



International
Labour
Organization



Independent External Evaluation of the International Labour Office Evaluation Function

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of the
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Report

An Independent External Evaluation conducted by:

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Executive Summary

When the ILO's Governing Body adopted the Evaluation Policy in November 2005, it also stipulated that the policy be evaluated at the end of five years. It subsequently decided that there should be an independent external evaluation of the evaluation function (IEE) as a whole. Associates for International Management Services (AIMS), a consulting firm made up of senior advisors with experience in evaluation of international organizations and results-based management but no previous work with the ILO, was selected for this assignment through an open competition.

AIMS has undertaken the IEE through a four-stage process based on the objectives and outcomes specified in the Evaluation Policy. The Policy's three objectives deal with accountability, management, and lesson learning. The IEE started by examining the high-level evaluations, independent project evaluations and self-evaluations carried out within the ILO from 2005-2009 according to international standards. Interviews and focus groups with representatives of governments, workers, donors, employers, and senior management were then conducted during the March 2010 Governing Body session. These were followed by visits to three of the Regional Offices¹ and further interviews at Headquarters in April.

Overall, the ILO has made significant improvements to evaluation functions over the past five years. The IEE concludes that the Evaluation Policy itself is sound and needs little modification. The implementation of the Policy, however, includes a number of issues that need to be addressed in both structural and strategic terms

Findings

Quality of Evaluations: The review of evaluations against United Nations Evaluation Group (UNEG) and other international standards shows that ILO evaluations meet almost all of the standards. Although there is still room for improvement, overall quality has increased since 2005.

¹ Additionally, two officials from the fourth region (Peru) were interviewed via web-conferencing.

Accountability: The accountability objective involves four outcomes: use of evaluations, harmonization of standards, decentralization of the function and independence. Concerning use, the IEE finds that although the high-level evaluations that are presented to the Governing Body are of a generally high quality, their use by the Governing Body is uneven. While some of the strategic and policy evaluations have led to recommendations, the Decent Work Country Programme (DWCP) Evaluations, in particular, have not informed higher level decision making. There is little connection between the high-level evaluations and results-based management represented by the Strategic Policy Framework, biennial programme budgets or programme implementation reports. The fact that evaluation topics are set on a yearly basis has impeded both use and consultation. Independent project evaluations, on the other hand, are used for accountability purposes by donors. The IEE finds that progress is being made in the harmonization of evaluation approaches throughout the ILO and that decentralization is well underway. On independence of the function, while there is no firm evidence that independence has been compromised during the period, the ILO is not in conformity with UN standards in that the Evaluation Unit (EVAL) is located within the management and administration department. It is the only UN system organization to follow this pattern. The location conveys an impression of lack of independence.

Management: The management objective includes outcomes on regular reporting to senior management, follow-up to evaluation findings, and recommendations that address results based management (RBM), improved skills in evaluation and self-evaluation, and participatory processes. As with the accountability objective, the IEE finds that use of the evaluations for management purposes is uneven. Management use is most evident at the Regional Office level for DWCP and independent project evaluations, and at Headquarters, the International Programme for the Elimination of Child Labour (IPEC) has a strong system for use. Follow-up has also been inconsistent, in part because focus is on the first-year's follow-up even though subsequent follow-up can be reported. The Evaluation Advisory Committee (EAC) has been effective in overseeing immediate follow-up. At the project level, IPEC has a clear system for follow-up and EVAL has begun to develop one. However, there is little effective connection between evaluation and results-based management within the Office. Self-evaluation at the programme level is not as well developed as would be hoped, although a number of exercises show promise. EVAL has developed strong working relationships with the Regional Offices. They have also provided considerable guidance in how to do evaluations and have undertaken a quality assurance review. The impact of EVAL's work is reflected in improved adherence to international standards. There have been training initiatives, but the results have been uneven and there is an expressed need for additional training at all levels, including for stakeholders. While there has been an effort to engage stakeholders in a participatory process in evaluations, this has not always been considered satisfactory.

Lessons Learned: The lessons learned objective has a single outcome, improved institutional learning and knowledge sharing. Significant strides have been made, particularly regarding increased knowledge sharing. This can be attributed to evaluation reports becoming more easily accessible through web-based means, EVAL's initiation of a process of summarizing lessons learned and, at the regional level, the development of new exchange mechanisms. At the same time, the full potential of institutional learning from the evaluations has not yet been realized.

Conclusions

Conclusions of the IEE, as called for in the terms of reference, are organized around issues of policy and governance, independence, use, institutional support and credibility. The IEE concludes that evaluations did not play a significant role in shaping policies and strategies during 2005-2009 within a RBM context. The focus on evaluations of DWCPs and a disconnect between consideration of evaluations in light of strategies and budgets seem to be two primary explanations for this. Improvements in the criteria for selecting subjects for high-level evaluations and the development of a multi-year plan for evaluations connected to larger policy reviews would overcome this issue. Ensuring that evaluations are used in the preparation and reviews of strategies and programme budgets will also contribute.

While a degree of independence of evaluations has been maintained, this has not been reflected in organizational location, one of the standards used in the United Nations system. The ILO is the only organization of the system where the evaluation office is part of management and administration rather than reporting directly to the executive head of the organization. Relocating this office organizationally would bring the ILO into conformity with the other organizations of the system and would facilitate its oversight and coordination role *viz à viz* the other parts of the ILO that are concerned with evaluations, including the Bureau of Programming and Management (PROGRAM), Partnerships and Development Cooperation Department (PARDEV), IPEC and the Regional Offices. Such a move would also facilitate securing adequate resources for evaluations.

Evaluations that are produced by the ILO are of generally high quality, measured in terms of UNEG standards, but they have not been used as much as implied by the 2005 Policy. Managers do not yet see them as essential ingredients either in policy formulation and analysis or in strategic planning and performance reporting under RBM. A stronger culture of evaluation within the managing for results orientation of RBM, where measurability of results is a major element, would strengthen RBM mining of evaluation findings and strengthen policy analysis. A more systematic and formal incorporation of evaluation into the RBM process is clearly desirable. Self-evaluations, coupled with strategically chosen high-level evaluations, can enrich the process of reviews of implementation of the ILO Declaration on Social Justice for a Fair Globalization. Progress in making evaluation results more accessible can be built upon by further improvements in electronic data systems, including the internal web-based interface for knowledge sharing (PLONE), the on-line evaluation database (iTrack), and the Integrated Resource Information System (IRIS).

The EAC has taken a narrow view of its mandate relating to follow-up, and does not see it in terms of RBM. Expanding EAC's role to linking evaluations with RBM, as well as making recommendations to the Director-General and to the Governing Body on longer-term use of evaluations, would make this body more effective. EVAL, once its location has been improved, can be made more effective by establishing clear operational priorities. EVAL's role could include managing high-level strategic and policy evaluations, overseeing quality of other evaluations undertaken within the ILO, as well as training and information exchange. There is a clear need for additional training in evaluation in the context of RBM. This should be an emerging priority for the Turin Training Centre, and be duly supported by EVAL and PROGRAM.

The resources available from all sources for evaluation in the ILO are comparable to other UN system organizations, although they are less from the regular budget than in comparators. Ensuring adequate resources can be facilitated by more effective implementation of current policies on setting aside Programme Support Income for evaluation.

The current evaluation policy, when implemented fully, would ensure higher credibility of ILO evaluations and enable evaluations to make a greater contribution to improving the effectiveness of ILO programmes and projects.

Recommendations

1. The Evaluation Policy should be extended for an additional five years with amendments to reflect other recommendations, and at the end of the period, consistent with United Nations system practice, it should be subject to a further independent external evaluation.
2. Evaluations to be presented to the Governing Body should be chosen for their strategic use in policy-making, strategy formulation and accountability on the basis of a multi-year plan that could be amended, as necessary, by the Governing Body. It is suggested that (i) on a five-year planning cycle one evaluation be presented annually with the subject being determined by the ILC review strategy, (ii) on a two-year planning cycle another evaluation with implications for the next programme budget planned be presented, and (iii) on an annual basis a third evaluation be presented guided by emergent policy and programmatic needs.
3. The Evaluation function should be organizationally consolidated in an entity that would report directly to the Director-General and through this position to the Governing Body, with a Director appointed according to UN system best practice for heads of evaluation. There is a need for secure funding, including for the dedicated Regional monitoring and evaluation positions, from the assessed budget of the Office and a fixed share of Programme Support Income (PSI) and other extra-budgetary resources.
4. There should be increased use of self-evaluation at the programme and project level especially for major policy reviews by the International Labour Conference, and for programme implementation reporting. Adoption of agency-wide standards, guidelines, and an oversight process for self-evaluations should address concerns about quality and legitimacy.
5. The mandate of the Evaluation Advisory Committee should be clarified to include clear responsibility for (i) advising on policies for follow-up to ensure appropriate implementation of evaluation recommendations on strategies and policies in order to achieve a consistent and coordinated approach to evaluation and its use across the organization within a RBM framework; and (ii) proposing evaluation topics to the Governing Body on a multiple year basis.
6. The Evaluation Unit should be given a revised mandate, reflecting its three principle roles, that gives priority to conducting high-level strategic and policy evaluations as part of the policy decision-making process and the implementation of RBM, as well

as supporting evaluation activities throughout the Office and providing general oversight of evaluation quality at all levels of the ILO. The specific priorities and emphasis for any given year would be noted in the multi-year plan.

7. The respective expertise of EVAL, PARDEV and PROGRAM should be more closely coordinated to ensure consistent integration of standardized evaluation and RBM practices in programme implementation.
8. A comprehensive and adaptable training programme in evaluation in the context of RBM, designed on a multi-year basis and tailored to the specific needs of the ILO should be implemented in cooperation with the Turin Centre for ILO staff and constituents.
9. The current functionality of the Evaluation Unit should be further developed by improvements to information management and dissemination systems to increase usability, including a substantial overhaul and expansion of i-Track, as well as by the dedication of sustained resources for database management.
10. There should be increased use of ex-post evaluations to assess the longer-term impact of ILO programmes and projects and several should be implemented on a pilot basis in priority areas during the 2010-2015 period.

cronyms and Abbreviations

AIMS	Associates for International Management Services
CABINET	Office of the Director-General
Declaration	Declaration on Social Justice for a Fair Globalization
DED	Design, Evaluation and Documentation section of IPEC
DFID	UK Department for International Development
DG	Director-General (ILO)
DWCP	Decent Work Country Programme
EAC	Evaluation Advisory Committee (ILO)
EDMAS	Management and Administration
EDMS	Electronic Document Management System
EVAL	Evaluation Unit (ILO)
GB	Governing Body (ILO)
HQ	Headquarters (ILO)
IAO	Office of Internal Audit and Oversight (ILO)
IEE	Independent External Evaluation
ILC	International Labour Conference
ILO	International Labour Organization / International Labour Office
IPE	Independent Project Evaluation
IPEC	International Programme on the Elimination of Child Labour (ILO)
IPES	Institute of Promotion of Social Economy
IRIS	Integrated Resource Information System
ITC	International Training Centre - Turin
iTrack	On-line evaluation database
M&E	Monitoring and evaluation
OECD/DAC	Organization for Economic Cooperation and Development/ Development Assistance Committee
PARDEV	Partnership and Development Cooperation Department (ILO)
PFAC	Programme, Financial and Administrative Committee (ILO)
PLONE	Internal web-based interface for knowledge sharing

Policy	ILO Evaluation Policy
PROGRAM	Bureau of Programming and Management (ILO)
PSI	Programme Support Income
RBM	Results-based management
RBSA	Regular Budget Supplementary Account
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNEG	United Nations Evaluation Group
UNIFEM	United Nations Development Fund for Women
XBTC	Extra-budgetary technical cooperation resources

I.

