four meta-analyses and one synthesis evaluation. Across all reports in the period 2017-20 reviewed for this assessment, the ILO's relevance to country needs was recognised as an organisational strength. This was confirmed consistently across the three Annual Evaluation Reports and two ILO Programme Implementation reports during the assessment period.

The ILO maintains strong relevance to country needs, which was noted as a strength across all the evaluation reports and confirmed by annual performance data, the data in the dashboards and interviews. Throughout the evaluation reports, it was highlighted that the ILO works closely with workers and partners to build their capacity as part of legislative reform. Interviews

also noted relevance to country needs as a strength of the organisation. The ILO also maintains a responsive demand-driven approach to country needs, as seen across strategy, programming and evaluation documentation. Moreover, there is strong alignment with the UNDAF (now known as United Nations Sustainable Development Cooperation Framework [UNSDCF]) in the project countries, as evidenced in the evaluation reports and annual performance reporting. Interviews also confirmed efforts being undertaken in the ILO, such as in contracting, to ensure continued alignment with the UNDAF.

The ILO consults with beneficiaries to integrate relevance to their needs in interventions, such as the DWCPs, according to the evaluation reports reviewed. The evaluations suggested, however, that continued consultation with constituents and beneficiaries during implementation could be strengthened. The evaluation reports showed the ILO working through civil society partners to consult with beneficiaries where it does not have a country presence, which interviews also confirmed. The ILO has further shown its ability to adapt to the changing context and respond to the needs of beneficiaries in its COVID19 response, as seen in the relevant evaluation reports. The ILO staff interviewed stated that stronger linkages could be established with the needs of end beneficiaries through large amounts of consultation at the country level. However, resources are scarce to conduct such consultations, they noted.

| **MI 10.1: Intervention objectives and design assessed as responding to beneficiaries', global, country, and partner/institution needs, policies and priorities (inclusiveness, equality and "leave no one behind"), and continuing to do so where circumstances change** | **Score** |
|---|---|
| **MI rating** | **Satisfactory** |
| **MI score** | **3** |
| **4. Highly satisfactory**: Systematic methods are applied in intervention design (including needs assessment for humanitarian relief operations) to identify target group needs and priorities, including consultation with target groups, and intervention design explicitly responds to the identified needs and priorities. | |
| **3. 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. | |
| **2. Unsatisfactory:** No systematic analysis of target group needs and priorities took place during intervention design or some evident mismatch exists between the intervention's activities and outputs and the needs and priorities of the target groups. | |
| **1. Highly unsatisfactory:** Substantial elements of the intervention's activities and outputs were unsuited to the needs and priorities of the target group. | |
| **MI 10.1 Analysis** | **Source documents** |
| The ILO performs strongly in relevance to country needs, as confirmed across the evaluation reports, performance data (in the Annual Evaluation Reports and the Dashboards) and the interviews. The organisation employs a demand-driven approach to country needs, affirmed in the Strategic Plan and Programme and Budget for the biennium. Across all evaluation reports, the ILO is seen to be responsive to country-specific needs. The Annual Evaluation Report 2019-20 highlighted that "[t]he highest scores in 2019 relate to the relevance of project objectives to DWCP or country programme outcomes". According to the report, the highest scores were also related to "support received from constituents in project formulation and implementation", which led to addressing the decent work needs of countries. The ILO also maintains relevance to country needs through strong alignment with the UNDAF in the project countries.<br><br>The ILO is shown to be adapting to context, according to the evaluation reports. Its normative mandate, which requires longer time frames to reach consensus, can sometimes present a challenge for the ILO to adapt to context, as seen in a number of evaluation reports, including | 10, 12, 15, 24, 26, 39, 41, 66, 68, 156, 164, 166, 179, 183, 189, 194 |

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| the "High-level evaluations of strategies and Decent Work Country Programmes 2019" and the "Independent evaluation of the ILO's strategy and actions for improved youth employment prospects 2012-2017" (see also MI 11.2). The absence of monitoring and reporting tools to help make decisions was identified in one evaluation as hindering adaptation to context. The ability to adapt to context is linked to capacity analysis and context analysis in intervention design (see also MI 5.2).<br><br>The ILO has demonstrated its ability to adapt to the changing context due to COVID-19, according to emerging results information. While it is too early for there to be evaluation studies on the COVID-19 response, the range of knowledge products, human and financial resources, and operational management information produced by the ILO shows agility, flexibility and leadership from the organisation (see also MI 3.1). Interviews confirmed that in response to the COVID-19 crisis, the ILO repurposed a number of projects to respond quickly to different country requests, mostly for social protection and refugees. The respondents' comments in the partner survey also highlighted the continued support of the ILO in the changing context.<br><br>A selection of evaluation report types (clustered evaluations, independent evaluations and high-level evaluations) showed the ILO interventions (such as DWCPs) being designed in consultation with beneficiaries to respond to their needs. The evaluations suggested, however, that consultation with constituents and beneficiaries sometimes does not continue during the implementation phase of projects. The ILO often identifies the needs of the beneficiaries through constituents, but sometimes conducts workshops with beneficiaries, as explained by the interviewees. In the country context analysis, for instance, the ILO compiles research to identify issues then asks stakeholders and beneficiaries (for example, women and children) who would be affected by the proposed interventions to verify them, according to the interviews. Furthermore, gender specialists develop tools and undertake assessments jointly with women among beneficiaries.<br><br>At the country level, the ILO works closely with workers and partners to build their capacity as part of legislative reform, as seen in some of the evaluation reports and explained in the interviews. The interviews also indicated that where the ILO does not have a country presence, it works through civil society partners to consult with beneficiaries. In countries with a lack of trade union, worker and employer representation, the ILO aims to boost the representation of workers (for example, in Iraq, Qatar and Saudi Arabia). The ILO is also making efforts to respond to the emerging needs of vulnerable workers in the COVID-19 context, such as disabled migrant workers. However, interviews suggested that links with ultimate beneficiaries need strengthening; for this purpose, large amounts of consultation are needed at the country level, but resources are scarce to conduct such consultations.<br><br>The ILO has a demand-driven approach to the needs and requests of constituents, particularly in the achievement of normative goals, as seen across evaluation reports including synthesis reviews, independent evaluations and high-level evaluations. The ILO is also working towards greater strategic integration of capacity building of constituents into results. In programme design and delivery there are numerous examples (across a wide variety of evaluation reports, including meta-analysis, clustered and independent evaluations, and across a wide geographical spread) of capacity building responding to the needs of vulnerable populations. | 10, 12, 15, 24, 26, 39, 41, 66, 68, 156, 164, 166, 179, 183, 189, 194 |
| **MI 10.1 Evidence confidence** | **High confidence** |

| KPI 11: Results are delivered efficiently | KPI score |
|---|---|
| Unsatisfactory | 2.50 |

A total of 36 evaluation documents were reviewed to assess the ILO cost-efficiency of delivery. These included 12 independent evaluations and a mix of clustered evaluations, synthesis evaluations and meta-analysis. The findings were validated with the Annual Evaluation Reports and the ILO Programme Implementation reports for the 2017-20 assessment period, also reviewed among the total number of documents. In relation to the ILO's efficiency, a sample of 31 evaluation documents from the 2017-20 assessment period was reviewed. These findings were validated against the Annual Evaluation Reports and the ILO Programme Implementation reports for the 2017-20 assessment period, among other documentary evidence.

The ILO delivers results cost-effectively, but efficiency in terms of delivering on time is an area for improvement, according to the ILO's performance information. Resources are used efficiently and cost-effectively, yet there are resource constraints at the project level, according to the evaluation reports. The Annual Evaluation Report 2019-20 summarises, "Whereas over one third of projects faced resource constraints, resources were used strategically and effectively". This is confirmed by financial reporting information, which the assessment team has used to supplement the analysis based on the understanding that evaluation reports (as well as interviews) may focus on resource constraints and therefore not be sufficient to assess the ILO's cost-efficiency of delivery.

To assess cost-efficiency, a selection of four reports on ILO finances and funding modalities were included in the assessment. Financial reporting information shows that the ILO is cost-effective overall. It also shows that there are linkages between financing and delivery. For instance, the "Financial report and audited consolidated financial statements for the year ended 31 December 2019" demonstrated that funding increases for 2018-19 were accompanied by a higher delivery rate due to improved planning and delivery.

In this context of resource constraints, the ILO leverages synergies to maximise the achievement of common goals, according to the evaluation reports. The ILO collaborated with other UN agencies, making efforts to find efficiency gains, as evidenced in the evaluation reports, strategy documents and interviews. In the Development Cooperation Strategy 202025, for example, the ILO aims to make more use of large integrated programmes that can pool funding. Efficiency gains are also found in collaboration with the private sector, as they are readily accepting of the ILO's conditions, as seen in the "High-level evaluations of strategies and Decent Work Country Programmes 2019".

Regarding the ILO's efficiency, the evaluation reports contain instances of delayed implementation, mostly at the start of a project. The internal reform processes have led to more efficient implementation of operations since 2013. However, performance on "efficiency of operations" is rated as "average" in the latest two Annual Evaluation Reports. There are examples in independent evaluations that support this finding, with instances of delays in project start in many cases due to local adaptation and consensus building among constituents. Interviews confirmed the existence of delays, indicating that there have also been issues with timely recruitment of staff for interventions – a limitation that is currently being addressed so that technical specialists are in place for the start of a project.

In countries with limited ILO presence, access to resources is a constraint, efficiency can be a challenge, and there are missed opportunities for social dialogue, according to the evaluation reports. Furthermore, the reports of high-level and independent evaluations suggested that the ILO is sometimes "over ambitious" about what it can achieve through its projects. Interviews confirmed these findings and noted that the ILO needs to be realistic about what is achievable within timeframes, particularly in the context of the tripartite structure.

| MI 11.1: Interventions/activities assessed as resource-/cost-efficient | Score |
|---|---|
| MI rating | Satisfactory |
| MI score | 3 |
| **4. Highly satisfactory**: Interventions are designed to include activities and inputs that produce outputs in the most cost/resource efficient manner available at the time. | |

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| **3. Satisfactory:** Results delivered when compared to the cost of activities and inputs are appropriate even when the programme design process did not directly consider alternative delivery methods and associated costs. | |
| **2. Unsatisfactory:** Interventions have no credible, reliable information on the costs of activities and inputs and therefore no data are available on cost/resource efficiency. | |
| **1. Highly unsatisfactory:** Credible information is provided which indicates that interventions are not cost/resource efficient. | |
| **MI 11.1 Analysis** | **Source documents** |
| A total of 36 evaluation documents were reviewed to assess the ILO cost-efficiency of delivery. The majority of these pointed to resource constraints but the efficient use of limited resources. While evaluation reports highlighted project "resource constraints", the ILO uses resources strategically and effectively, according to the Annual Evaluation Report 2019-20. The four financial reports reviewed suggested that there were resource constraints in projects but that the ILO used available resources efficiently. The ILO's cost-efficiency of delivery was evident across all the evaluation reports and performance information on interventions found in the Decent Work Results and Development Cooperation Dashboards, as well as the Annual Evaluation Reports.<br><br>The cost-effectiveness of the ILO was confirmed by financial reporting information used to supplement the analysis. Financial performance information demonstrated that ILO operations are resource efficient. For instance, the "Financial report and audited consolidated financial statements for the year ended 31 December 2019" showed that funding increases for the period 2018-19 were accompanied by a higher delivery rate due to improved planning and delivery. Individual funding modalities, such as the RBTC, are cost-effective in financial reporting. Resources are seen to be used effectively and efficiently at the field level, according to interviews. Interviews also indicated the cost savings seen as a result of the business process review, such as increasing automation, energy efficiency and moving staff to front-office roles (see also MI 3.2 and MI 4.3).<br><br>The ILO's annual performance reporting shows that it is leveraging synergies in the context of resource constraints to maximise the achievement of common goals. Interviews confirmed this finding from the evaluation reports. The organisation also aims to find efficiency gains through partnerships with other UN agencies. For example, one of the lessons from the "Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors 2012-2017" is that the ILO thought leadership is an "effective way to leverage the ILO limited resources". The Better Work Programme, in which the ILO works with governments, global brands, factories and social partners to make improvements in working conditions in the garment sector, is also an example of the ILO leveraging resources. Interviews indicated that the Better Work Programme is made self-sustainable by charging fees to companies for the ILO's work, and most costs are met in this way. The staff interviewed also noted that the ILO has leveraged funding in research activities, for instance, with private foundations around the SDGs.<br><br>There were examples in the evaluation reports of the donor context, in terms of donor requirements and the stability of donor funding, having an impact on efficiency. For instance, in the elimination of child labour in Latin America, steady donor funding helps ensure the longevity of the intervention. The risk of shortfalls or closing of funding from donors has a negative impact on efficiency, as seen in the evaluations on ILO capacity development, and in the "Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors 2012-2017", the subject of a high-level evaluation. | 12, 18, 26, 39, 68, 75, 135, 156, 189, 194-195 |

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| The ILO carefully applies limited resources and innovates where necessary, according to the reports. This was seen across a number of evaluation reports, for instance in the "Independent evaluation of the ILO's strategy and actions for creating and extending social protection floors 2012-2017" and in the "High-level evaluations of strategies and Decent Work Country Programmes 2019". The evaluation reports highlighted that ILO resources reach further through capacity building, technical assistance, policy advice and knowledge sharing. The ILO is expanding innovative public-private partnerships and financing (links to time-efficiency in MI 11.2). According to the interviews, innovative financing is sought, such as through social impact investing.<br><br>The SIDA-ILO Partnership Programme (SIPP) is an example in the evaluation reports of the ILO leveraging synergies in the context of resource constraints. According to the "Final Independent Clustered Evaluation of Policy Outcome 8: Protecting workers from unacceptable forms of work and Cross-cutting policy driver: Gender equality and non-discrimination (SIDA-ILO Partnership Programme – Phase I)", the resources allocated for each Country Programme Outcome "was no more than USD230,000. To address this financial restraint, the SIPP 2018-19 formed various synergies with existing ILO funding and interventions in order to leverage multiple resources and elevate the collective impact to a new level, particularly in the implementation of Global Products." Similarly, under the Taqeem Programme to improve gender outcomes in the rural economy in the Middle East and North Africa, the ILO leveraged funding to over double the original amount through collaboration with the International Fund for Agricultural Development, according to the reports.<br><br>The evaluation reports presented numerous examples of the ILO leveraging resources in a variety of different ways, and in all cases, synergies are created to make resources stretch further. For instance, in Ethiopia, the ILO worked closely with government institutions and other implementing partners that brought human and technical resources in the formulation and roll-out of the country's industrialisation strategy. This made optimal use of the available resources of the ILO. The ILO recognises the need for "longer-term, large-scale and integrated programmes" that will help generate sustainable impact. The organisation encourages un-earmarked funding, which allows for greater agility and flexibility. In the Development Cooperation Strategy 2020-25, the ILO stated that it aims to make more use of large integrated programmes that can pool funding for increasing impact and generate economies of scale. This has been a successful strategy in Bangladesh, Ethiopia and Viet Nam, as noted in the Development Cooperation Strategy 2020-25. | 12, 18, 26, 39, 68, 75, 135, 156, 189, 194-195 |
| **MI 11.1 Evidence confidence** | **High confidence** |

| **MI 11.2: Implementation and results assessed as having been achieved on time (given the context, in the case of humanitarian programming)** | **Score** |
|---|---|
| **MI rating** | **Unsatisfactory** |
| **MI score** | **2** |
| **4. Highly satisfactory**: All or nearly all the objectives of interventions are achieved on time or, in the case of humanitarian programming, a legitimate explanation exists for delays in achieving some outputs/outcomes. | |
| **3. Satisfactory:** More than half of the intended objectives of interventions are achieved on time, and this level is appropriate to the context that existed during implementation, particularly for humanitarian interventions. | |
| **2. Unsatisfactory:** Less than half of the intended objectives are achieved on time but interventions have been adjusted to take account of the difficulties encountered and can be expected to improve the pace of achievement in the future. In the case of humanitarian programming, a legitimate explanation exists for delays. | |

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| **1. Highly unsatisfactory:** Less than half of stated objectives of interventions are achieved on time, and no credible plan or legitimate explanation is identified that would suggest significant improvement in achieving objectives on time. | |
| **MI 11.2 Analysis** | **Source documents** |
| A sample of 31 evaluation documents from the 2017-20 period was reviewed to assess the ILO's efficiency. These included 12 independent evaluations and meta-analyses. The sample also comprised the "High-level evaluations of strategies and Decent Work Country Programmes" from 2017, 2018, 2019 and 2020, the Annual Evaluation Reports, and ILO Programme Implementation reports from the assessment period.<br><br>The Annual Evaluation Reports showed "average performance" on the implementation and efficiency of operations, with steady improvement since 2013, although "recurrent weaknesses" were noted in terms of "efficiency of management". The Annual Evaluation Report 2019-20 listed the strongest results in the ILO's capacity to manage and support project implementation, establish internal synergies, and disseminate knowledge for organisational learning. This report also demonstrated improvement against the previous annual evaluation report where this area was rated "low to average", with project management being a particular area for improvement. The reports of high-level and independent evaluations suggest that the ILO is sometimes "over-ambitious" about what it can achieve through its projects, as stated, for example, in the "Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 2014-18". Interviews confirmed that in the context of the tripartite structure, the ILO needs to be realistic about what is achievable within the given time frames.<br><br>Moreover, the "High-level evaluations of strategies and Decent Work Country Programmes 2020" stated that "[m]easuring the long-term impact of the ILO's enterprise work remains a weakness, resulting in restrictive assessments of efficiency" in the ILO's work in promoting sustainable enterprises; "[s]ome obstacles to better efficiency are the limited collaboration and teamwork within the Office and the reported limited staff available to inform and influence/advise target audiences"; and "inconsistent methodologies, know-how and quality of RS&KM [research and knowledge management] across the Office contribute to reduced relevance as well as inefficiencies" in the ILO's RS&KM strategies and approaches. In the case of the "ILO's Decent Work Programme in the Andean countries of the Plurinational State of Bolivia, Colombia, Ecuador, Peru and the Bolivarian Republic of Venezuela", it is noted that "[t]he project-based structure of ILO project offices created inefficiencies" and "the rigidity of the programming and the administrative delays created challenges that affected the implementation of projects. This ultimately impinged on the effectiveness, efficiency, impact and sustainability of the results."<br><br>Evaluation reports also evidenced instances of delays in project start. Interviews confirmed these delays, which are caused by lengthy recruitment processes. According to interviews, in order to address this issue, the ILO now advertises for staff prior to commencement, with the caveat that the position is dependent on donor funding. However, the recruitment process is still lengthy (around five months), according to staff interviewed. As also noted in KPI 5, interviews indicated that considering the time needed to train the staff recruited, it still may take six to eight months to fill a vacancy in programmes. The ILO staff interviewed also indicated that approving a company's involvement in a flagship programme can take from three months to one year, which is a long period of time that can negatively affect the overall programme efficiency. Staff also noted that in some cases delays in the starting of project implementation can be caused by changing policy contexts at the country level (such as a change in government), as well as a commitment to standardisation instead of contextual adaptation. | 10, 24, 26, 66, 135, 189, 192, 194-195 |

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| The ILO's response and adaptation to the operating environment of the country were noted in the evaluation reports as a cause of slower implementation. For instance, while evaluations on the ILO Syria response noted that the organisation was "initially slow to respond", this was because the ILO prepared the groundwork in the context to build political buy-in. It is also stated that "the reason for slow take off was due to a variety of factors relating to the absence of clear contextualized guidance". According to the "High-level evaluations of strategies and Decent Work Country Programmes 2018", the organisation's response in Syria led to a "UN-wide response within the jobs and livelihoods sector". The ILO has implemented lessons learned from the intervention for its response to other labour crises. A mid-term evaluation of forced labour interventions in 2018 showed that the ILO made use of meaningful synergies, for instance in Mauritania, Nepal and Peru, by forging strategic and long-term partnerships in the context of instability and higher levels of change of government staff in all three countries.<br><br>In countries with limited or no ILO presence, and where access to resources is a constraint, time efficiency can be a challenge, according to some of the evaluation reports reviewed. The evaluation on ILO interventions in social protection floors summarised this common issue by stating that "too much ILO staff time is being devoted on the ground to fundraising" and that the ILO "miss[es] windows of opportunity during high-level exchanges with policy-makers and in donor forums in cases where there are no senior ILO staff based in the country concerned".<br><br>The evaluation reports showed that the ILO collaborates with the private sector to find efficiency gains. This was evident in the "High-level evaluations of strategies and Decent Work Country Programmes 2019" and the "Independent evaluation of ILO's public-private partnerships, 2008-2018". Also, staff interviewed for this assessment noted that the private sector's general acceptance of the ILO's rules and values facilitates the efficient implementation of projects with companies. In some cases, implementation with companies is seen as more efficient than with the public sector, as noted in the "Independent evaluation of ILO's public-private partnerships, 2008-2018". However, the evaluations also stated that the due diligence process has sometimes created "avoidable delays". In the "High-level evaluations of strategies and Decent Work Country Programmes 2019", efficiency as one of the evaluation criteria in private-public partnerships was rated as "somewhat unsatisfactory".<br><br>The ILO's own reports depict the Office as quick and efficient in its response to COVID-19 as a global thought leader and convenor. The ILO swiftly mobilised constituents globally around the Centenary Declaration, as evidenced in the "Report of the Director-General Sixth Supplementary Report: The response of the International Labour Office to the COVID-19 pandemic". Its role as convenor enabled continuity through virtual means. The ILO's activities in capacity development and training also adapted well virtually. Many programmes that had knowledge platforms, such as in South-South Technical Cooperation, were able to continue with minimal disruption, as seen in the latest evaluation reports. There were, for instance, regional social dialogue constraints in the Andean region, which occurred due to other labour market issues of more immediate priority. Interviews indicated that in other areas there were some project delays due to COVID-19, but those started to be overcome in the second half of 2020. | 10, 24, 26, 66, 135, 189, 192, 194-195 |
| **MI 11.2 Evidence confidence** | **High confidence** |

| KPI 12: Results are sustainable | KPI score |
|---|---|
| Satisfactory | 3.00 |

The ILO produces strong results on building the capacity of tripartite constituents and developing the institutional capacity of countries, and is increasingly working to do so at the community level, according to the evaluation reports reviewed. This is in part because the capacity building of constituents is a core component of the ILO objectives, outcomes and function. A sample of 33 evaluation documents were reviewed for ILO capacity building and sustainability of results. These included 12 independent evaluations and "High-level evaluations of strategies and Decent Work Country Programmes" from 2017, 2018, 2019 and 2020. The review also comprised meta-analyses and synthesis and clustered evaluations. Findings were supported by annual reporting included in the sample from the Annual Evaluation Reports and ILO Programme Implementation reports during the 2017-20 assessment period, which are discussed by the Governing Body. The findings from the reports showed that the ILO works with constituents to build capacity to pass or implement new legislation, to integrate DWCPs and to create longer-term sustainability. The training provided through ITCILO is the main element of this capacity building, according to the evaluation reports. There are also some examples in the evaluation reports of the ILO building institutional and community capacity in programme countries, but these were not seen throughout all the evaluation documents reviewed. The ILO adopted an "ILO-wide strategy for institutional capacity development" in relation to the Social Justice Declaration, in response to evaluation recommendations to systematise its approach, as seen in the strategy.

The ILO's annual results reporting shows that interventions align in support of the SDGs and strengthen the enabling environment for development. According to the 2019-20 Annual Evaluation Report, 88% of projects achieved "highly successful" and "successful" scores for "linkage and contribution to SDG targets". There are also ample examples across evaluation reports of addressing particular SDGs and of strengthening the enabling environment. In particular, the ILO is strong in its delivery towards SDG 8, according to its extensive coverage in the evaluation reports reviewed. Its knowledge products and partnerships contribute to reinforcing the enabling environment for development.

The ILO reports on "impact and sustainability" to assess its immediate and long-term impact and the likelihood of benefits continuing after intervention completion. The Annual Evaluation Reports, for instance, report performance against a series of criteria under "effectiveness, sustainability and impact". These include the sustainability and impact of policy influence and its normative goals (as the long-term sustainability of results for the ILO is linked to the long-lasting impact of the normative agenda) and its contributions in knowledge development alongside capacity building and strategic relationships. The ILO has improved its performance against these results, as documented in evaluation reports and annual performance reporting. However, independent evaluations and the Annual Evaluation Report 2019-20 also showed that aspects to producing and measuring the long-term benefits of ILO interventions are still a work in progress.

| MI 12.1: Benefits assessed as continuing, or likely to continue after intervention completion (where applicable, reference to building institutional or community capacity and/or strengthening enabling environment for development, in support of 2030 Sustainable Development Agenda) | Score |
|---|---|
| MI rating | Satisfactory |
| MI score | 3 |
| **4. Highly satisfactory**: Evaluations assess as likely that the intervention will result in continued benefits for the target group after completion. For humanitarian relief operations, the strategic and operational measures to link relief to rehabilitation, reconstruction and, eventually, development are credible. Moreover, they are likely to succeed in securing continuing benefits for the target group. Sustainability may be supported by building institutional capacity and/or strengthening the enabling environment for development. | |
| **3. Satisfactory:** Evaluations assess as likely that the intervention will result in continued benefits for the target group after completion. For humanitarian relief operations, strategic and operational measures link relief to rehabilitation, reconstruction. | |