Introduction

A. Context

1. The Governing Body adopted the Evaluation Policy and Strategy at its 294th Session in 2005 (GB.294/8/1(Rev.)(d) *A new policy and strategic framework for evaluation at the ILO* (GB.294/PFA/8/4)). In doing so, it agreed that “the new evaluation policy and strategy be evaluated after five years to assess its impact on the functioning and performance of the Office.” (GB.294/PFA/8/4, para. 46). The Governing Body “asked for a fully (independent) external evaluation of the function” (GB.294/8/1(Rev.), para. 129). In pursuance of this goal, the Director-General in consultation with the Governing Body developed the Terms of Reference (TOR) for the IEE, which specified that:

The IEE will be carried out by a team of senior evaluation consultants, experienced in similar exercises and independent from the ILO. The consultants will be selected through a competitive bidding process in accordance with normal ILO procurement procedures. ... The ILO Office of Internal Audit and Oversight (IAO) will oversee the IEE process in order to maintain its independence.

2. The ToR further specifies that:

The purpose of the IEE is to provide an independent assessment of the evaluation function within the ILO to provide recommendations on the future strategy for evaluation. The evaluators will examine effectiveness, efficiency and relevance of the current arrangements and structures for the evaluation function within ILO, learning from the implementation experiences, and in light of international best practices including the UNEG Norms and Standards.

3. In accordance with the procedures, the firm of Associates for International Management Services (AIMS) was given the responsibility to conduct the IEE. The composition of its team of senior evaluation consultants is shown in Annex A.

B. Evaluation Approach and Methodology

4. The Terms of Reference specify that “Based on the UNEG Norms, a set of criteria clustered around the three issues of independence, credibility and utility should form the normative framework for this evaluation exercise.” They further specify that the IEE should cover the period 2005-2009 and that the principal client is the Governing Body and that other stakeholders include “the ILO Director-General and members of the Senior Management Team, Regional Directors and ILO donors.” The full Terms of Reference are found in Annex B 1.

5. The Terms of Reference state that, “The IEE is also expected to provide a basis for improved accountability, learning of lessons, leadership and decision-making in the context of the ILO’s continuing commitment to Results-Based Management (RBM).” The IEE has been structured as an RBM approach, in which the Evaluation Policy and Strategy, through its objectives and expected outcomes, constitute a set of expected results by 2010. The Policy did not specify the linkage between the objectives and outcomes in that it did not clearly state which outcomes were related to the achievement of which objectives, nor did it specify performance indicators. To convert the Policy into an RBM format, the consultants applied one of the key instruments of RBM to organize the evaluation, the logical framework (logframe). The evaluation tasks were determined by specifying performance indicators for the outcomes, and noting outputs from the ILO that are supposed to make them happen. The logframe suggested the information that needed to be obtained, along with the means to obtain it. The logical framework as defined and discussed with the IEE managers is found in Annex B 2. The logframe covers all of the information required in the Terms of Reference.

6. The evaluation was developed in four stages. The first stage consisted of an analysis of existing documents, focusing on the fourteen strategic and policy evaluations and samples of the 228 independent project evaluations and 22 self-evaluations, as well as the annual reports and the reports of their consideration by the Governing Body. Two reviewers independently rated the quality of each selected evaluation using the International Standards for Quality Assurance in Evaluations. Developed by international bodies such as the United Nations Evaluation Group (UNEG), the OECD Development Assistance Committee (DAC) and the American Evaluation Association (AEA), these standards are organized into five broad categories of quality control: (1) evaluation policy and structures (2) planning (3) processes to follow in collecting information (4) means of drawing conclusions and recommendations, and (5) reporting. The complete list of standards and norms used is provided in Annex B3a. Reviewers used the list to assess the evaluations against criteria such as whether the organization has a clear policy for evaluation; the scope, context, rationale, purpose, objectives and criteria of each evaluation are defined clearly; evaluators have education and training in evaluation and professional work experience and technical knowledge appropriate for each evaluation; the information sources used in the evaluation are transparent, valid and accurate; the evaluators respect the security (including anonymity), dignity and self-worth of respondents, program participants, clients, and other evaluation stakeholders; and the evaluation process is free and open in that the evaluation team is able to work freely and without interference.

7. Two reviewers independently rated each evaluation against these criteria. While the inter-reviewer reliability tests revealed a very high degree of agreement (>90%), on rare occasions where reviewers disagreed, they had a discussion to resolve the differences

in their ratings. In addition, reviewers were randomly assigned some evaluations that had been rated by other colleagues to ensure everyone followed the same methodology and procedure, and that latent biases did not affect the ratings of evaluations selected.

8. This led to initial conclusions about methodology and conformity to international standards, and verified results under Specific Objective 4 in the logframe. The documents reviewed and the standards used are found in Annex B.

9. The second stage focused on Specific Objective 1 of the logframe, the extent to which transparency and accountability has been improved. It consisted primarily of interviews with senior officials and focus group sessions with regional groups, employers and union groups during the March session of the Governing Body. The persons interviewed and groups met are found in Annex B.

10. The third stage focused on Specific Objective 2, dealing with the contribution of the evaluation function to decision-making in the ILO, and on Specific Objective 3 on feedback and learning. Funding was available for full field missions to two regional offices. Accordingly, in-depth office visits took place in April to Bangkok, the largest regional office and Beirut, a smaller regional office. In addition, the IEE team did in-person interviews of key staff in Addis Ababa and the European office and interviews via Internet with the Lima regional office in April. Further interviews with senior management and others at Headquarters occurred in late April. The list of persons involved in these interviews is included in Annex B. Information was also obtained through a survey of staff who participated in training related to evaluation in 2009.

11. The fourth stage consists of the review and finalization of the IEE report. The IEE team, based on all of the information collected during the first three stages, prepared a draft report that was circulated on 10 May 2010 to a select group of persons to obtain their feedback about the findings, analysis and conclusions. This revised draft was then prepared, taking into account the feedback, for circulation to a wider audience for further comments. There will be a briefing on the findings, conclusions and recommendations during the International Labour Conference (ILC) in June and the final report, taking into account all comments, will be submitted by 30th June 2010.

II.

Findings

12. The IEE has examined the evidence on the extent to which the objectives set out in the policy were achieved by the end of 2009. In so doing, its analysis has been based on examining the evaluations produced or overseen by the institutional components of the evaluation function. These include EVAL, decentralized monitoring and evaluation officers in the Regional Offices, a dedicated unit in IPEC, together with the PROGRAM, which oversees RBM, and PARDEV which coordinates technical cooperation.

13. The IEE takes into account the extensive activities that have been implemented since 2005, shown in Annex C.

A. Adherence to international good practice

14. A key component of this IEE was consideration of the extent to which ILO evaluation policy (a) conforms to internationally accepted evaluation norms, standards and good practices, (b) harmonizes with the UN family in the context of RBM approaches, and (c) reflects the goals and priorities of the Declaration on Social Justice for a Fair Globalization.

15. To assess this, three levels of evaluations were examined: strategy and policy evaluations, independent project evaluations, and self-evaluations. Each was coded according to a compilation of standards that were drawn from the UNEG, the OECD/DAC and the American Evaluation Association that together, constitute a consensus about what determines the quality of international evaluations. The structure of the coding and accompanying database is found in Annex B. For each of the criteria, an evaluation was given a score (2 for standard met or exceeded, 1 for partly met and 0 for not met, on which there was no information or the criterion was not relevant to the case. A total score for each evaluation, whether high-level or project, was computed.

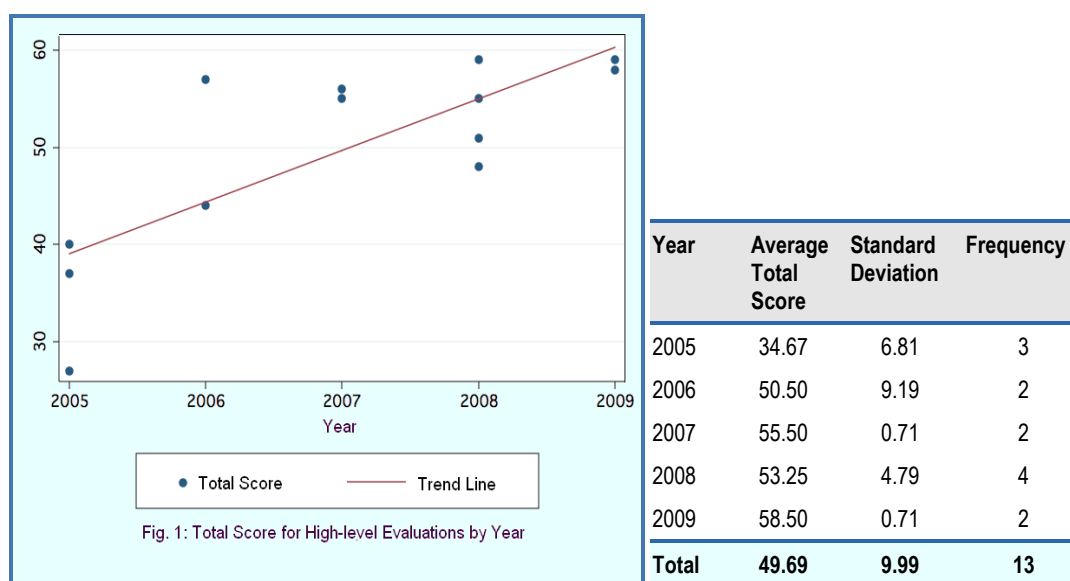
1. Strategy and Policy Evaluations and Decent Work Country Programme Evaluations

16. Between 2005-2009 there were fourteen high-level evaluations prepared by EVAL created to implement the Policy, of which thirteen were reviewed.² Six of these were Strategy and Policy Evaluations and seven were evaluations of DWCPs. In general,

² The fifteenth, an evaluation of the country programme in Honduras, has not yet been completed and as a result this analysis was based on fourteen evaluations.

the quality of these documents was found to be high with improvement apparent over time. The left panel in Chart 1 shows the total score for high-level evaluations by year and a scatter plot of how the evaluations were distributed each year. The line shows the predicted rate of change and the right panel in the same chart provides information on average total score and standard deviation by year. Standard deviation, a common statistical measure for finding out how consistent (or inconsistent) the scores are, here refers to the deviation between the actual total score for each evaluation and the average total score for all evaluations for that year. The smaller the standard deviation, the higher is the consistency. The larger the standard deviation, the greater is the fluctuation (or inconsistency) in scores for evaluation that year.