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| **2. Unsatisfactory:** Evaluations assess as 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. (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) | |
| **1. Highly unsatisfactory:** Evaluations find a very low probability that the programme programme/ project will result in continued intended benefits for the target group after project completion. For humanitarian relief operations, evaluations find no strategic or operational measures to link relief to rehabilitation, reconstruction and, eventually, to development | |
| **MI 12.1 Analysis** | **Source documents** |
| The ILO reports on capacity building in its results reporting, and capacity development was the subject of a high-level evaluation in 2018. According to these results, capacity development is an institutional strength of the ILO. Capacity building takes place through tripartite constituents as a means of creating long-term sustainability of normative and development results, as seen in the evaluation reports. According to the Annual Evaluation Report 2019-20, the strengths of the ILO's interventions are "capacity-building at individual and institutional levels", "knowledge development" and "strategic relationships leveraged and maintained", elements that contribute to sustainability included the annual results reporting.<br><br>A number of evaluation reports indicated that tripartite constituents play "vital roles" in addressing gaps in decent work in global supply chains, for example in the report "ILO Decent Work interventions in global supply chains – A synthesis review on lessons learned; what works and why 2010-2019". Workers' organisations were "actively engaged" in capacity-building in HIV and AIDS interventions, according to the "ILO's response to HIV and AIDS: Accelerating progress for 2030". Similarly, tripartite constituents help reach indigenous women, according to the "Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 2014-18". | |
| There are examples of the ILO building institutional and community capacity in programme countries, although this is not consistent across all programmes or annual reporting on sustainability. In the evaluation reports there are numerous examples across country contexts and in different programmes of the ILO undertaking activities to build institutional and community capacities that lead to sustainability in programme countries. For instance, the ILO interventions in Tunisia have had a long-lasting impact on community development, according to an independent evaluation of ILO activities in youth employment. In programme design as well as delivery there are also numerous examples of capacity building responding to the needs of vulnerable populations. For instance, the ILO collaborated with a global NGO (Women in Informal Employment: Globalising and Organising [WIEGO]) for empowering the working poor, particularly women. The work with WIEGO enabled the ILO to reach vulnerable and indigenous women in order to build capacity among this target group, according to the "Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 2014-18". | 1, 10, 12-13, 24, 26, 64, 128, 153, 156, 164, 166, 183-184, 187, 189, 193-195 |
| ILO results directly link to contributing to SDGs. All of the evaluation reports reviewed showed the ILO's results in achieving the SDGs. This is because each policy outcome is linked to an SDG target in the Programme and Budget for the biennia 2018-19 and 2020-21. In particular, the ILO is strong in its delivery towards SDG 8, which is seen by its extensive coverage as an outcome in the evaluation reports reviewed. For instance, the "Independent High-level Evaluation: ILO's Strategy and Actions towards the Formalization of the Informal Economy, 2014-18" states that "Recommendation No. 204 and the ILO Strategy make an important contribution to SDG 8, and more specifically Target 8.3". | |

ILO interventions are clearly aligned to the SDGs, according to the ILO results reporting. Across a wide variety of evaluation report types including meta-analysis, high-level evaluations and independent evaluations, as well as in the Annual Evaluation Reports, there is ample evidence of addressing particular SDGs and of strengthening the enabling environment. Each policy outcome in the Programme and Budget documents (2018-19 and 2020-21) contributes to an SDG target. The Annual Evaluation Report 2019-20 reported that 88% of projects have achieved "highly successful" and "successful" scores for "linkage and contribution to SDG targets".

The ILO reports on "impact and sustainability" in the independent evaluations, and annual reporting produces an overview under "effectiveness, sustainability and impact". The criterion against which the Annual Evaluation Reports measure and report this include the sustainability and impact of policy influence, normative goals, and ILO contributions in knowledge development, alongside capacity building and strategic relationships. ILO results are weaker against this reporting on "impact and sustainability", although, as seen above, the ILO performs well in capacity building and contribution to the SDGs. According to the Annual Evaluation Report 2019-20, projects in 2019 showed "average performance" in relation to policy-influencing activities, one of the measures the ILO used for its long-term impact. The report continued, "[A] slight improvement in the overall effectiveness of interventions was noted for 2020, particularly in the sustainability of interventions".

The "High-level evaluations of strategies and Decent Work Country Programmes 2019" elaborated, "The building blocks for sustainability are, to a large extent, created by the ILO's high-quality support, improved social dialogue and positive changes in legislation". The high-level evaluation, supported by other evaluation reports, found that sustainability is impacted by a number of other factors on which it depends, including "national ownership, the constituents' institutional capacities, effective governance and continued ILO support". The interviews cited the Better Work Flagship Programme as a successful example of a long-term integrated programme that leads to continued intended benefits.

1, 10, 12-13, 24, 26, 64, 128, 153, 156, 164, 166, 183-184, 187, 189, 193-195

The ILO has made advancements to increase the relevance of results targets, as detailed in KPI 7. To do this, it is using new tools and increased consultation on targets to help design relevant targets and establish clear causal pathways from interventions to results. These efforts come following findings from ILO independent evaluations which suggested this was needed. For instance, the "Independent evaluation of the ILO's strategy and actions for improved youth employment prospects 2012-2017" pointed out that "[a]s is the case with much of the ILO's work, the long-term effects and durability of the ILO's youth employment projects and activities are unclear and are not systematically measured". Similarly, the "Independent evaluation of ILO's public-private partnerships 2008-2018" explained, "One underlying cause flagged in reports and discussions is the absence or weakness of logical frameworks and theories of change, which could map out what change pathways need to be developed and continued during implementation to deliver sustainable results, including impact." The mismatch between organisational strengths and results in sustainability suggests that further linkages between outputs and outcomes, as well as between the outcomes themselves, are needed.

The reports reviewed demonstrated that the ILO helps strengthen the enabling environment for development. The ILO results reporting showed that it is making continued efforts to improve sustainability through increasing expertise in knowledge management and through partnerships that build on the wider comparative advantages of organisations involved. The ILO's knowledge products have been instrumental in building sustainability of results, as evidenced in evaluation reports. For instance, the ILO launched a South-South and triangular co-operation portal and virtual meeting point, as well as a wealth of resources and e-learning tools, as seen in "ILO

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| South–South and triangular cooperation and decent work: Recent developments and future steps". The ILO has also been providing expertise in knowledge management in the Equal Pay International Coalition (EPIC) led by the Office, UN Women and the OECD to address Target 8.5 of SDG 8. The "High-level independent evaluation of ILO's research and knowledge management strategies and approaches 2010-2019" also indicated that knowledge management strategies and approaches of the organisation contribute to "sustainable outcomes (such as policy change)", which is linked with the normative mandate of the ILO. | 1, 10, 12-13, 24, 26, 64, 128, 153, 156, 164, 166, 183-184, 187, 189, 193-195 |
| **MI 12.1 Evidence confidence** | **High confidence** |

# Annex B. List of documents

| No. | Document title |
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| 1 | ILO (2020), *Programme and budget for the biennium 2020-21*, International Labour Organization, https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_736562.pdf. |
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UN (2021), *Commit to restoring the planet, UN chief says in message for International Mother Earth Day*, UN News, https://news.un.org/en/story/2021/04/1090262 (accessed 30 April 2021).

UN (2019), Remarks to the International Labour Conference, United Nations Secretary-General, https://www.un.org/sg/en/content/sg/speeches/2019-06-21/remarks-international-labour-conference (accessed 9 July 2021).

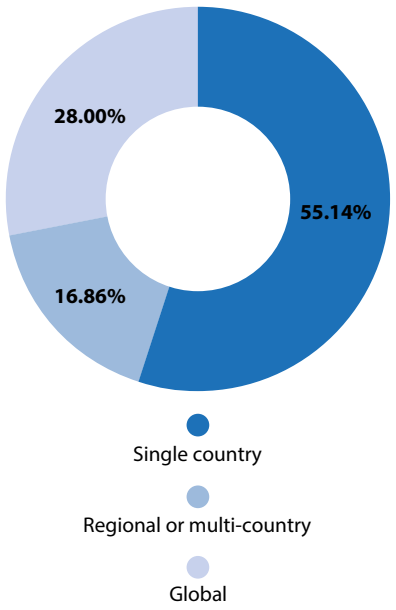
# Annex C. Results of the 2020 MOPAN external partner survey

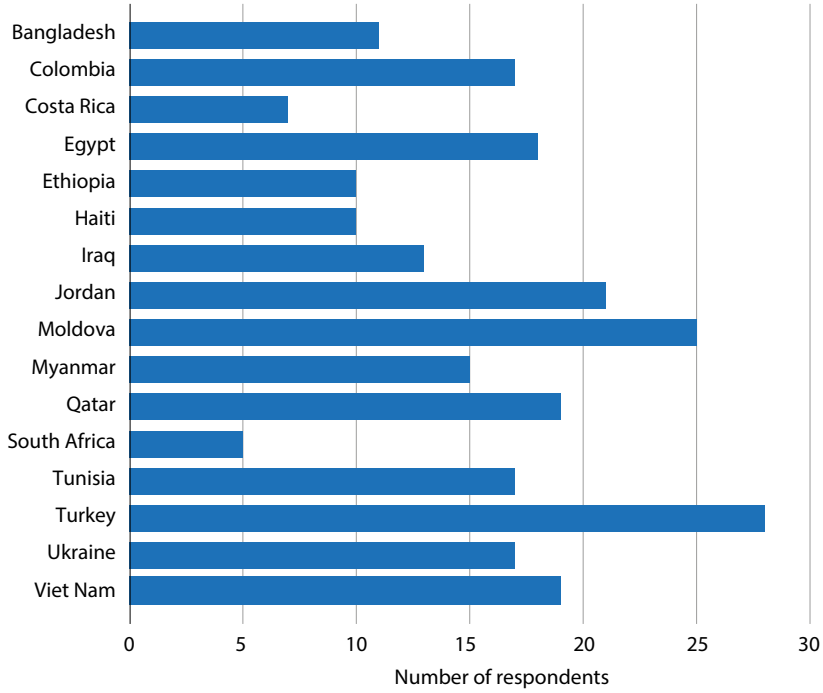
The online survey was administered by MOPAN and conducted over a period of six weeks, starting on 4 December 2020 and closing on 18 January 2021. A total of 350 partners responded to the survey, representing a 47% response rate (effective sample size: 763).

### Table C.1. Survey respondent profile

| Types of partner | Total respondents |
|---|---|
| **Donor** | **64** |
| Geneva (where the ILO's HQ is located) | 3 |
| Country where ILO implements co-operation projects and programmes, including normative work | 45 |
| Other (e.g. a donor/constituent country) | 16 |
| **ILO constituent** | **64** |
| Employers' representative | 11 |
| Government representative | 36 |
| Workers' representative | 17 |
| **Partner** | **222** |
| Implementing partner | 70 |
| Peer organisation/coordinating partner | 9 |
| Recipient of financing or technical assistance | 57 |
| User of ILO's knowledge products | 26 |
| **Total respondents** | **350** |

### PARTNER GEOGRAPHICAL COVERAGE

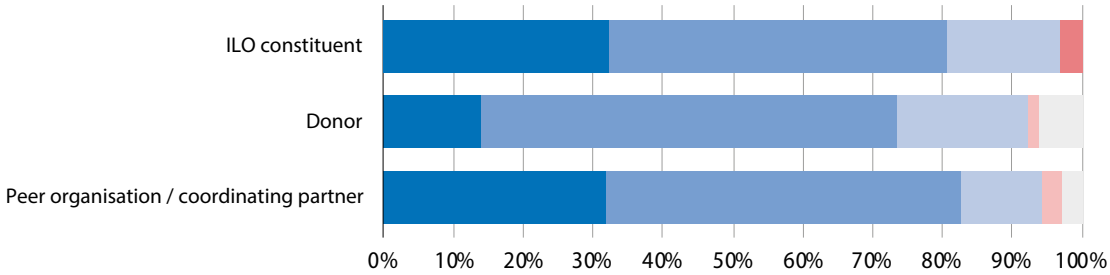


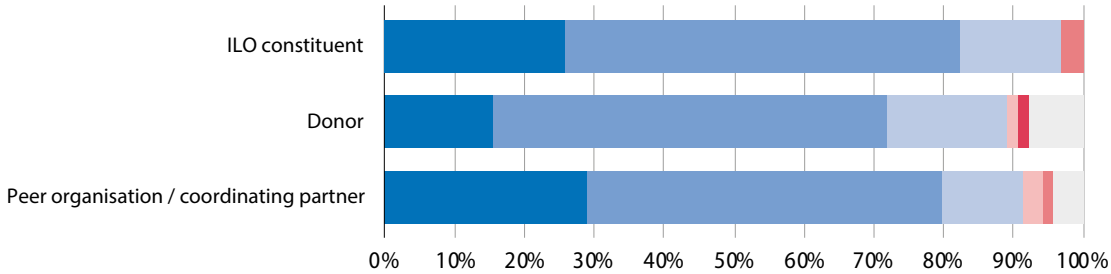
*Note:* Results displayed only reflect responses to questions that are relevant to specific partner categories. Where partner categories have not been asked a particular question, their category is not listed.