Chart 1. Average Total Score for High-level Evaluations by Year



17. The analysis below shows that the average total scores have gone up and standard deviations have gone down almost every year. Similarly, a closer inspection of the scatter plot reveals that the evaluation scores tend to cluster around higher values in the later years, compared to years preceding them. This shows that the evaluations conform to international standards, have improved consistently over time, and reflect a marked improvement in the evaluations over the baseline year.

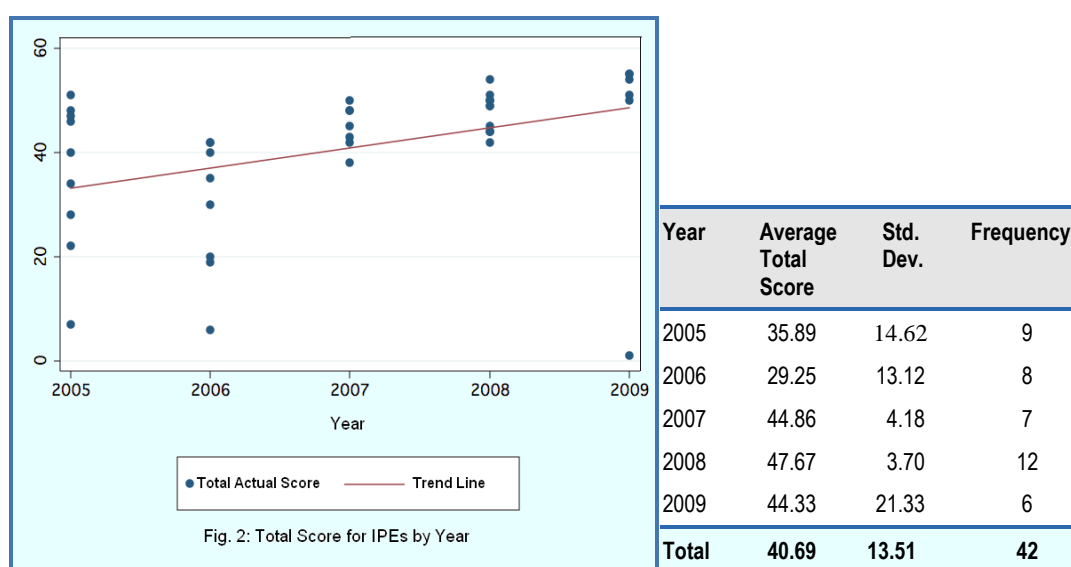
18. All evaluations covered the subjects included in the Declaration on Social Justice for a Fair Globalization. One standard is that “The organization should have an independent evaluation function (UNEG Code of Conduct 1, UNEG Standard 1.5, DAC 6.1)”. The findings on this standard are discussed under Specific Objective 1.

19. There were several criteria that the evaluations either did not meet or on which there was no information. On Standard 3.1.3 concerning sampling as a means of identifying persons to interview, either sampling was not used or the methods applied were not described. This has been noted in evaluations produced by other organizations and reflects a system-wide issue. On the standard that evaluators ensure that stakeholders have a say in design, some evaluations were not as clear on how this took place as would be desired. Finally, some teams were small (one or two persons) making it difficult to achieve gender and geographical balance.

2. Independent Project Evaluations

20. In the Policy, EVAL was given responsibility for coordination of thematic and independent project evaluations, with a view to ensuring their quality. While EVAL was not expected to carry out the evaluations it has increasingly provided support to these in the form of guidelines, review of terms of reference, assistance in the selection of outside experts and review of draft reports. It has shared that responsibility with the Design, Evaluation and Documentation (D.E.D.) section of IPEC, which is a self-contained evaluation service for projects executed by IPEC. Over the five years, there have been 275 independent project evaluations that were reported to the IEE. In order to assess whether they also conformed to international standards, a stratified random sample of 42 was coded using the structure applied to the strategy and policy evaluations and the Decent Work Country Programme evaluations.

Chart 2. Average Total Score of Independent Project Evaluations by Year



21. Chart 2 shows the results as average scores and as a scatter plot for the independent project evaluations. The data demonstrate clearly that the quality and consistency of independent project evaluations have improved over time. A single exception, in 2009, is an internal evaluation of an interregional project on Mainstreaming Gender in Employment Policies and Programmes – A Joint ILO-UNIFEM Initiative. This project does not seem to have followed the guidelines set by EVAL. If this internal evaluation, which perhaps should not have been included by the ILO in the list of IPEs provided to IEE, is excluded, the average total score and standard deviation for 2009 are 53.00 and 2.34 respectively.

22. Concerns about the IPEs have been highlighted in the annual evaluation reports. In 2007, EVAL undertook a quality appraisal review of the IPEs done that year and found that the weakest sections of the reports were the executive summary, evaluation background, and methodology sections. It found that there was a lack of sampling rationale or justification for site selection. These findings were confirmed by the IEE analysis. The IEE also noted that more emphasis could be placed on ensuring recommendations are focused on intended programme results and are actionable by the users of the report.

However, overall, the improvement in quality reflects increased adoption of guidance by project evaluations overseen by EVAL.

23. As noted, about 40 percent of the projects were executed by IPEC, which had, by 2005, some five years experience in conducting evaluations of IPEC projects. The effect of this can be seen in 2005-2009 in Chart 3, which shows that IPEC projects were more consistent than non-IPEC projects. While the average is fairly similar, the consistency (reflected in a lower standard deviation) is much greater.

Chart 3. Average Total Score by whether implemented by IPEC or Not

Implementer	Mean	Std. Dev.	Frequency
IPEC	42.44	7.47	16
Not IPEC	39.62	16.21	26
Total	40.69	13.51	42

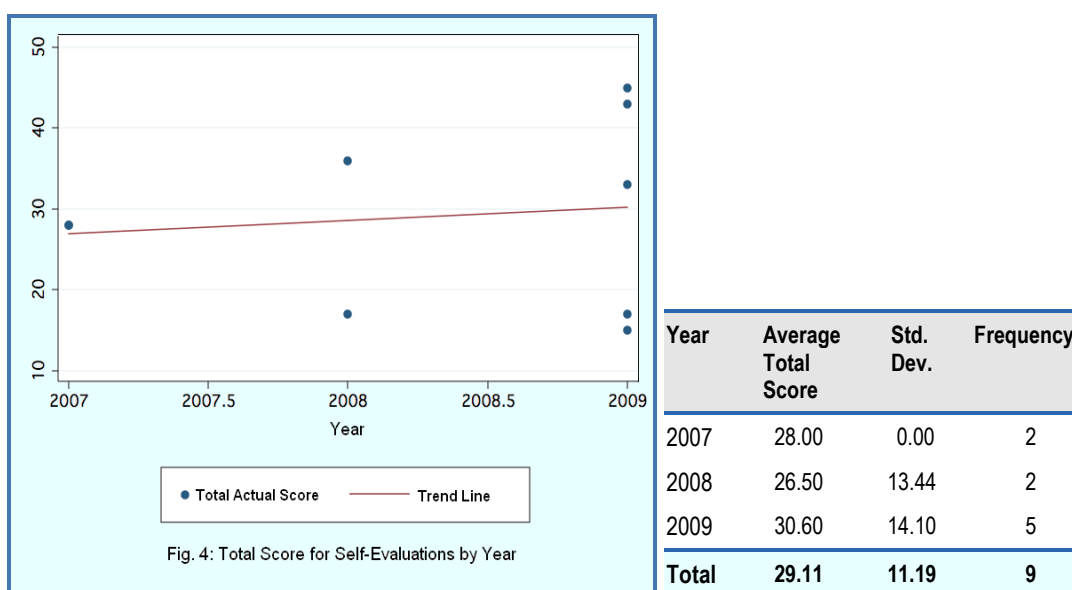
3. *Self-Evaluations*

24. The use of self-evaluations is specified in the Evaluation Policy. It states that:

28. Self-evaluation is a self-learning tool to support continual improvement, build team approaches, take corrective action where needed, and share good practice and lessons learned more widely in the Office. Line managers and group leaders are responsible for coordinating the internal performance of their programmes and organizational groups. They apply self-evaluation to better understand their own performance and address strategic and performance-related issues such as efficient and effective practice, and adequacy of capacities for the levels of effort implied in work plans. Internal reviews complement self-evaluation. These can be used to verify adherence to ILO policies on programming, and that appropriate procedures have been followed.

29. Working with the executive and regional directors, the Office will conduct self-evaluations on a scheduled basis to coincide with biennial organizational performance reporting. The Evaluation Unit will develop guidelines for conducting self-evaluation. Executive and regional directors will be responsible for ensuring adequate resources and regular use of self-evaluation within their areas of responsibility.

Chart 4. Average Total Score of Self-Evaluations by Year



25. EVAL has prepared guidance for self-evaluations, but self-evaluations are only a recent phenomenon, beginning in 2005. Based on information contained in the iTrack database, 22 self-evaluations were completed by the end of 2009, and another 52 self-evaluations are planned to be completed between 2010-2014. In addition, six biennial country programme internal reviews were completed and another twelve have been planned. The existing system does not track self-evaluations effectively, since self-evaluation type reviews/evaluations are maintained by regions and HQ technical sectors for the most part. One immediate consequence is that only 13 completed self-evaluations were indicated to the IEE during the first phase. Nine of these were coded by the IEE to see whether they met the UNEG standards³ and can be considered a sample, although not necessarily representative. As Chart 4 shows, the quality was more variable than for other evaluations, suggesting that the guidance has not been followed as strictly as it should have, although the highest scores were found in those completed in 2009. Questions about the quality and legitimacy of self-evaluations were raised during several IEE interviews. Such concerns could be addressed by having a single set of standards and guidelines for self-evaluations used across the ILO, and by implementing a more substantial oversight process for this type of evaluation. The existing EVAL guidance document should be reviewed and possibly expanded.

26. There is clearly growth in the number of self-evaluations at the project level, although self-evaluations in the context of programmes are still not being tracked and the number and scope is not known. Self-evaluations have been used by some organizational units as part of the preparation of thematic reviews. For example, the Employment sector used a review of existing evaluations, coupled with a self-evaluation, in the preparation of the thematic review report “Employment policies for social justice and a fair globalization” presented to the International Labour Conference in 2010. In addition, EVAL conducted its own self-evaluation in late 2009. The potential for the use of self-evaluations has not been realized.

³ Several of the self-evaluations have not yet been released and were not available for coding.

27. Looking at evaluations as a whole, the IEE finds that the extent to which evaluations comply with international evaluation standards is relatively high and has been improving over time.