## STRATEGIC MANAGEMENT

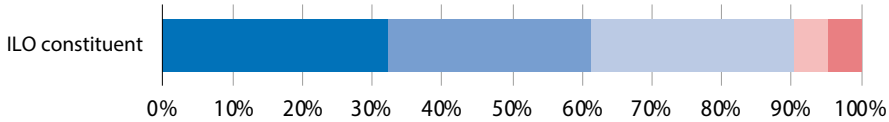
ILO's strategies (and policies) demonstrate clarity of vision



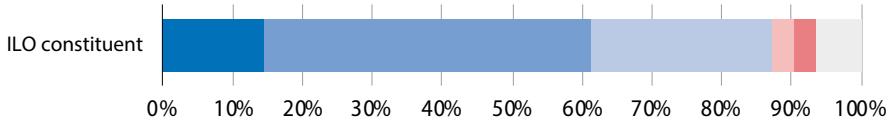

ILO's strategies (and policies) demonstrate good understanding of comparative advantage



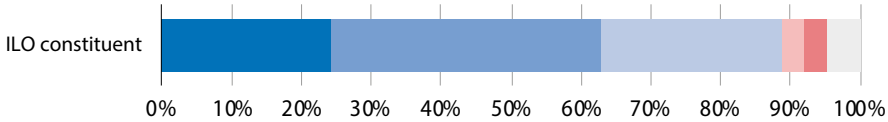

The ILO organises and runs itself in a way that fully supports its vision




ILO's financial framework supports the effective implementation of the mandate and strategy

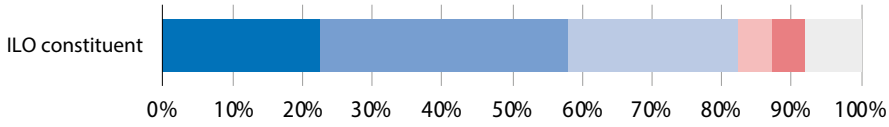



ILO's strategic allocation of resources is transparent and coherent with agreed strategic priorities

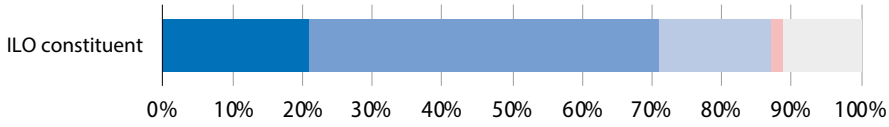



Strongly agree · Agree · Somewhat agree · Somewhat disagree · Disagree · Strongly disagree · Don't know / No opinion

The ILO applies principles of results-based budgeting and reports expenditures according to results

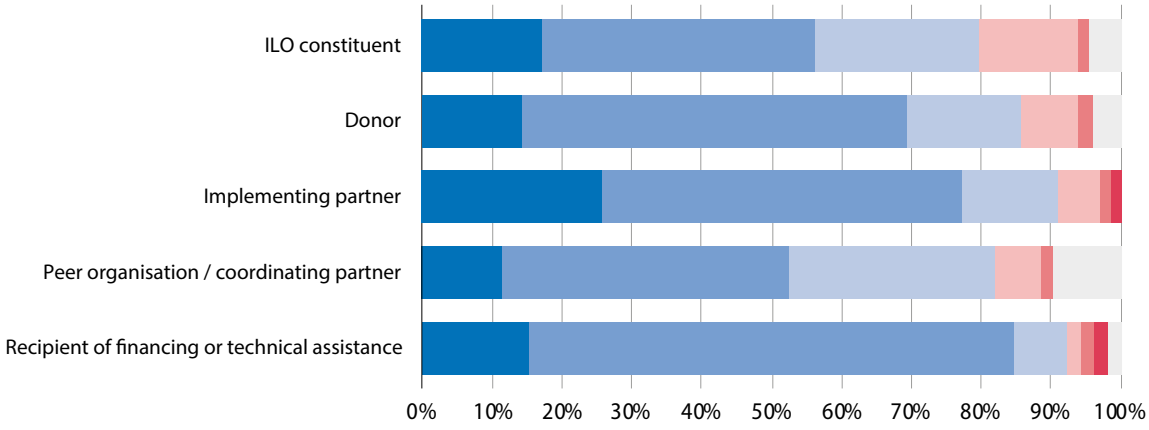



The ILO adequately addresses issues and concerns raised by internal control mechanisms

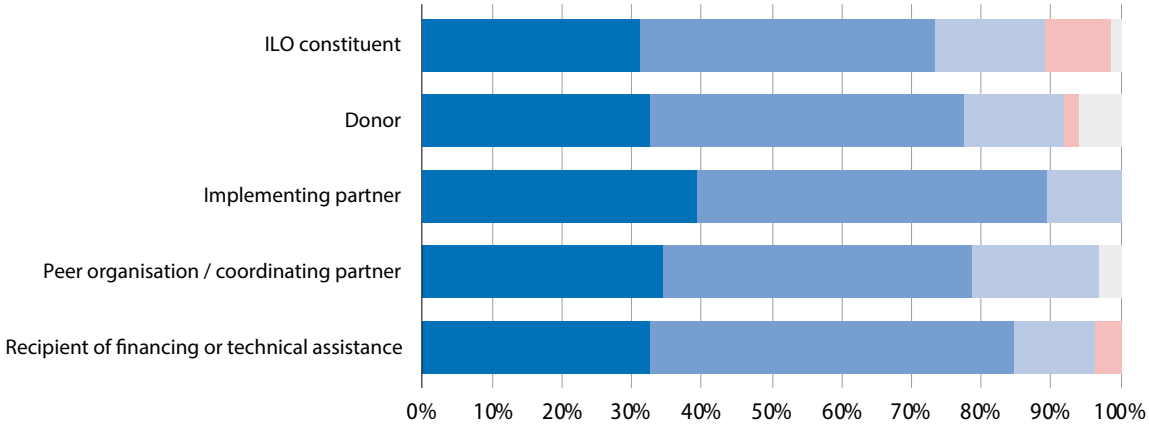



## STAFFING

The ILO appears to have sufficient staff either in or accessible to country/countries where it operates to deliver intended results

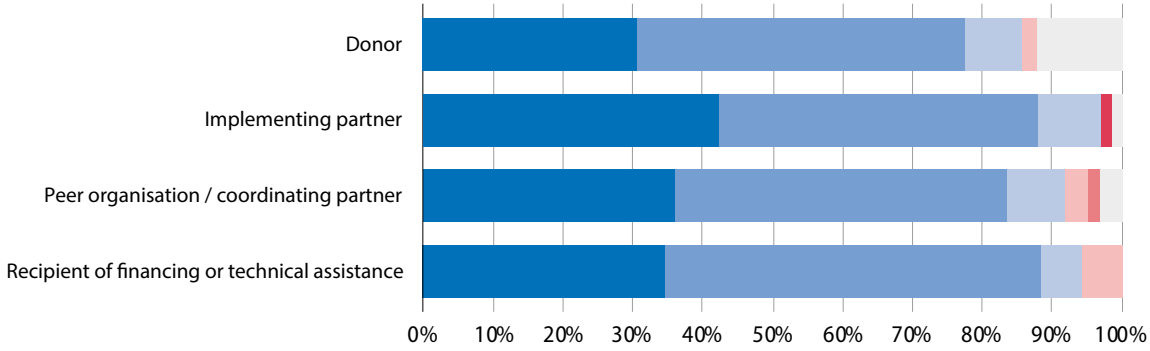



ILO staff are sufficiently experienced and skilled to work successfully in the different contexts of operation

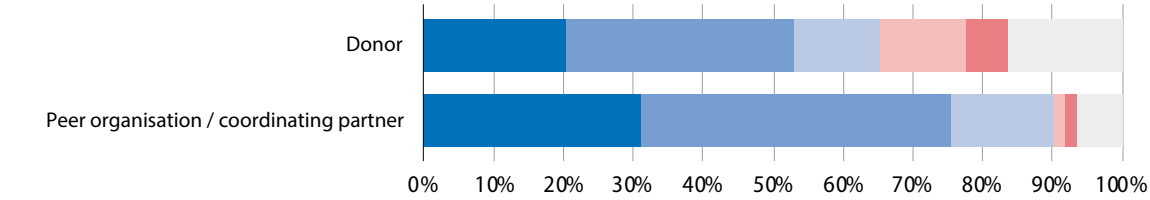



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

ILO staff are involved/active in a country for a long enough time to build the relationships needed

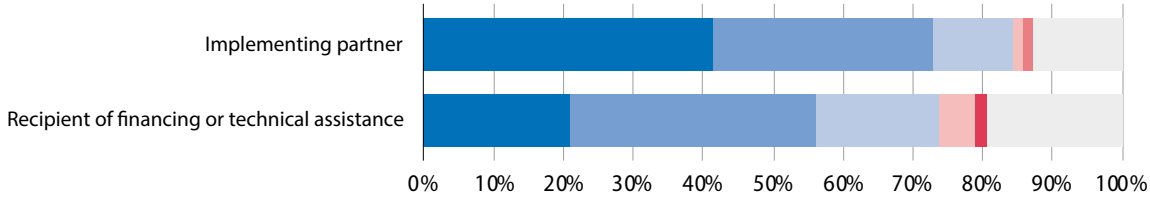



The ILO can make critical strategic or programming decisions locally

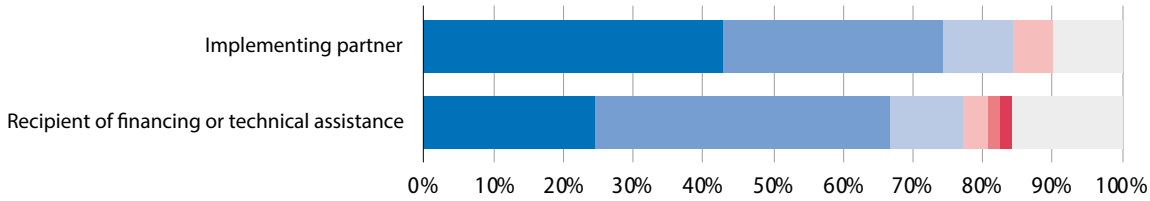



## MANAGING FINANCIAL RESOURCES

The ILO openly communicates the criteria for allocating financial resources

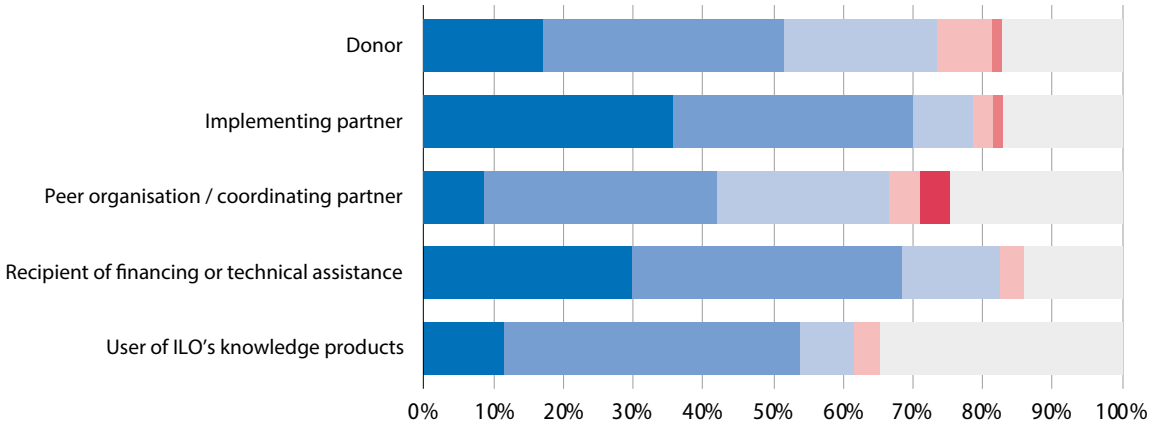



The ILO provides reliable information on when financial allocations and disbursement will happen, and the respective amounts



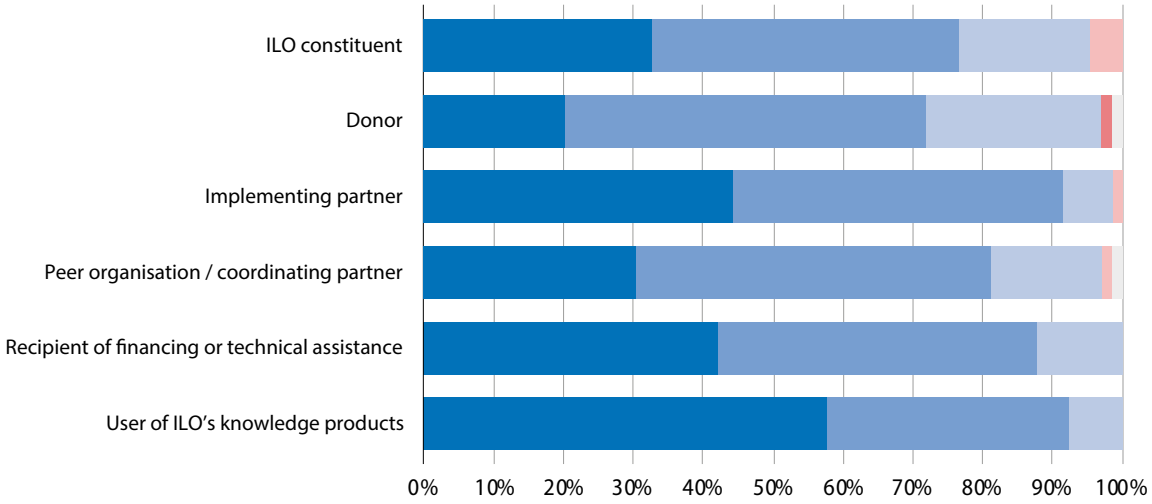

Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

The ILO co-ordinates its financial contributions with partners to ensure coherence and avoid fragmentation/ duplication



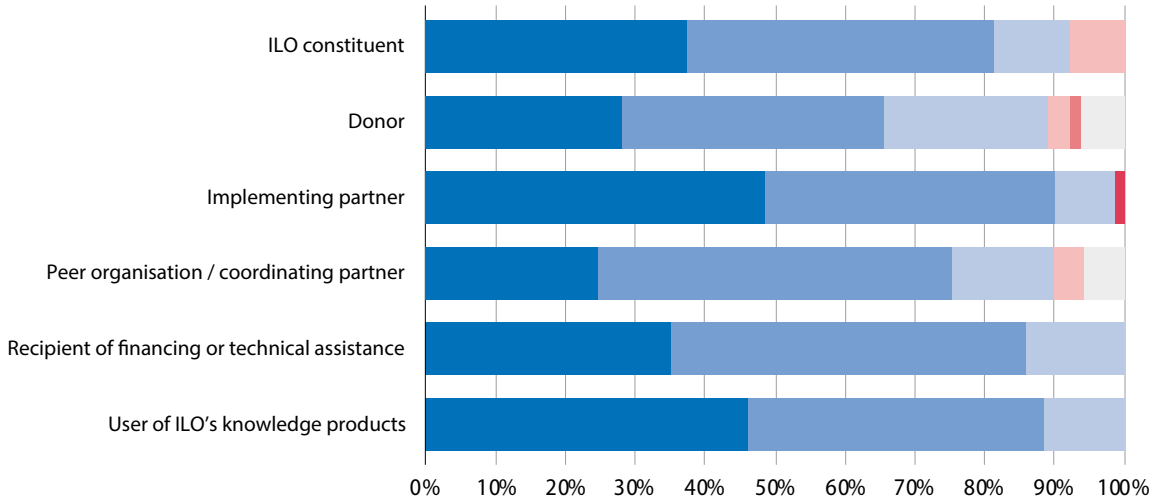

## INTERVENTIONS

The ILO's work responds to the needs of beneficiaries, including the most vulnerable populations

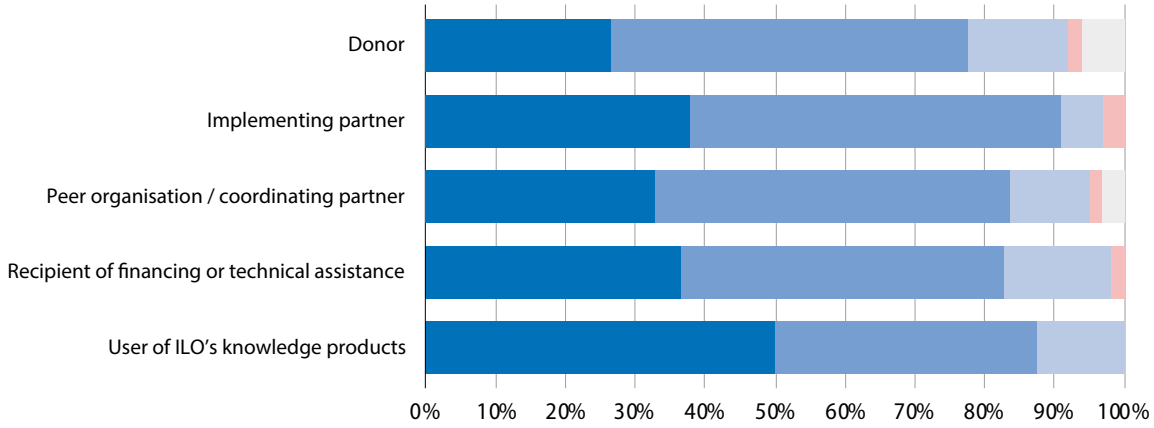



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

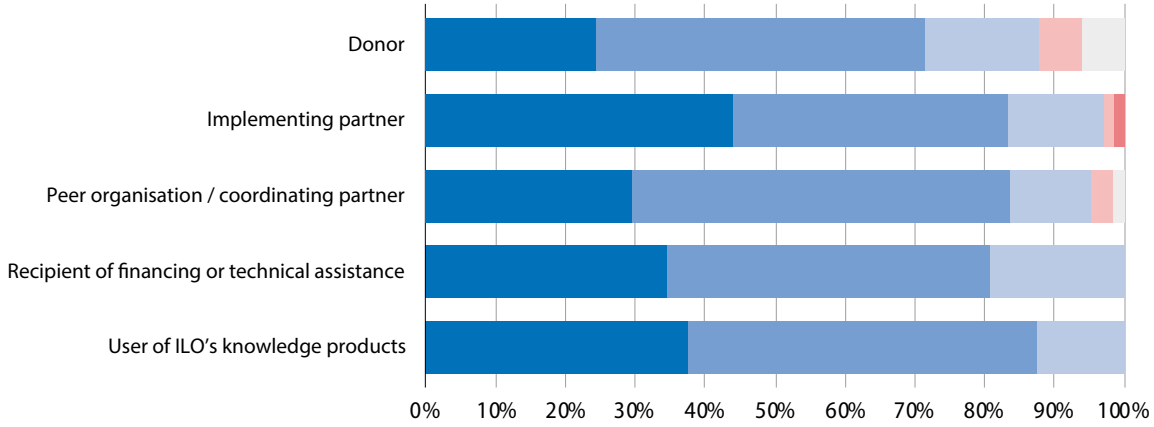
The ILO adapts its work as the context changes




ILO's work is designed and implemented to fit with national programmes and intended results

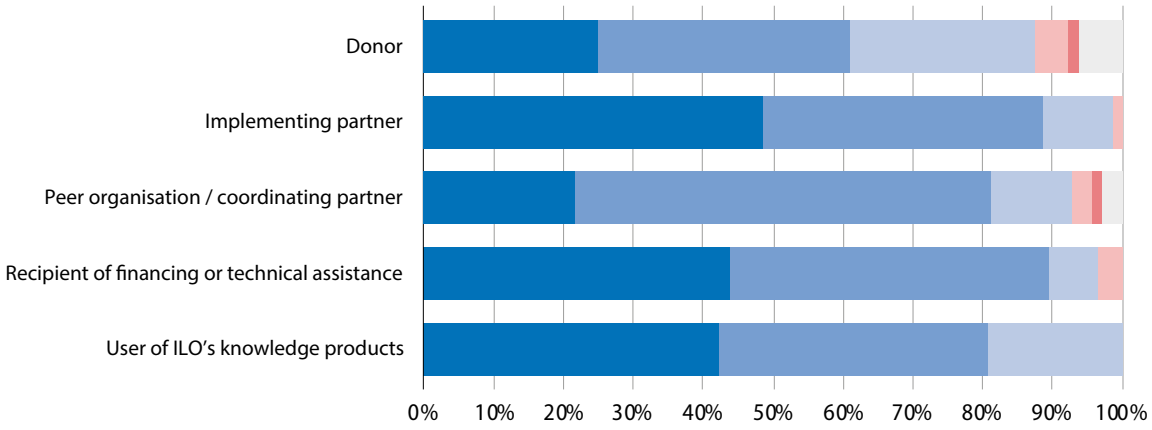



ILO's work is tailored to the specific situations and needs of the local context

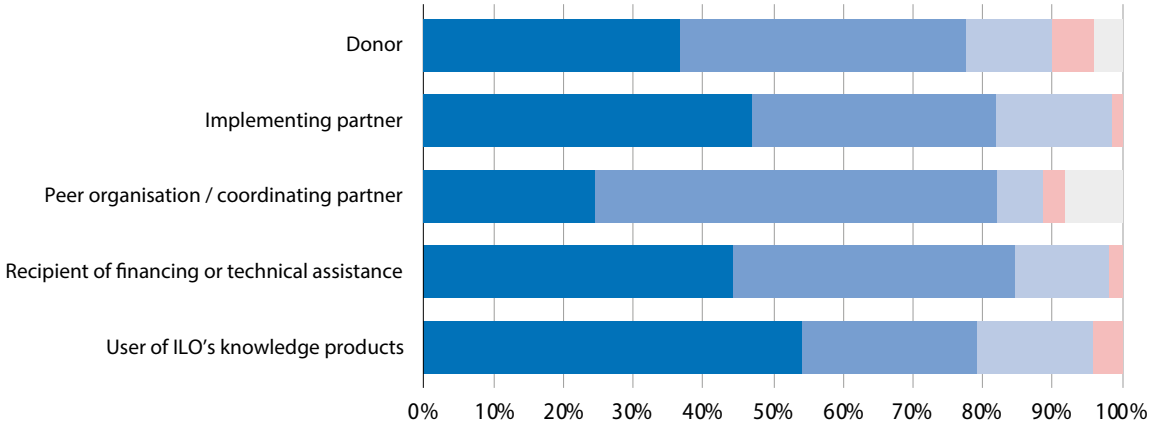



Strongly agree · Agree · Somewhat agree · Somewhat disagree · Disagree · Strongly disagree · Don't know / No opinion

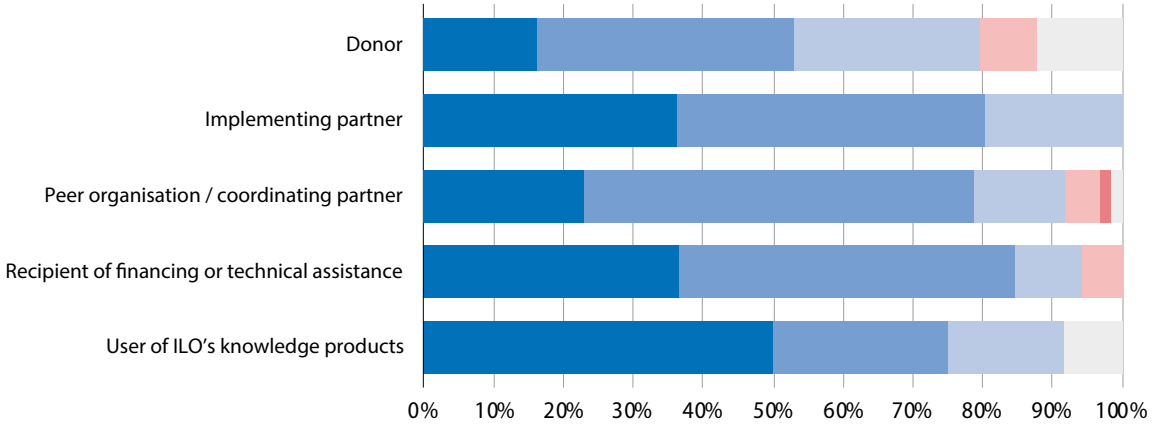
ILO's work with partners is based on a clear understanding of why it is best placed to target specific sectoral and/or thematic areas




ILO's work takes into account national/regional capacity, including of government, workers' and employers' organisations, civil society, and other actors

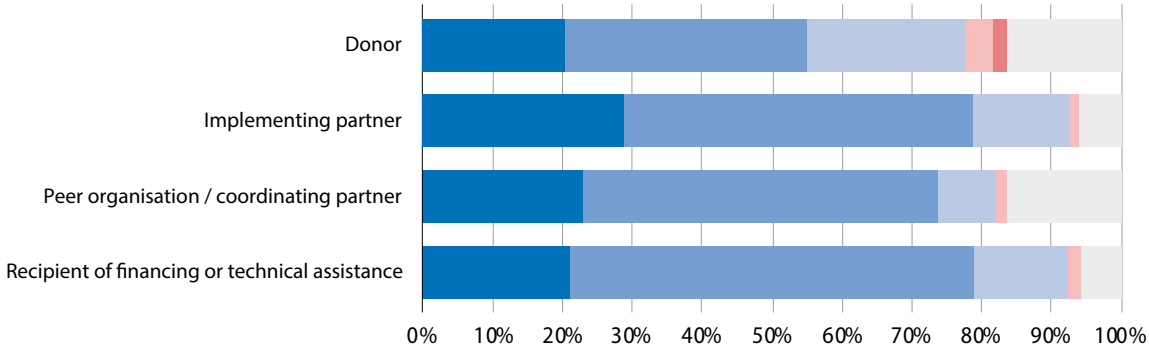



The ILO designs and implements its work in such a way that its effects and impact can be sustained over time