B. Relationship between evaluation and results-based management

28. Evaluation is expected to be integrated within the ILO's results-based management system (GB.294/PFA/8/4, para. 18). RBM consists of three repeating phases. First, plans and budgets are defined that state promises of what the organization will make happen (outcomes) to solve a problem by achieving objectives. These specify the results expected if resources are given to produce outputs and activities. The resources and the results they intend to make happen are included in programme budgets. The organization then uses the resources to produce outputs through activities, and monitors the extent to which the promised outcomes happen. Finally, at the end of the period (or at some point in between), it verifies whether the expected outcomes have happened through performance reporting and evaluation. The evaluations should show not only what happened, but also why it happened as well as lessons learned or why not. This information is then used in defining the next plan.

29. Three terms are usually key in RBM. At the highest level they are objectives defined as “intended impact contributing to physical, financial, institutional, social, environmental, or other benefits to a society, community, or group of people via one or more development interventions.”⁴ To achieve objectives, outcomes, which are defined as “the likely or achieved short-term and medium-term effects of an intervention’s outputs”, must be made to happen. A characteristic of outcomes is that they can be influenced but not controlled by the organization. Finally, outputs are defined as the products, capital goods and services produced by the organization. In contrast to outcomes, outputs are completely controlled by the organization.

30. The role of evaluation in RBM is critical and focuses on obtaining outcomes. The ILO defines it, drawing on definitions agreed by the OECD/DAC as (GB.294/PFA/8/4, para. 8) :

Evaluation can be defined as an evidence-based assessment of strategy, policy or programme and project outcomes, by determining their relevance, impact, effectiveness, efficiency and sustainability.

In this context, the IEE has examined the objectives set for the evaluation function in the 2005 Policy and Strategy. In doing so, it compared the ILO evaluation function with those of other organizations of the United Nations system that participate in UNEG. The Policy has been found to be fully consistent with the other policies.

⁴ OECD, Development Assistance Committee, *Glossary of Key Terms in Evaluation and Results Based Management*, 2002.

C. Specific Objective 1

Improve Office-wide transparency and accountability

31. The first specific objective refers to accountability. The Policy sets a task of creating a culture of accountability and learning in the Office (GB.294/PFA/8/4, para. 34). While the term accountability is not defined in the Policy, the United Nations General Assembly has adopted a definition in its resolution 64/259 of 29 March 2010:

Accountability is the obligation of the Secretariat and its staff members to be answerable for all decisions made and actions taken by them, and to be responsible for honouring their commitments, without qualification or exception.

Accountability includes achieving objectives and high-quality results in a timely and cost-effective manner, in fully implementing and delivering on all mandates to the Secretariat approved by the United Nations intergovernmental bodies and other subsidiary organs established by them in compliance with all resolutions, regulations, rules and ethical standards; truthful, objective, accurate and timely reporting on performance results; responsible stewardship of funds and resources; all aspects of performance, including a clearly defined system of rewards and sanctions; and with due recognition to the important role of the oversight bodies and in full compliance with accepted recommendations.

In RBM, accountability means that expected outcomes are clearly indicated in planning and budget documents, monitoring takes place as programmes are implemented, and the extent to which outcomes are obtained is provided to intergovernmental bodies. Transparency is assured if the documents are complete and accurate.

32. In the ILO, the plans are currently reflected in the Strategic Policy Framework 2010-15 (GB.304/PFA/2(Rev.) and in the Programme and Budget for the Biennium 2010-11. For 2006-2009, the plans were expressed in the Strategic Policy Framework (2006-2009) (GB.291/PFA/9). The extent to which outcomes were obtained was reported in the report on ILO programme implementation 2008-09 (GB.307/PFA/2) that was considered at the 307th Session of the Governing Body.

33. The structure of the plans for 2010-2015 is different from that in 2006-2009, particularly in the terminology used. In the 2006-2009 Strategy, the plans are presented through a hierarchy of strategic objectives, within which are operational objectives, and within which are outcomes. In the 2010-2015 Strategy, the structure is strategic objectives, within which there are outcomes for which there are indicators. It should be noted that the concept of outcome in 2010-2015 is at a higher level than it was in 2006-2009. This makes comparisons between the two periods somewhat difficult and complex, since the term outcome as used in the Strategy is different from the term as used in evaluations based on the OECD/DAC definition.

34. This is important in reviewing the evaluation function, since the evaluations must start by determining the extent to which the outcomes, and through them the objectives, have been achieved. If the evaluations are used in performance reporting and then, subsequently, in the preparation of new strategic and operational plans, they are fulfilling their accountability objective.

35. In order to achieve the objective of improved Office-wide transparency and accountability, the Policy foresees four outcomes.

1. Outcome (i): More systematic use of independent evaluation

36. The Governing Body receives the high-level evaluation reports, except for annexes, plus Evaluation Summaries of those reports. Evaluation summaries of Independent Project Evaluations (IPE), the primary client of which are the donors, are also available to the GB members, although they are not formally before it. In addition, the GB receives the Annual Evaluation Report that summarizes progress of the evaluation function during the previous year and plans for the coming year.

37. There is little evidence that the evaluations produced during 2005-2009 have been used to show accountability for results to the Governing Body. This would have been reflected in the Programme Implementation Report and its consideration by the Programme, Finance and Administrative Committee at the 307th session of the Governing Body. In the Director-General's report, evaluations that had been undertaken were cited only five times (the Indonesia DWCP evaluation, the evaluation of youth employment and the evaluation of migration, plus two references to Independent Project Evaluations.) The remainder of citations of evaluation referred to plans for the future and the outcomes obtained by the Evaluation Unit. Some of the staff interviewed suggested that more evaluation findings could have been shown, but had been eliminated in order to meet page limits. Interviews also showed, however, that at best, evaluation results were a minor part of performance reporting by substantive offices.

38. In considering the report, a number of comments were made in the Programme, Finance and Administration Committee, usually on the lack of evaluation information. The Employer's representative stated (GB.307/9/1, para 42):

For the Employers' group, the main criticism of the document related to the lack of information on the impact of the ILO's work. That type of evaluation exercise would have been very useful and could have been done in mid-term under the Strategic Policy Framework in order to better prepare the subsequent Strategic Policy Framework.

The Industrialized market economy countries (IMEC) noted (GB.307/9/1, para 45):

... while the section on lessons learned was welcome, this should not be a substitute for evaluation reports, which looked at effectiveness, efficiency and impact of ILO action in greater detail. ... [d]ifferent formats had been used to present results, while a common approach was necessary. The Office should provide further explanations on cases in which results had been either exceeded significantly or underachieved. Finally, the speaker asked that lessons learned and the outcome of the Committee's discussion be incorporated into priority setting and programming and budgeting for 2012-13.

There was reference in the statement by the Regional Director for Africa that (GB.307/9/1, para. 121):

The speaker stressed the need for constituents' capacity building in the area of monitoring and evaluation for Decent Work Country Programmes and technical cooperation projects.

39. In discussions with regional groups during the March Governing Body meeting, participants were asked if they had used evaluation reports in preparing comments or otherwise reviewing the Office's performance. The common response was that they had not.

40. In RBM, evaluations should be used in suggesting new and modified programmes. The Strategic Policy Framework 2010-15 was adopted in March 2009, made several references to evaluation, but mostly in the context of future use of evaluations rather than use of evaluations produced during the 2005-2009 period. In terms of Outcome 1 on Employment Promotion, the Strategies stated that “ILO support will include generation of knowledge, practical tools, good practice reviews and evaluation of effective policies in the above areas including on climate change and green jobs and on transition to formality.” (GB.304/PFA/2(Rev.), para. 39). In the Knowledge Base section of the Strategy dealing with strengthening technical capacities, the importance of using findings of evaluations of research projects in the future is stressed. (para. 77). The remaining citations of evaluation are found in the section having to do with the Evaluation Unit.

41. In discussions with regional groups, participants were asked if they had used evaluation reports in considering the proposals. The common response was, again, that they had not. Similarly, most senior officials at headquarters interviewed for the IEE also stated that they had not used the results of evaluations undertaken during 2005-2009 in framing their proposals. Regional directors were more likely to note that they had taken advantage of evaluations, especially those of DWCPs in their region in framing their proposals.

42. The Strategic and Policy evaluations are related to results-based management in that they look at specific sectors of ILO activities or specific components within them. Some have been considered useful by senior management, such as the evaluation of the Strategy for Employment Creation through Employment-intensive Investment in 2006. In that case, (PFAC 297):

115. The Committee recommends to the Governing Body that it endorse the priority areas identified in the document and that it request the Director-General to take into consideration the findings and recommendations of the evaluation, together with the deliberations of the Committee, in order to match the above strategic priorities with required funding, including through programming and budget decisions.

Others, like the evaluation of youth employment, were considered less useful because there was no connection with programming and, in that specific case, a new extra-budgetary effort was just starting and therefore could not be evaluated. The PFAC generally adopted generic recommendations like:

94. The Committee recommends to the Governing Body that it request the Director-General to take into consideration the above findings and recommendations, together with the deliberations of the Committee, for continuing support to [add name of programme being evaluated].

43. While at least some of the strategic and policy evaluations have influenced decision-making by the Governing Body, there is no evidence that tripartite constituents in PFAC have used the in-depth evaluations of DWCPs for making decisions. The common pattern has been for the PFAC to reflect discussions in its report and to adopt a decision in the form, “The Committee recommends to the Governing Body that it request the Director-General to take into consideration the findings and recommendations of the evaluation, together with the deliberations of the Committee, for continuing support to the [country name] through the ILO’s decent work country programme.”

44. There have been an average of three high-level evaluations submitted to the Governing Body each year. The normal pattern has been for this to include one strategic and policy evaluation and two Decent Work Country Programme evaluations. The criteria for selecting the strategic policy evaluations have been to rotate them among sectors, with a focus on one of the components in each sector. The criteria for selecting DWCPs have been to rotate them among regions, selecting the specific country usually because a DWCP has just been completed and is moving to a second stage. The criteria have generally been accepted by the Governing Body but have never been formally approved. The topics for high-level evaluations are approved on a yearly basis. The process is for EVAL to make a proposal to the Evaluation Advisory Committee in September, who then selects the topics to be proposed to the PFAC in November, as part of the Annual Report.

45. A consequence of this procedure is that the time available to undertake the high-level evaluation is limited. The decision is made in November, the design is usually finished early in February, data are collected during March and April, a draft is circulated for comments and a final version is prepared by the end of June or July. The final draft is issued in September for consideration by the November session of the Governing Body. While EVAL suggests that the time is sufficient, other interviews suggested that the time available does not allow for adequate consultation on the design.

46. While the practice is not general, an increasing number of organizations of the United Nations system prepare multi-year plans for evaluations. This includes the United Nations, UNESCO and FAO.

2. *Outcome (v): Harmonization of evaluation practices and methods within the Office, regardless of source of funds*

47. An important element in the Evaluation Policy is to ensure that all evaluations undertaken in the Office conform to UNEG norms and standards and are consistent with each other. On 31 March 2009, the Director-General set out the Office's policy on Evaluation, which gives the Evaluation Unit the responsibility for "... elaborating policies, setting operational guidelines and setting standards relating to evaluation components of projects, programmes, partnerships and strategies. It is also responsible for the systematic monitoring of follow-up to evaluation recommendations that have been accepted by management and reporting on follow-up to the Governing Body."