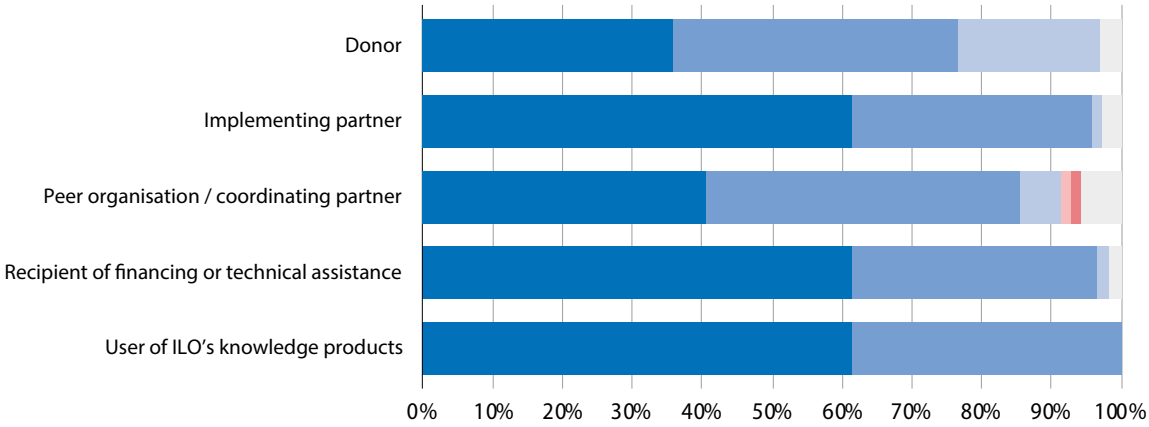

Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

The ILO appropriately manages risk within the context of its work

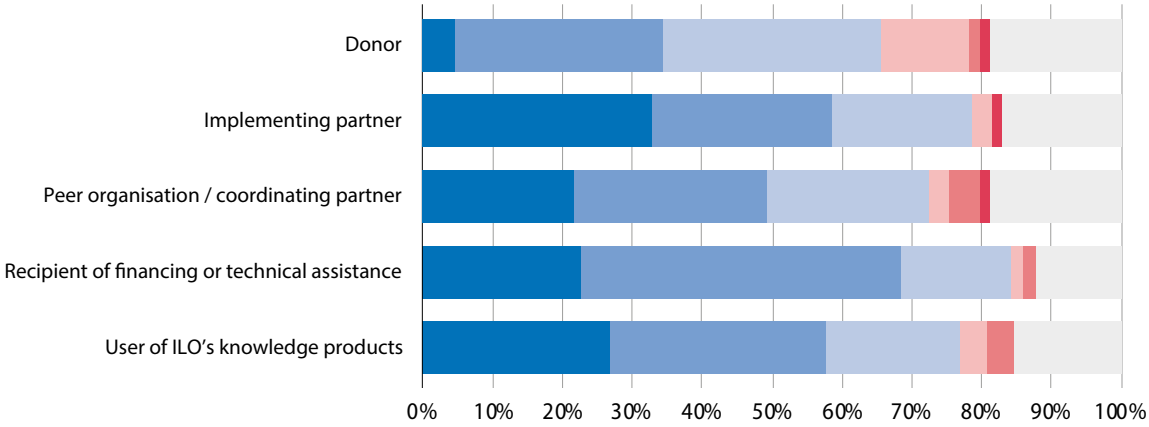



## CROSS-CUTTING ISSUES

The ILO promotes gender equality

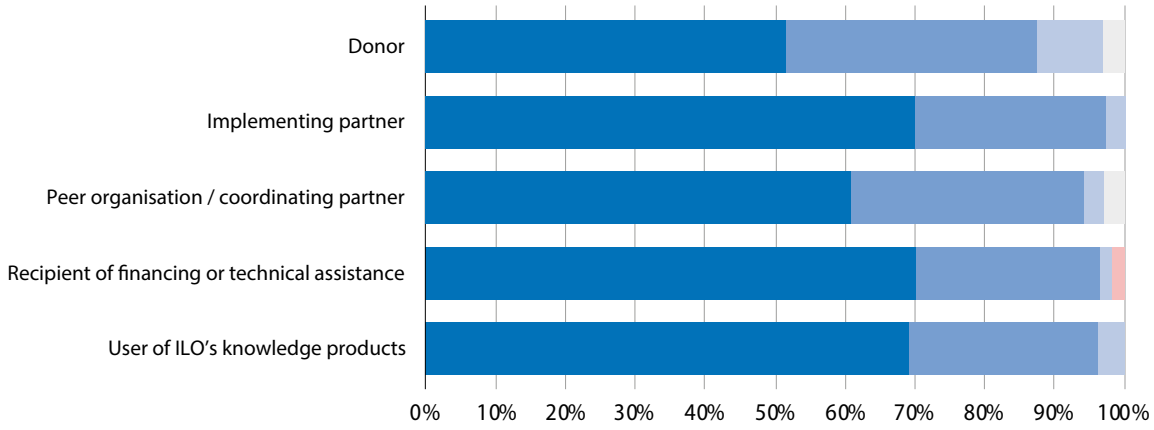



The ILO promotes environmental sustainability and addresses climate change

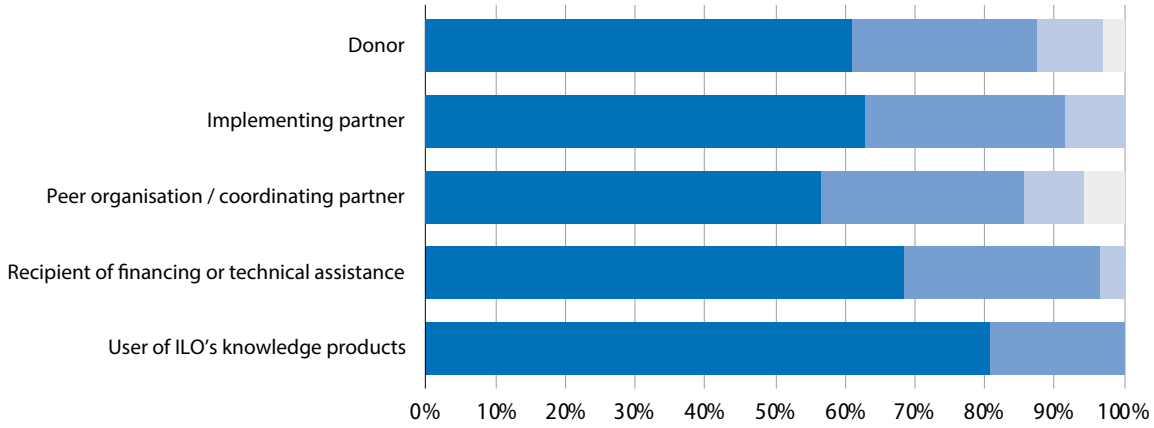



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

The ILO promotes and protects human rights and fundamental principles and rights at work

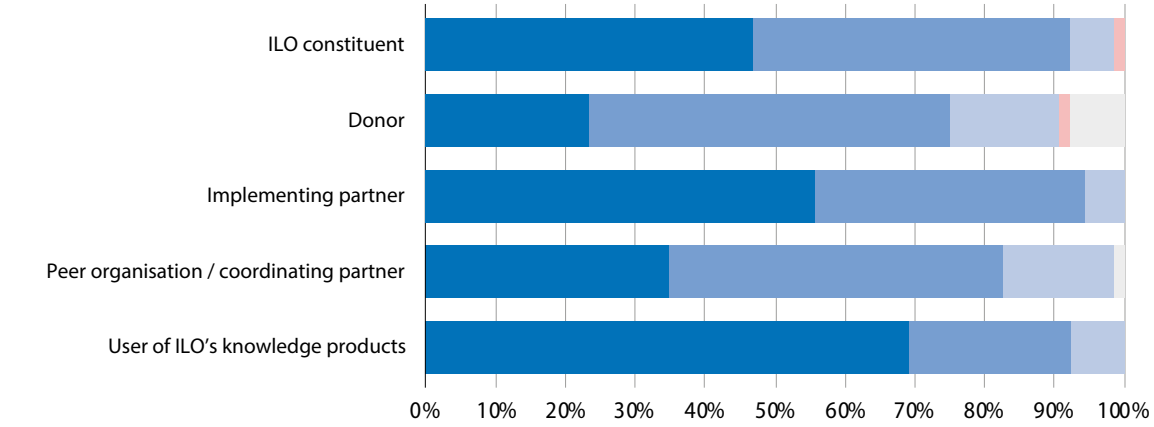



The ILO promotes social dialogue and tripartism



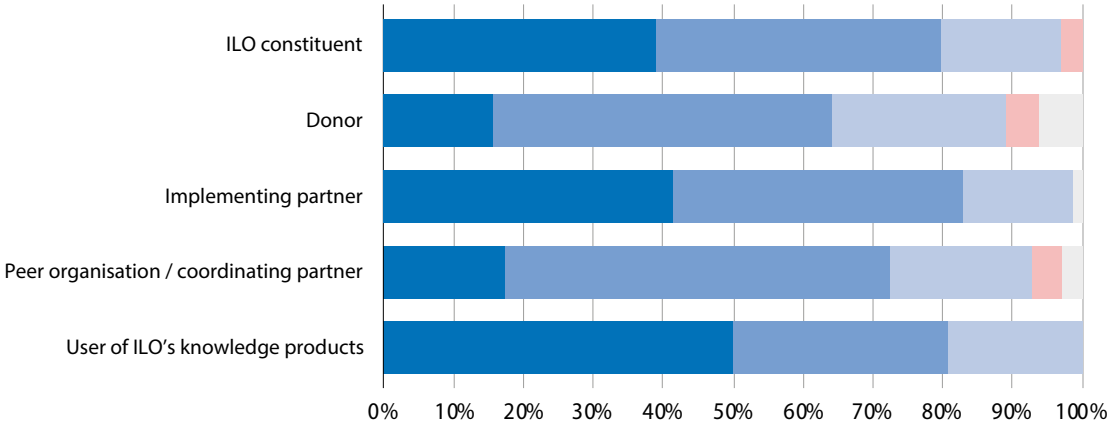

## MANAGING RELATIONSHIPS

ILO's knowledge products are useful for my work

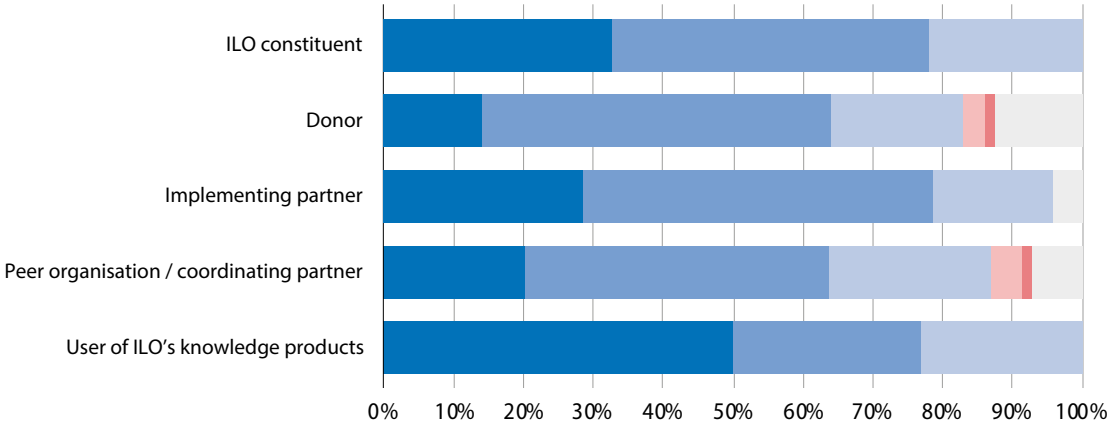



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

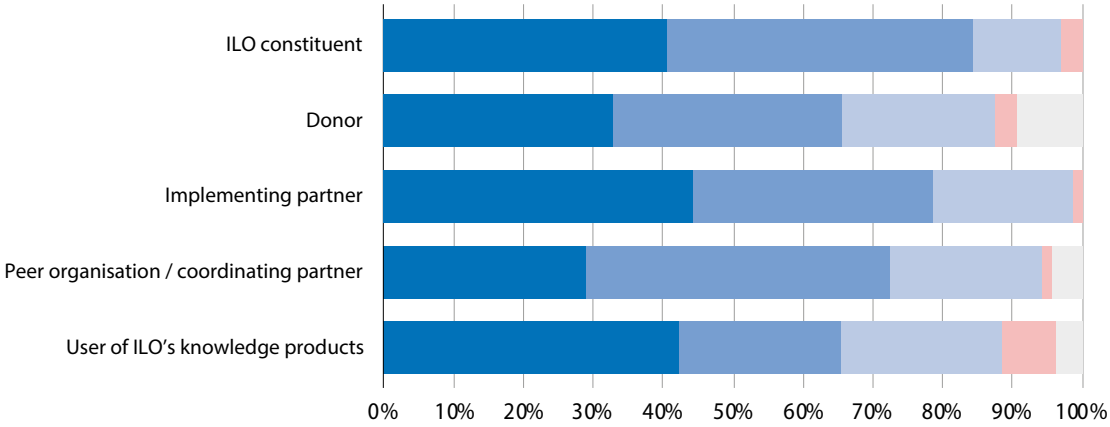
ILO's knowledge products are provided in a format that makes them easy to use