48. EVAL has evolved since its creation in 2005 as a significant asset for the Office. The interviews for the IEE show that the staff of the Unit is appreciated for their competence, willingness to help and understanding of the ILO. They have good relationships with the regional offices and with the network of focal points and have clear primacy for high-level evaluations. The following comment from one interviewee reflects a common sentiment, "*Whenever EVAL has spoken to me it has been value-added*".

49. Since its establishment, the EVAL has produced a series of evaluation guidance, consisting of nine evaluation guidance documents, ILO Guidelines to Results-Based Evaluation Principles, Rationale, Planning and Managing for Evaluations, a brief on the top ten lessons learned drawn from independent project evaluations in 2007, and six checklists on different aspects of evaluation. It has also produced templates to ensure that

terms of reference, evaluation summaries and periodic reporting follow consistent structures and content.

50. The extent of use of the guidance documents is not clear, but may not be as great as would be hoped. At present, EVAL does not maintain download statistics for accesses to the EVAL site, so there is no data on the extent to which the site is used. In the survey of participants in the 2009 training, very few respondents reported having used the guidance material. With the exception of Regional M&E Officers, use rates were also found to be low at the regional level, in part due to the extensive number of documents that are presented to staff. At the same time, the improvements in independent project evaluations noted in section IIA suggests that the guidance has had an effect.

51. EVAL also reviews draft terms of reference for evaluations, as well as the draft evaluation reports. This is a fairly time-consuming exercise for the Unit. It is similar to a procedure followed in IPEC. From the perspective of the regional and country-level staff who manage the evaluations, this is a useful service, although the feedback is sometimes viewed as being overly rigid and not accommodating of regional contexts. There are also concerns that the length and level of detail within the TORs leads to reports of excessive length. The effect of EVAL's support, however, can also be seen in the improvements in quality noted earlier.

52. Additional concerns were raised about the need for greater coordination and consistency in the directives for evaluation-related processes issued by the various Headquarters units that undertake evaluation and evaluation training functions. Although Headquarter's staff may have a clear understanding of the evaluation roles and approaches of different units, that is not necessarily the case in the regions where there is confusion and frustration about the often dissimilar evaluation requirements of PROGRAM, EVAL, PARDEV, ACTEMP and ACTRAV.

3. *Outcome (vi): Decentralized evaluation responsibilities and accountabilities, as appropriate*

53. As part of the decentralization of evaluation responsibilities, monitoring and evaluation officer positions have been created in all of the Regional Offices. These officers are beginning to undertake oversight of country-level independent project evaluations and DWCP reviews. They have a close relationship with EVAL. The interviews for the IEE in all of the regional offices suggest that this decentralization effort is working.

54. The funding for these posts, however, is still contingent, at least partly being based on extra-budgetary sources.

4. *Outcome (ix): Independence of the evaluation function preserved*

55. The Evaluation Policy specifies that there should be independence of process, defined as (GB.294/PFA/8/4, para 12):

The ILO will ensure separation of evaluation responsibility from line management functions for policies, programmes and projects, and select evaluators according to agreed criteria to avoid any potential conflict of interest.

For that purpose (GB.294/PFA/8/4, para 13):

The Office will issue directions for ensuring transparency and independence of the evaluation function in line with international good practice. Among practices to be followed are: (i) separation of evaluation responsibility from line management functions for programmes and projects; (ii) limiting management influence over the terms of reference, scope of the evaluation, and selection of evaluators; (iii) transparency and clarity regarding the evaluation process; and (iv) involvement of constituents and others, as appropriate, in the planning and reporting processes.

In implementing this policy, the Director-General's announcement of 31 March 2009 (IGDS Number 75 – Version 1, para. 4) states:

The evaluation function is designed to be objective and independent with the aim of enhancing external credibility and the culture of learning and providing better support to the governance and oversight roles of the Governing Body.

In the terms of reference of the Evaluation Unit (office directive IGDS Number 74, para. 6) one of the principles of ILO evaluation, based on those of the United Nations system, is independence, defined as “Evaluators are selected with due regard to avoiding potential conflicts of interest.”

56. The United Nations Evaluation Group (UNEG) Norms (2005) state that independence means:

6.1. The evaluation function has to be located independently from the other management functions so that it is free from undue influence and that unbiased and transparent reporting is ensured. It needs to have full discretion in submitting directly its reports for consideration at the appropriate level of decision-making pertaining to the subject of evaluation.

6.2. The Head of evaluation must have the independence to supervise and report on evaluations as well as to track follow-up of management's response resulting from evaluation.

6.3. To avoid conflict of interest and undue pressure, evaluators need to be independent, implying that members of an evaluation team must not have been directly responsible for the policy-setting, design, or overall management of the subject of evaluation, nor expect to be in the near future.

6.4. Evaluators must have no vested interest and have the full freedom to conduct impartially their evaluative work, without potential negative effects on their career development. They must be able to express their opinion in a free manner.

6.5. The independence of the evaluation function should not impinge the access that evaluators have to information on the subject of evaluation.

57. It should be noted that the first element of independence, according to the UNEG, is defined by the administrative location of the evaluation function. At the present time, EVAL is located in Management and Administration (EDMAS), in which it formally reports to the Executive Director for Management. When the Evaluation Policy was adopted, the administrative location was not included in the Director-General's proposal, but that document noted that EVAL had been established in March 2005 and had been included in the Programme and Budget for 2006-2007. The Programme and Budget Proposals for the Biennium 2006-07 (GB.292/PFA/8(Rev.), Informational Annex 1, para. 47) considered in March 2005 showed the Evaluation Unit located within Management Services. In reviewing the proposed Evaluation Policy, most Governing

Body members who commented, including the Employer's Group, IMEC and the Asia and Pacific Group, suggested that the Evaluation Unit report directly to the Director-General.

58. In the United Nations system, there are different models for location of evaluation. For Specialized Agencies, the most common model is to locate evaluation together with internal audit and report directly to the executive head. In operational organizations, including United Nations funds and programmes, evaluation units report directly to governing bodies and in some cases, like the World Bank, the evaluation function is separate from audit. The United Nations itself has a hybrid arrangement. Evaluation is part of the Office of Internal Oversight Services and reports directly to the General Assembly for evaluations requested by intergovernmental bodies, but directly to the Secretary-General for evaluations requested internally.

59. The ILO reflects a third model, where evaluation is part of management. Until 2010, the FAO was the only other organization in the United Nations system that followed this model, but in adopting its Evaluation Charter in 2010:⁵

The Office of Evaluation is responsible for ensuring the relevance, effectiveness, quality and independence of evaluation in FAO. It is located inside the FAO Secretariat structure, reporting to the Director-General and to the Council through the Programme Committee ...

60. In interviews with governments and social partners, concern was expressed by many that the location of the EVAL might prejudice its independence. Interviews with senior staff, including those directing management services, stated that a conscious effort had been made to make EVAL independent by not formally clearing its reports and by locating it physically in a different part of the headquarters building.

61. At the same time, some interviewees suggested that the delay of the Independent Evaluation of ILO's strategy to support constituents to improve the impact of standards from 2007 to 2008 reflected problems in achieving clearance of the recommendations, which implied a lack of independence in the evaluation. However, the main factor in delay was problems with the outside consultant, with whom there were disagreements and who resigned prior to completing the evaluation.

62. Since EVAL is part of Management and Administration, individual performance reports for EVAL are given or overseen by the Executive Director for Management and Administration and budgetary decisions are also made within the sector. Interviews suggest that if this has not been a problem in the past, the potential does exist for compromising the independence of the Unit.

63. While an argument can be made that keeping EVAL in the Management and Administration Sector could help ensure the link between evaluation and results-based management, the evidence (detailed below) suggests that evaluations are not used systematically in RBM in any case.

64. With regard to other criteria for independence, the Director of the EVAL has been appointed internally. The first Director was transferred into the post from another post in the Organization and the current director had a career in her national service prior

⁵ Food and Agriculture Organization of the United Nations (FAO), Programme Committee, 103rd Session, *Charter for the FAO Office for Evaluation*, PC103/5, 12-16 April 2010.

to joining ILO and came to the post from CABINET. In other organizations of the United Nations system, processes are in place to have an open and outside reviewed selection of heads of evaluation offices. In the case of FAO, the most recent organization that has put in place an evaluation policy, the norm is (Food and Agriculture Organization, Governing Body, 139th Session, Report of the Hundred and Third Session of the Programme Committee Rome, 12-16 April 2010, CL139/4):

42. A competitive procedure applies for appointment of the Director of Evaluation. A panel, consisting of representatives of the Director-General and the Programme Committee, as well as evaluation specialists from other UN agencies will review the terms of reference and statement of qualifications for the post. Based on the review, a vacancy announcement will be prepared, issued widely and a list of qualified candidates for interview compiled. The panel will then review these candidates and make a final recommendation regarding candidates appropriate for appointment by the Director-General.

43. The Director of Evaluation serves for a fixed term of four years with a possibility of reappointment only once for a further term of four years. The renewal of the appointment of the Director of Evaluation is subject to consultation with the Programme Committee. Likewise, the Director-General shall consult with the Programme Committee before the termination of the appointment of the Director of Evaluation. The Director of Evaluation may not be reappointed within FAO to another post or recruited as a consultant during a period of one year following the expiry or termination of the appointment.

65. There is considerable evidence that the Office makes a concerted effort to assign evaluators who have had no direct responsibility for the policy setting, design, or overall management of the subject of evaluation, nor expect to be in the near future. In no case of the in-depth evaluations since 2005 has there been a concern about the independence of the consultants who have been engaged, and the most of the professional staff of the Evaluation Unit has been recruited from outside the ILO.

66. There have, however, been concerns expressed about the extent to which the evaluation work was done independently. In the 2008 consideration of the report by the PFA, the representative of GRULAC stated that “He highlighted the value of independent evaluation, but questioned the involvement of ILO specialists in the process as stated in paragraph 13.”

67. While EVAL is given the responsibility for managing the evaluation function, it is not the only unit that does evaluations. As previously noted, the Regional Offices have evaluation officers as part of their staff, and substantive departments also have staff who conduct evaluations. About 40 percent of all Independent Project Evaluations are part of IPEC, and these evaluations are managed and conducted by its Design, Evaluation and Documentation section (DED).

68. Independence is also facilitated when the evaluation unit has adequate resources that can ensure that it will be able to complete its work without constraints of resource shortages. Most evaluation units in the United Nations System are funded from regular budgets, and they usually have operational control over their allotments. The FAO, for example, under its new Evaluation Constitution, specifies that 0.8 percent of the assessed budget should be set aside for evaluation. In terms of size, the three components of the ILO evaluation function total some eleven to twelve professional posts fully dedicated to evaluation (five in EVAL of which one is funded from PSI and one was a temporary post funded from extra-budgetary technical cooperation resources (XBTC); three in IPEC, all from XBTC; and four monitoring and evaluation posts in regional offices, from different

sources). This is similar in number to other comparable United Nations system organizations, although less in terms of financing from assessed contributions. The EVAL allocation is shown in the ILO 2010-2011 budget under the heading of Accountability, but is, in practice administered as part of Management and Administration, where EVAL is located.

D. Specific Objective 2

Strengthen the decision making process by the policy organs and senior management based on sound assessment of effectiveness, efficiency, relevance, impact and sustainability of ILO actions

69. The second specific objective focuses on the use of evaluation products by policy organs for governance level decisions and by the Secretariat for management decisions. Use by policy organs is covered under Specific Objective 1 with regard to accountability. The focus here is on the extent to which each of the outcomes have been attained for management purposes.

1. Outcome (ii): Regular reporting to senior management and the Governing Body on evaluation activity and its effects

70. International standards for evaluation place a high premium on the use made of evaluation products. The Policy establishes “Usefulness” as the first of the six principles underlying ILO evaluation. The Office Directive for EVAL states “The selection, design, and follow-up of evaluations aim for usefulness, particularly to support decision-making.”⁶

71. As previously noted, over the five-year period of 2005-2009, a total of 264 evaluations have been completed. This includes 14 high-level evaluations (six DWCP evaluations, seven Strategic evaluations and one thematic evaluation), 228 Independent Project Evaluations provided for under the Evaluation Strategy, and 22 self-evaluations. IPEC, which has its own built-in evaluation unit, conducted some 40 percent of the independent project evaluations during the period, averaging 24 per year. The quality of evaluation reports over the five years (2005-09) increasingly meets international norms and standards for evaluation.

72. EVAL has established a pattern and process for reporting to both governance and management stakeholders primarily through specific high-level evaluations and an annual report. Initially the Annual Evaluation Report covered a calendar year, but since 2007 they have covered the period of July-June. This has placed the reports outside the cycle for programme reporting, but was justified by the fact that high-level evaluation reports are considered by the Governing Body in November.

73. While evaluation reports with annexes are available to all managers, the managers of the programme(s) being evaluated are expected to comment on them.

⁶ IGDS Number 74 [Version 1] 31 March 2009.

74. As a management tool, “The evaluation function within the ILO provides a means for decision-makers to draw from impartial assessment of ILO programmes and operations to improve impact and effectiveness.”⁷ If this is effective, evaluations would be used by senior management in order to make more informed decisions as to which to keep, emphasize or change, based on their performance results.

75. There is little evidence that evaluations are used for management purposes on a broad basis in headquarters-based units. Evaluations are used unevenly depending on accessibility, interest as a stakeholder in a particular evaluation, and professional predilection of managers based on their own experience with evaluation rather than as a matter of normal procedure. The lead question in IEE interviews with senior managers was “To what extent have you used evaluations in ...”. The most common response was that the evaluations were not used, although though many understood the rationale for doing them. Generally, strategy evaluations are not used at headquarters except by those who are the subject of the evaluation and who must respond with management comments.

76. Responses invariably related to instances where those interviewed responded to or prompted evaluations of their own areas when they were linked to concrete needs or specific decisions. Usually that involved a new program (Green Jobs), a demonstration (Better Work), a special programme area (Gender Equality), or an area of high priority (an evaluation of Indonesia employment in a time of economic hardship) in order to validate policy.

77. There have begun to be some evaluations that are formally outside the normal function, in the sense that they are not guided by EVAL. One example is an on-going policy review of employment work, being undertaken as a self-evaluation and timed to inform deliberations and decisions at the International Labour Conference in June 2010 when it reviews the implementation plan of the ILO Declaration on Social Justice for a Fair Globalization. The implementation plan adopted a seven-year cycle for the recurrent item discussions, with employment, social protection and fundamental principles and rights at work being discussed twice in the cycle. This particular self-evaluation has been undertaken as part of the process of providing a review document to the Conference.

78. A different approach is reflected by IPEC, where evaluation is donor driven. Their primary use is as an accountability tool to donors. Established as a stand-alone programme, IPEC uses evaluations internally to help inform the development of the child labor strategy, preparation of an implementation report for its steering committee, operational and resource deliberations, and refinement of project guidance documents.

79. In sum, headquarters management has not been a primary user of evaluation. Although a few offices in HQ use evaluation for their own purposes, this is not a prevailing practice. Regional Offices (including Country Offices) are users of evaluations - most notable are the independent evaluations of the Decent Work Country Programmes - as well as managers of evaluations (e.g., project evaluation). Although DWCP evaluations are shared with the policy organs as part of the annual Evaluation agenda, as noted earlier, this does not involve governance-level decisions.

⁷ Annual Evaluation Report 2007-2008, Nov 2008, p 1.

80. As a main vehicle for DWCPs, the primary client for Independent Evaluations of the DWCPs are Regional Offices. These evaluations provide a channel for feedback about DWCPs as well as inform the growing number of new DWCP in the regions. This is especially important given the devolution of authority and responsibility to the Regional Directors that was announced by the Director-General on 13 April 2010.⁸

81. All Regional Directors indicated they have used DWCP evaluations in the past or intend to use them in considering what to include in new DWCPs. The evaluations have been most helpful in shaping new DWCPs, improving the design of new country programmes, aligning projects within that framework, engaging partners, and setting regional or country priorities. Signs are of increasing use of evaluation by regional management, particularly as the number of DWCPs rapidly expands, the formulation process matures, and country programme frameworks become more relevant and coherent.

2. Outcome (iii): Follow-up to evaluation findings and recommendations, including their use in the results-based planning, programming and budgeting process

82. UN Evaluation Standards and Norms call for follow-up to evaluation, through an “appropriate evaluation follow-up mechanism” and periodic reporting on the status of implementation. As a means to an end, follow-up is essential for evaluation to serve its three-fold role: as an accountability mechanism, a management tool, and an organizational learning platform. Current practice on evaluation follow-up varies according to the type and level of evaluation.

83. Subsequent to approval of the new ILO evaluation policy and strategy framework adopted by the GB in November 2005, one of the first actions taken by the Office was to establish an Evaluation Advisory Committee (EAC). With a primary purpose to “promote institutional follow up”, the EAC oversees “the use, implementation and follow-up lessons learned and recommendations resulting from ILO evaluation activities”. A year later EAC held its first meeting to discuss the nature the mechanism and process for evaluation follow-up. EAC meets twice a year, with EVAL serving as its secretariat, to review and discuss follow-up on implementation of evaluation recommendations. A summary statement of the action taken is included in the subsequent Annual Evaluation Report.

84. The EAC has met seven times since it was founded. Its formal composition is:⁹
- Chairperson:* Executive Director nominated by the Director-General on a rotational basis every two years.
- Members:* The Directors of PROGRAM and PARDEV; two directors from technical departments; two regional representatives designated on a rotational basis and one official from CABINET.
- Secretary:* Director of EVAL.

⁸ “Enhancing delivery of ILO Services to constituents”, Director General’s announcement, IGDS Number 150 (version 1), 13 April 2010).

⁹ CIRCULAR NO. 245, 1-9-2006.

The Chairperson has been constant throughout the period, and with few exceptions other members have participated consistently. In its decision-making, the EAC has stayed close to its mandate but it also noted that in recent meetings, attendance by directors of technical departments had fallen off. The EAC has not sought to connect follow-up to evaluations with RBM and has not sought to bring recommendations to the attention of the Director-General, counting on the fact that the Director-General's office (CABINET) is represented on the Committee to convey views. It recommends evaluation topics to the Governing Body on an annual basis but has not specified criteria for selection other than a rotation among sectors for substantive evaluations and among regions for DWCP evaluations.

85. The Annual Evaluation Report and the Evaluation summaries are the main documents used as the basis for reporting follow up to high-level evaluations managed by EVAL. High-level Evaluation Reports include a management response and are presented to the Governing Body. EVAL has responsibility for requesting management to report on the follow-up action taken on high-level evaluations. The ILO Annual Evaluation Report includes a section summarizing the management follow-up action that has been taken on high-level evaluations completed and presented to the GB the previous year. The update emerges from an assessment by EVAL and the EAC of a one-year report based on the management action taken to implement the accepted recommendations. Further follow-up reporting may be required beyond that on an exceptional basis if the EAC deems follow-up action in implementing the recommendations to be insufficient. This has been the case in several instances. This approach to follow up on high-level evaluations has been refined, as it has evolved in recent years. To make the process more systematic, ongoing follow-up over time is needed until the actions on the recommendations are shown to be implemented.

86. With regard to independent project evaluations with which PARDEV has a shared interest with EVAL, PARDEV recognizes follow-up of independent project evaluations falls within EVAL's purview. EVAL and PARDEV have collaborated on new project approval requirements that improve the use of evaluation findings in the design of new projects. Specifically, the template for all new project designs includes a lessons learned section that must be completed as part of project formulation prior to project review and approval.

87. IPEC follow-up actions on its independent project evaluations are supposed to be included in Technical Progress Reports (TPR) as an annex every six months until they are completed. The status of actions is also included in final Project Report that goes to donor. Follow-up actions are supposed to involve actions ILO can do, not those involving the national or local partners or donors. Recognizing that not all IPEC projects follow this procedure, further systematic use of stakeholder reviews has been emphasized in the last several years to foster follow-up.

88. Under existing norms, projects are expected to have both mid-term and final evaluations. A number of interviewees noted that mid-term evaluations were particularly useful since they could identify problems that could be fixed before the project was completed and could provide a basis for improved second-phase projects, as well as national follow-up.

89. At its November 2009 session, the Governing Board expressed interest in knowing what action had been taken on the Independent Project Evaluations. EVAL initiated a “stock-taking” survey requesting information about the status of follow-up action recommendations in all IPEs undertaken by the regions and departments that were included in the 2008-2009 Annual Evaluation Report. Since this activity goes beyond the scope of the five year period covered by this IEE, it can be noted that this points to new reporting requirements to ensure that follow up on recommendations is covered in the reporting process.

90. As a management tool, evaluation is meant to inform policy and planning, including resource allocation, for decision-making purposes. In the context of results-based management, consideration of evaluations would be expected when the next plan (e.g., Strategic Policy Framework) or program and budget was prepared and reviewed. This has not happened on an organization-wide systematic basis. This is due in part to the fact a follow-up action plan process that reports progress in implementing evaluation recommendations over a multi-year period is a work in progress. It is also due to evaluation not being systematically built into core business processes.

91. When asked how the concept of evaluation was included in the RBM process in practice, few of those interviewed could point to instances in which evaluation results had been used in any significant manner in the preparation of the three key Office documents: Strategic Policy Framework (SPF), formulation of the biennial Programme and Budget plan, or as a significant input for the Program Implementation Report (PIR).

92. Interviewees suggested that neither the RBM process nor evaluation products were at a state of maturity and quality where they could be linked – nor for that matter the Office itself had reached the stage of progression where it could do so. As the Director General stated in the context of the Governing Body review of the 2008-2009 programme implementation report where concerns were expressed about attribution of results, “this is all a learning experience”. Many of those interviewed argued that the planning and programming process is political and, RBM theory notwithstanding, rational decision-making informed by evaluation would be difficult in practice under the ILO’s ground rules established by its tripartite arrangement.