ILO's knowledge products are timely

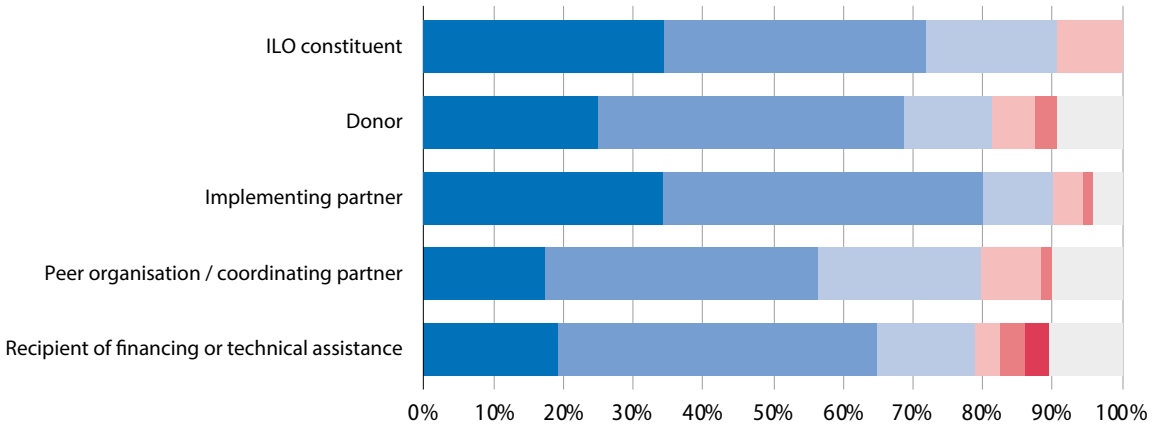



The ILO provides high-quality inputs to the global policy dialogue/social dialogue

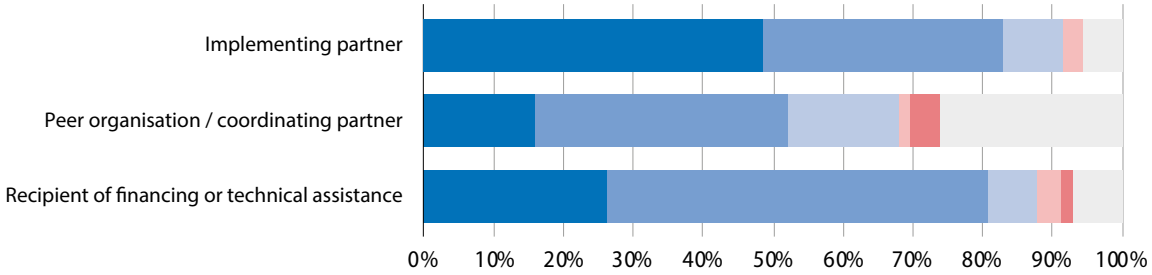



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

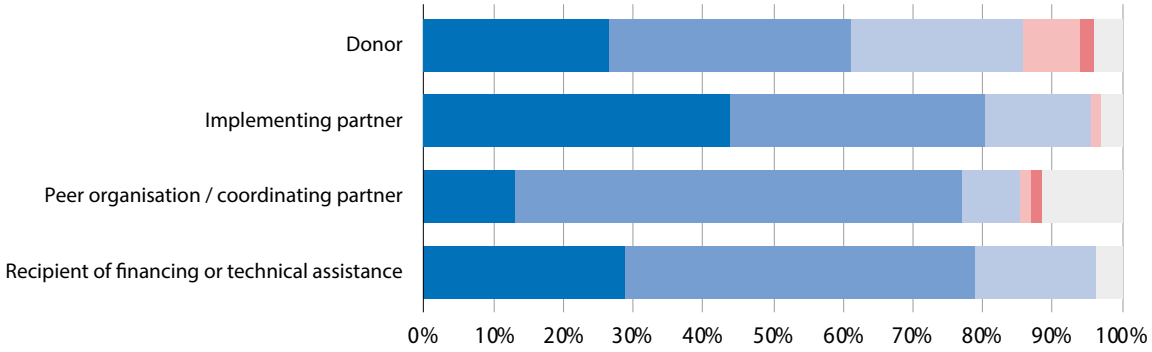
The ILO shares key information (analysis, budgeting, management, results) with constituents on an ongoing basis




The ILO has clear standards and procedures for accountability to its partners

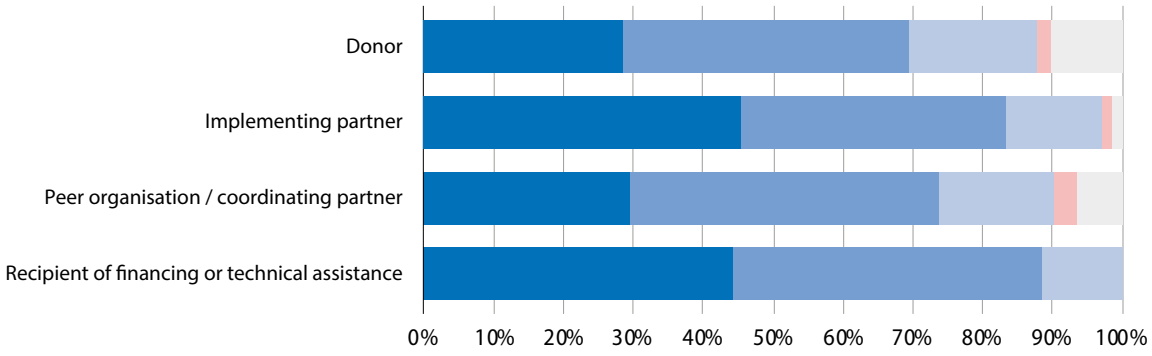



The ILO adapts to changing conditions as jointly agreed with partners

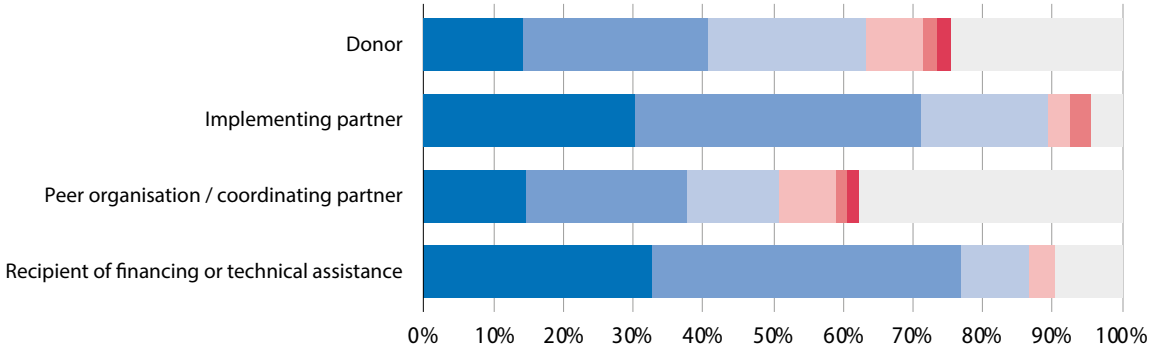



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

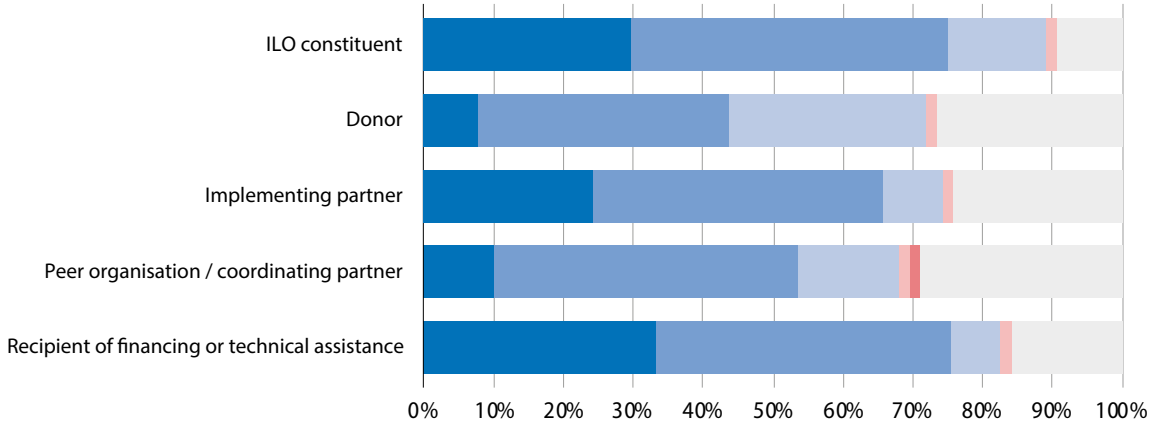
The ILO helps to develop the capacity of country systems at the country level




ILO's management processes (e.g. hiring, procuring, disbursing) do not cause unnecessary delays for partners in implementing operations

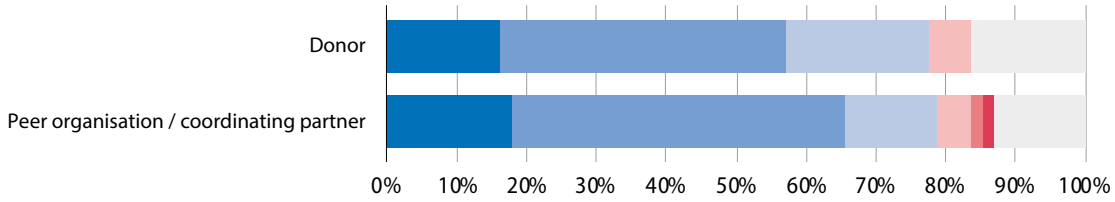



The ILO seizes opportunities to support countries in furthering their development partnerships (for example through South-South co-operation, triangular arrangements and the use of country systems)

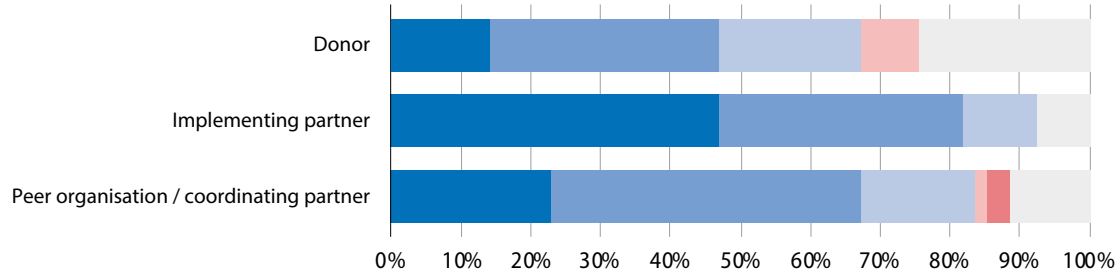



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

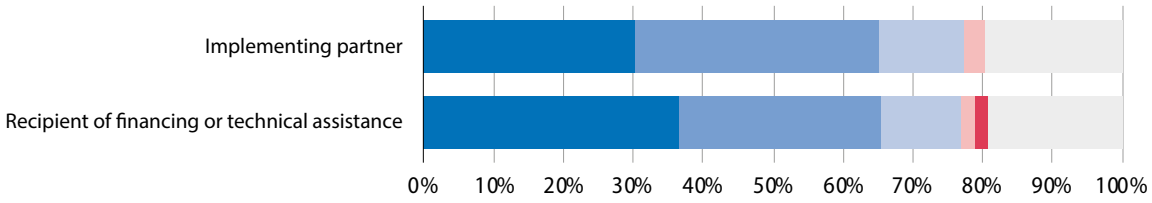
The ILO is actively engaged, appropriate to its role, in inter-agency co-ordination mechanisms for planning, implementation, monitoring and context analysis




The ILO jointly monitors progress on shared goals with local and regional partners

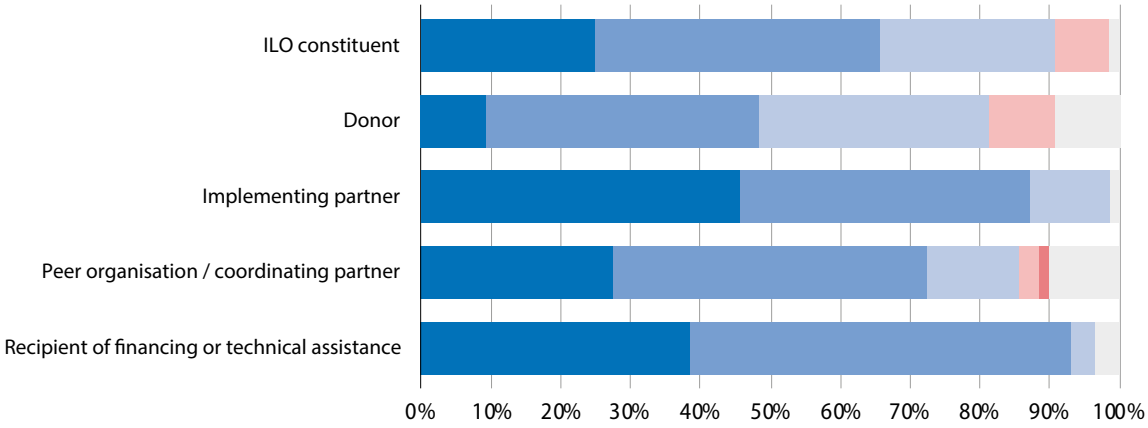



The ILO requires its partners to apply clear standards for preventing and responding to sexual misconduct in relation to host populations