93. The IEE finds that evaluation results have not been used as systematically as hoped as part of management processes especially as an integral part of RBM that informs the policy and planning process and provides a basis for performance reporting. It was suggested that to establish a connection of evaluation with RBM planning or performance reporting would require a longer-term planning of evaluations over a multiple year period. This point was emphasized when it was noted that follow-up action on recommendations could well involve more than just six to eight months.

94. With no established link to decision-making processes, a great deal of emphasis is placed on “lessons learned” that could be derived from evaluations. The sharing of these experiences has largely been done on an informal basis, technical officers often playing a critical role. There is widespread interest in turning lessons learned into a learning-knowledge sharing “platform.”

95. Recently, ILO has also launched a new collaborative tool, called Plone- Papyrus Knowledge Sharing Environment.¹⁰ Papyrus is a content sharing system for the ILO based on the PLONE Content Management System developed by the open source software community. ILO expects to leverage the easy-to-use Web-based interface, secure environment and modularity that make open-source software like PLONE an ideal collaborative working tool. However, as the ILO mentions on its website, ILO does not expect “Papyrus to be a replacement for its own EDMS (Electronic Document Management System) or the WCMS (Web Content Management System).” Papyrus is instead meant to be a tool for informal knowledge sharing in a community of like-minded people. In other words, while Papyrus enables ILO staff (community) to exchange documents and other content of common interest, the repository of this knowledge will continue to be ILO’s EDMS systems like i-Track and IRIS.

96. While it is too early to predict its impact, Papyrus does have the potential to fill an important gap. It helps create awareness, share knowledge and gain access to resources that cannot be easily located given the lack of sophistication and user-friendly interface in the ILO’s regular content management systems. Presently, it is optional for various departments and offices to create their own Papyrus site, and some departments and regions have been quick to get it off the ground. Users in those offices that have launched these sites reported a higher awareness, use and satisfaction with the information and guidance available from the EVAL. This indicates the need to encourage other departments to follow suit.

97. EVAL also has initiated an effort to identify the Top Ten lessons learned based on a review of completed IPES. This will be carried forward well into 2010.

3. Outcome (vii): Improved internal capacity and skills in evaluation and self-evaluation methodologies

98. ILO’s evaluation function is decentralized involving a large number of evaluation efforts throughout the organization. The mandate of EVAL is to ensure “all aspects of evaluation in the ILO are guided by the norms and standards prevailing in the UN System”.¹¹ Pursuant to this, EVAL performs two roles it considers essential to fulfilling that responsibility: providing evaluation guidance materials to others in the evaluation system, and providing training materials for those who either manage or conduct evaluations or who are designated focal points in the evaluation network.

99. UNEG standards provide that “The Head of Evaluation is responsible for ensuring the preparation of evaluation guidelines.” Within months of the GB’s approval of the Evaluation Policy and Strategy in November 2005, EVAL released a set of guidance materials covering such critical subjects as underlying concepts and policies of project evaluation, planning and managing such evaluations, and policies/recommended practices for independently evaluating DWCPs. Guidance materials have been a priority activity in subsequent years. Most recently, this culminated in a draft document consolidating for the first time all evaluation guidance in one place [ILO Guidelines to Results-Based

¹⁰ <https://www.ilo.org/intranet/english/support/itcom/services/tools/index.htm>.

¹¹ DG’s Announcement “Evaluation in the ILO”, 31 March 2009.

Evaluation (Version 1, January 2010.) in an effort to streamline the number of guidance documents. The Guidelines have now been published on the ILO Intranet but have not yet been integrated with overall RBM guidance.

100. Feedback from users is that this guidance has been indispensable in helping the targeted users perform their designated roles in the evaluation system. It also helps explain the progress that has been made in re-establishing an Office-wide evaluation function over the past five years. However, users repeatedly noted the need to complement the guidance materials with an on-going training programme and workshops on monitoring and evaluation.

101. Over the period since the Evaluation Policy was adopted EVAL has organized or participated in a number of training workshops across various regions. In 2007, workshops were held in several regions for country and programming staff. On a larger scale, workshops were held, in which EVAL participated, during 2009 titled “Working with the UN- achieving decent work in a changing environment” in Bangkok, Lima, Budapest, Yaoundé and Beirut. These workshops were intended to make the participants aware of the issues in result-based management and outcome evaluation, and covered a large number of issues pertaining to the reforms at the United Nations, the RBM and DWCP programming cycles and the “one UN” initiative and UNDAF processes.

102. To measure the effectiveness of this training, IEE undertook a survey of a stratified random sample of 50 of the 174 ILO regional-level staff that were identified as having taken the training. The survey respondents provided some common threads across regions and hierarchical levels. Respondents were nearly unanimous in labeling these events as awareness creation or introductory workshops. They covered a wide range of issues, but RBM and evaluation seem to have been perceived as negligible components of the workshop. In fact, seven survey invitees (16%) declined to complete the feedback instrument because they did not believe that the workshop had covered enough ground in these issues for them to be able to provide any meaningful feedback.

103. Survey respondents reported that the breadth of issues covered also made it very difficult for the participants to ‘get a handle’ on any subject. A large number of trainees mentioned, as improvements required, some variant of argument for reducing the breadth and increasing the depth of training provided: “too little time, too many things”, “in-depth course rather than general introduction” or “course duration” came out as the common refrains among the trainees.

104. Survey participants were asked if they had identified any gaps in their knowledge and skills in respect to planning and evaluation processes since attending the training event. The respondents reported recognition of the need for integrating result-based management in the programming cycle all the way from planning to evaluation. Their responses indicated that they recognized the challenges in implementing RBM; an approach to management that seems very simple in theory, yet requires significant efforts at operationalizing in practice. From distinguishing between outcomes and outputs and establishing monitoring and evaluation systems, to setting up performance indicators and appraisal systems, every stage in the RBM process needs clarification. From interactions with the ILO staff, it is not clear if such feedback had been previously collected or if there were any plans to use it in designing future training events. Hopefully the feedback obtained in this survey can fill in that gap.

105. The International Training Center was involved in facilitating the 2009 workshops, but apart from that has not subsequently been involved in training in evaluation or the development of training materials. However, there is a plan to use the ITC as a major vehicle for training regional level staff and constituents in the fundamentals of monitoring and evaluation in fulfilling the Regional Monitoring and Evaluation Plans that are being developed. RBM is also slated to be part of the offering for those same target audiences. Interviewees indicated this will provide an opportunity to link evaluation to RBM and emphasize the use of evaluation as part of the outcome-oriented framework. Regions emphasized that training should be adapted to the specific needs of different target groups.

4. Outcome (viii): Participatory process of ILO constituents in evaluation

106. Both UN Evaluation Standards and Norms include criteria regarding participation of stakeholders in the evaluation process from planning and design through evaluation follow-up. There is no authoritative definition of what constitutes “participatory” or indication of the extent of stakeholder involvement. In making it one of the six guiding principles designed to ensure credibility of its evaluation function and results, the ILO states “transparency and consultation with Tripartite constituents, partners, and stakeholders are present in all stages of the evaluation process.”¹²

107. The practicalities of EVAL’s annual evaluation cycle operationally defines the extent of involvement in a participatory process for High-Level evaluations. Communications with participants and the number of meeting or consultations with stakeholders on other types of decentralized evaluations vary according to the particulars of a specific evaluation. As previously noted, while the evaluation process for High-Level Evaluations formally operates within a November to November time frame that would allow six months for review, vetting of an evaluation and its summary in the Annual Evaluation Report, in practice there are only six months from the typical startup of a High-Level evaluation to finalization of its report. Interviews with senior managers indicated that while the expectation is to consult all stakeholders, practical questions arise as to how effective consultation processes really are, particularly in respect to high-level strategy evaluations. In fact, the consultative process for these evaluations was a subject of critique by most stakeholders (internal and external). The shortness of time to respond and consult with EVAL was a point often raised by stakeholders themselves and definitely affects perception of their involvement. The general feeling among stakeholders who were interviewed, both internal and external, was that there is insufficient consultation. Further, the prevailing view is that this will not change unless the parameters EVAL works under are changed. Many interviews support a multi-year evaluation process, even if forward looking plans remained indicative or unofficial. This would allow for more stakeholder consultation as part of the evaluation process. It was also noted that this would take into the fact that as strategy evaluations become more robust the recommendations will be less general and more focused, often touching on issues that cannot be resolved in a matter of months.

¹² Project Evaluation, June 2009; “This document contains the evaluation chapter that was rewritten for the forthcoming Version 2 of PARDEV’s ILO Technical Cooperation Manual”.

108. Generally regional offices were less critical about this matter as it affects independent evaluations of the DWCPs. The exceptional cases, difficult as they were, were translated in the field into constructive lessons applied in the programme over time.

109. Consultation with ILO constituents in independent project evaluations, where a briefing of stakeholders is part of the standard procedure, was generally considered acceptable. However, at least one donor noted that it was not adequately consulted on evaluations. There were several examples cited of workshops held to discuss draft findings that featured intense and occasionally heated discussions by different stakeholders. Staff felt that this level of input not only enriched the evaluation, it also demonstrated heightened levels of ownership of the programme by the constituents and encouraged constituent interest in results-based planning. In one case, staff members were able to quickly organize a follow up workshop in results-based management for the DWCP Committee.

110. Project evaluations are so numerous stakeholders could not be sufficiently involved in many cases. The participatory nature of workshops to discussed draft findings of evaluations and follow-up actions appear key to getting around the difficulty of having too many evaluations to do and not enough time to make them participatory in nature.

E. Specific Objective 3

Contribute feedback for learning and ongoing improvement of the ILO's work

111. Evaluation is expected to serve the purpose of not just accountability and management, but also of organizational learning. An effective organization can and does take advantage of tremendous knowledge generated by its evaluation products for improving organizational processes and outcomes.

1. Outcome (iv): Improved institutional learning and knowledge sharing

112. EVAL notes in its 2009 guidance note on learning, that learning helps the managers determine not just if the program is working, but also if it is the right program to undertake. In this sense, learning and feedback involve establishing, validating, communicating and sharing captured experiences with a view to replicate and guide future practices. While conducting high quality evaluations is emphasized to establish and validate learning, EVAL's i-Track system and training form the cornerstone of ILO's strategy on disseminating evaluation knowledge and knowledge-creation.

113. To assess the outcome pertaining to this objective, the IEE used a multi-pronged methodology. In addition to first-hand observation and tests on i-Track and the EVAL website, extensive individual and focus group interviews were conducted both in headquarters and in regional offices. The survey of ILO staff who participated in the 2009 training workshops noted in Section D provided feedback.

114. The IEE examined the adequacy and use of i-Track, which is EVAL's "intranet-based multi-lingual information management system for facilitating online file storage." The first attempt to put this together for storing and sharing evaluation reports and materials was begun in 2007. It was based on a system initially developed by IPEC's DED unit, under DFID funding. However, the launch was premature, and the system had to be pulled down because of programming problems. The present version of i-Track was launched in mid-2009.