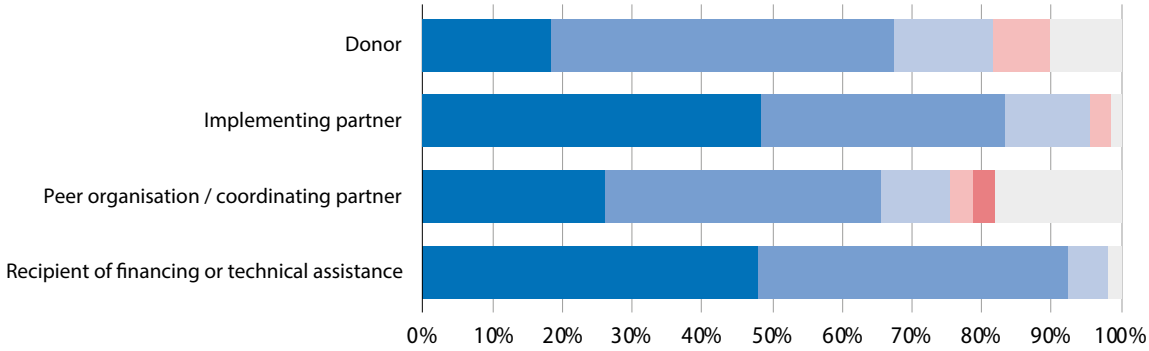

## PERFORMANCE MANAGEMENT

The ILO prioritises a results-based approach, for example when engaging in policy dialogue, or when planning and implementing interventions

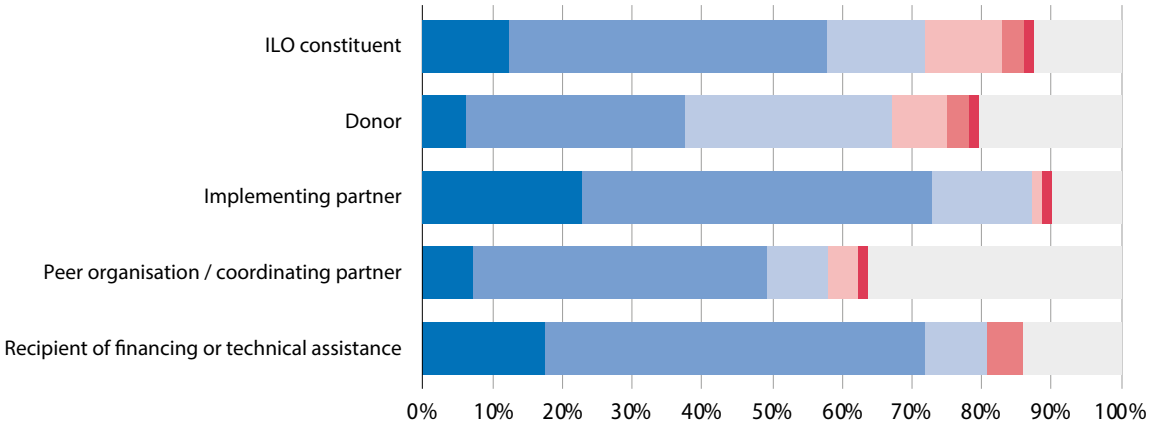



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

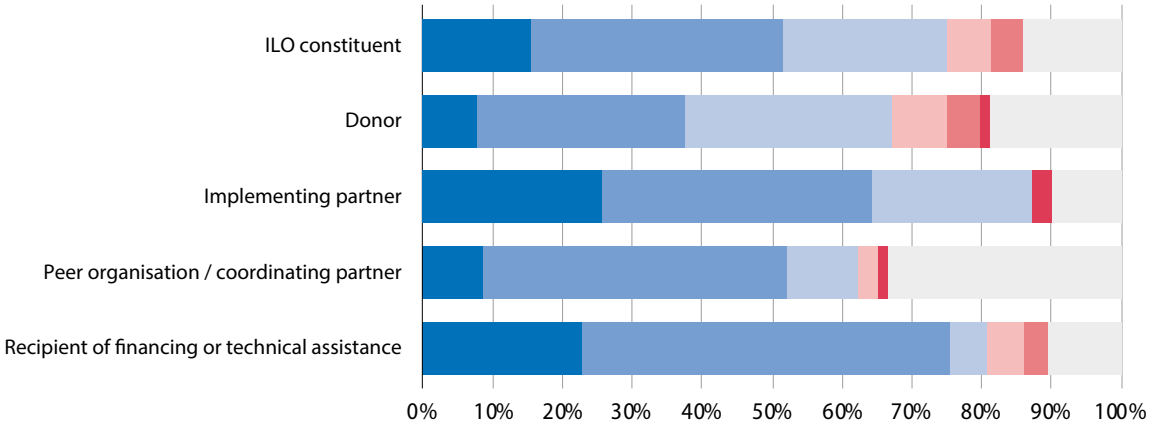
The ILO consults with stakeholders on the setting of results targets at a country level




The ILO consistently identifies which interventions are underperforming

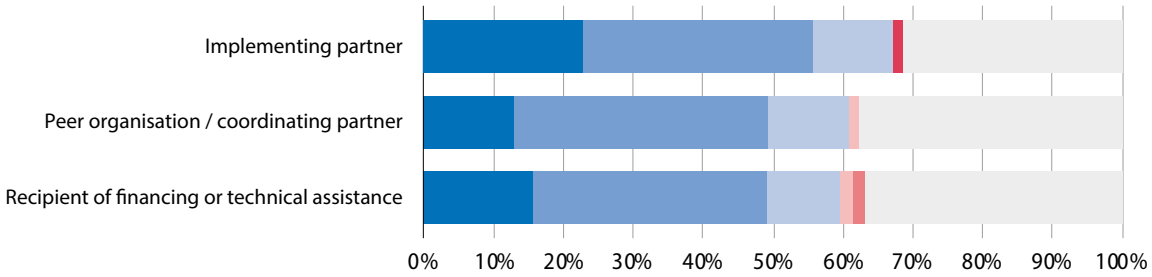



The ILO addresses any areas of intervention underperformance, for example through technical support or changing funding patterns, if appropriate

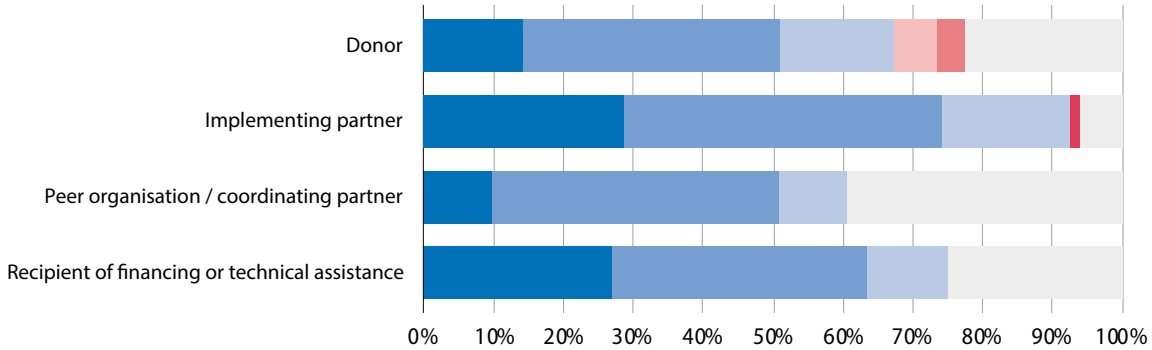



Strongly agree | Agree | Somewhat agree | Somewhat disagree | Disagree | Strongly disagree | Don't know / No opinion

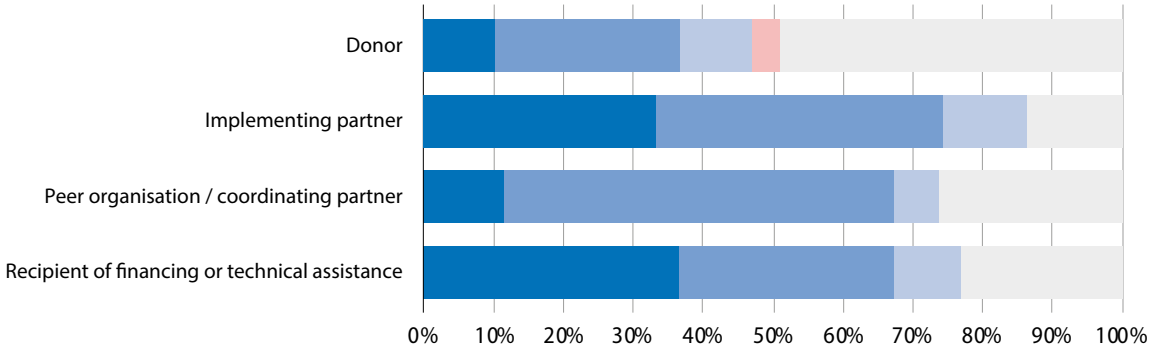
The ILO participates in joint/inter-agency efforts to prevent, investigate and report on any sexual misconduct by personnel in relation to host populations

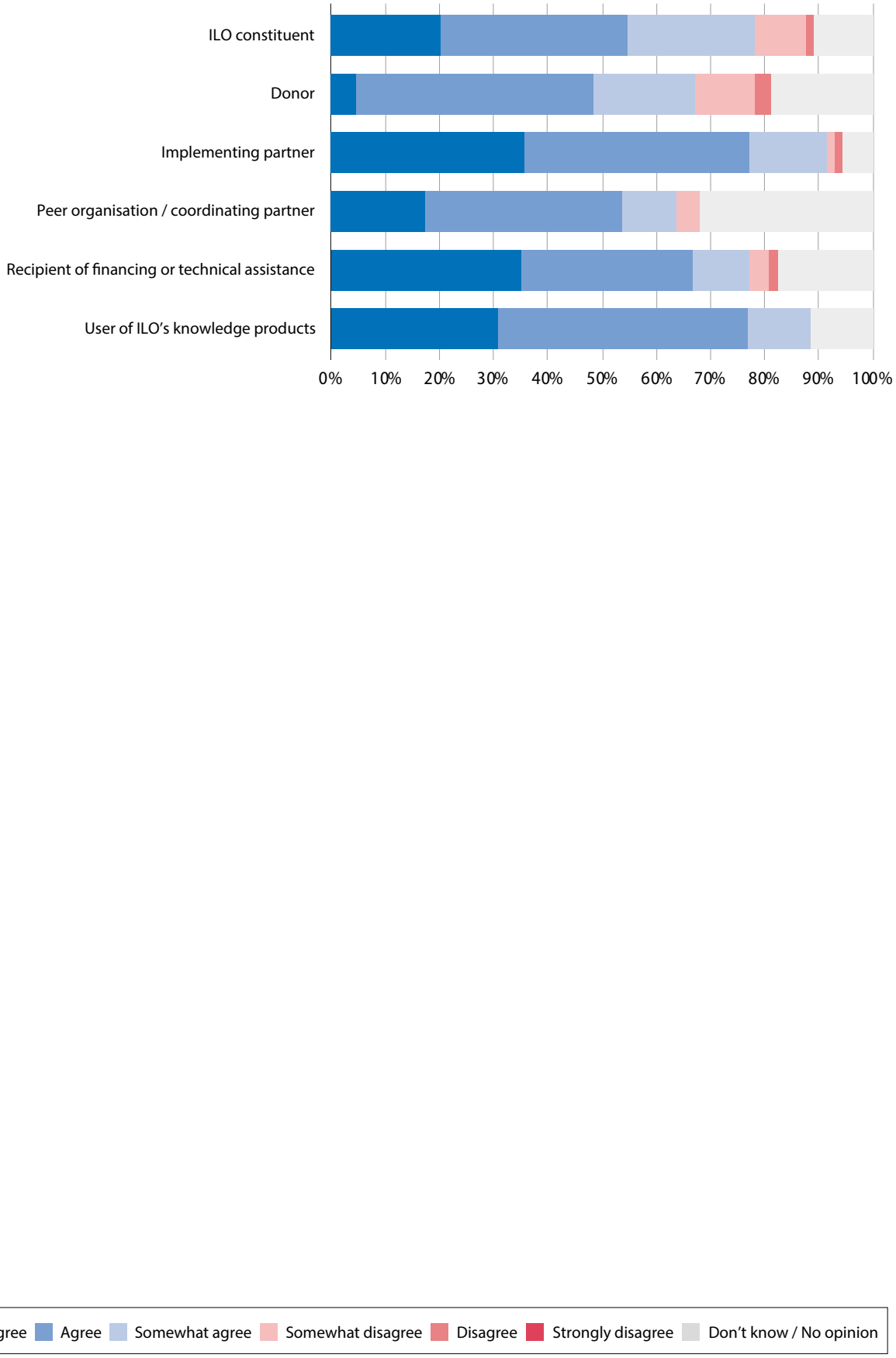



The ILO has well-established independent evaluation practices for its interventions




The ILO participates in joint evaluations at the country/regional level




Strongly agree · Agree · Somewhat agree · Somewhat disagree · Disagree · Strongly disagree · Don't know / No opinion

The ILO learns lessons from previous experience, rather than repeating the same mistakes