115. Since its launch, the system has increased the availability of information. It is quite impressive that within such a short period, EVAL has been able to digitize and make available almost all the evaluation reports for last five years. The system also makes available a large number of guidance documents and external information resources and links.

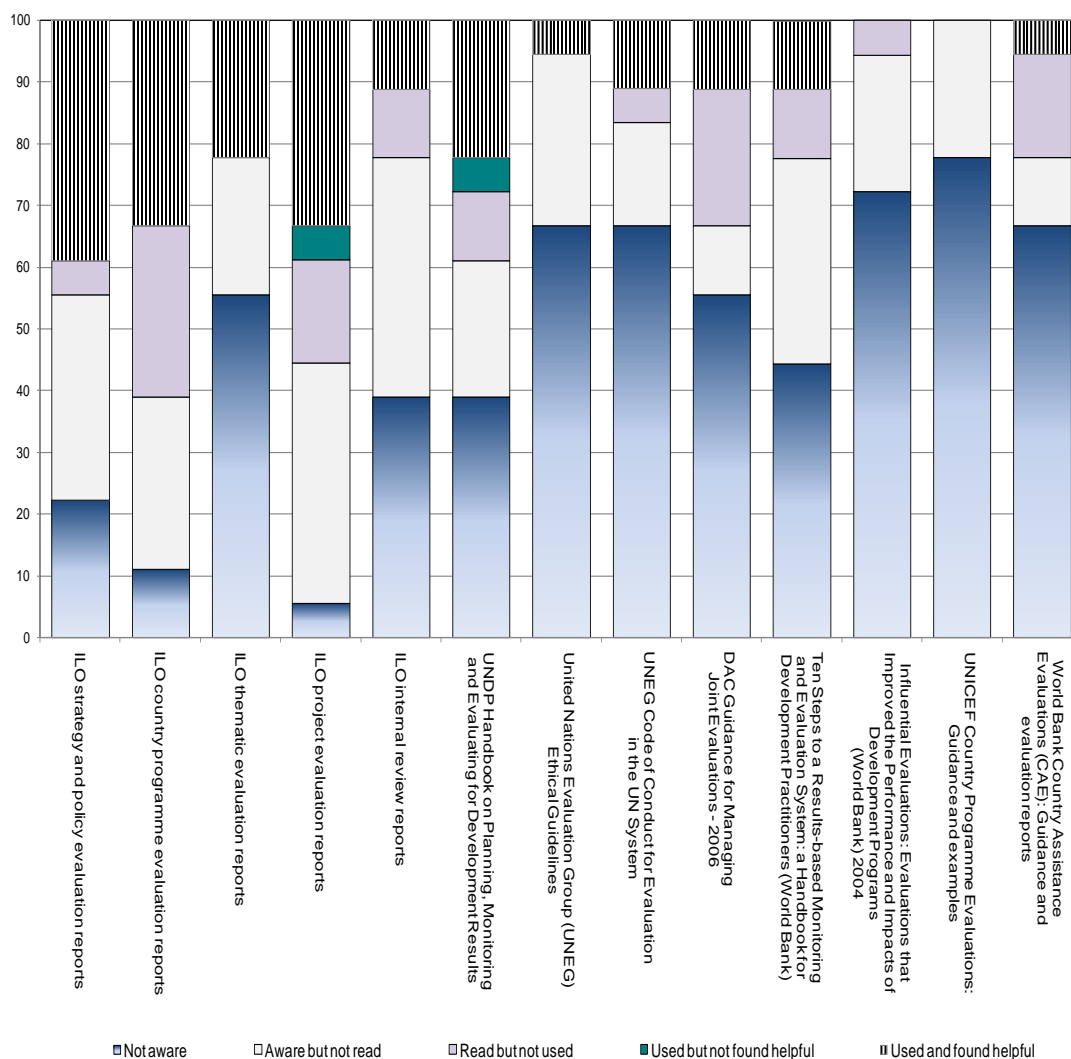
116. However, as can be expected of any new system, the awareness and use of this system across ILO seems to be limited and inconsistent. Very few interviewees indicated that they were aware of its existence or the kind of information it provides, and those few who did know about it often suggested that its user interface and search functions were difficult to use. The survey results, which showed a significant lack of awareness on evaluation documents and resources, supported this finding (see Chart 5 below).

117. It appears that three major problems limit the use of the system. First, EVAL seems to have placed too much emphasis on providing as much the information as possible without investing a corresponding effort in improving the indexing and search functions. Second, the time and effort required to find desired information appears to work against its use, which is a direct reflection on system's indexing and search functions. Many persons interviewed or responding to the survey suggest that searches return a large number of irrelevant documents, and that correct documents cannot be accessed easily. There is an option for an advanced search, which requires the users to input or select information in approximately 15 separate fields, many of which are optional. However, inputting information in these separate sub-fields to access the correct documents is time consuming. One user compared the experience to being at sea without a compass or any other navigational support and another compared it to driving in a city where no one followed rules. In both the cases, heuristics and trial and error methods could probably still point the users to the information they needed, but it likely is not the best or the most scientific way to achieve that objective. Third, interviewees who knew about i-Track frequently suggested that there were too many guidance documents and recommended improving the quality of information by reducing the number of documents and consolidating the information in a more precise and accessible format.

118. A second performance indicator for this outcome calls for measuring the extent to which evaluation TORs have improved over time. The TORs were coded according to three UNEG/DAC standards that indicate the quality of terms of reference: (i) The rationale, purpose, objectives and evaluation criteria of each evaluation are defined clearly (DAC Standard 1, UNEG Standards 3.1 to 3.7), (ii) The evaluation scope and context are clearly defined (DAC Standards 2, 3), and (iii) Evaluation responds concisely to specific issues in the TOR (DAC Standard, UNEG Standards). A combined score was computed for each of the evaluations included in the sample.

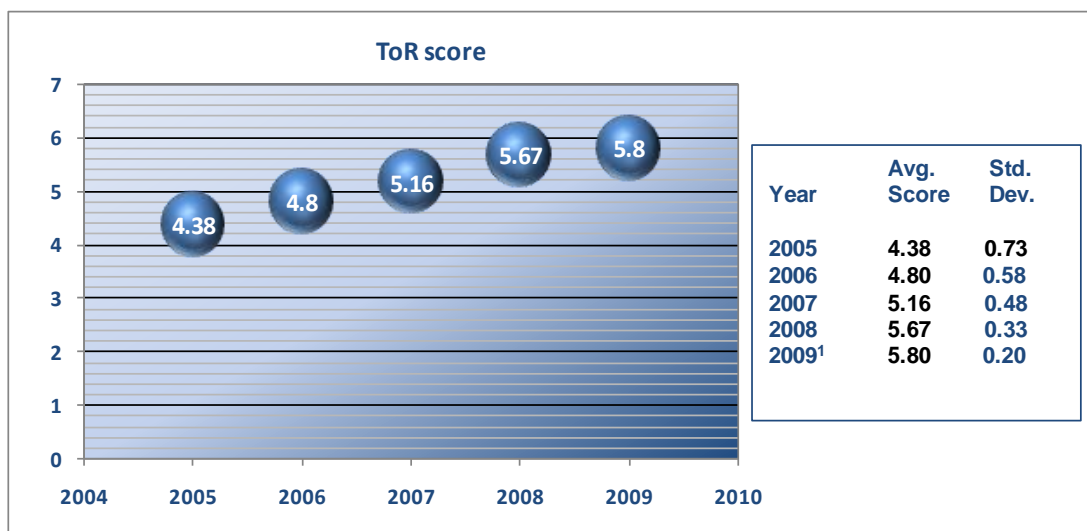
119. Chart 6 shows these results. The average score for TORs have clearly improved from 4.38 in 2005 to 5.80 in 2009. In fact, this improvement seems to have been gained largely as a result of greater consistency as reflected in a steadily declining standard deviation for the TOR score: 0.73 in 2005 to 0.20 in 2009. From interviews with staff members in the headquarters and across regions, it is evident that the EVAL has placed a great emphasis on standardizing and improving the quality of terms of reference. This marked improvement in quality and consistency of terms of reference can be directly attributed to EVAL's work.

Chart 5. Perceived utility of Information sources provided/recommended by the ILO



120. Another performance indicator for this outcome would be the extent to which the EVAL website is used. Unfortunately, EVAL has not yet set up a “counter” on its website for measuring the number of downloads from their pages. This makes it difficult to measure the use of the website. Interviews and responses to the survey suggest that the website, like i-Track, could benefit from greater awareness among potential users. It could also use a friendlier user interface and search and indexing functions.

Chart 6. Rater Scores for Terms of Reference



¹ This excludes 2009 inter-regional gender evaluation for reasons explained earlier in the report.

121. A broader issue is the extent to which the results of evaluations are used in policy research. One potential user is the International Institute for Labour Studies, but at present the Institute does not use evaluations as a source of information for its studies.

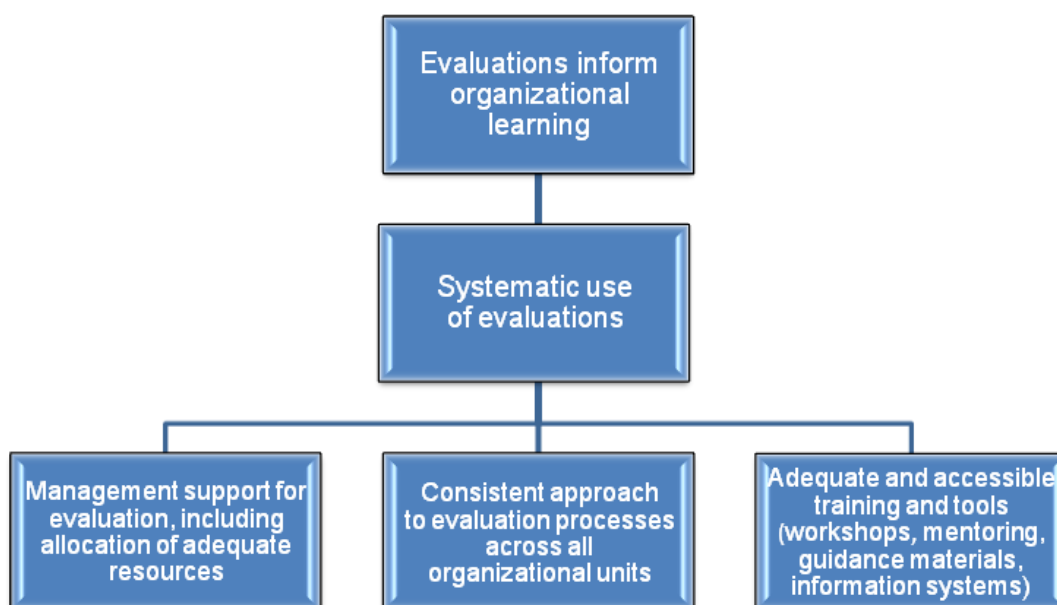
III.

Conclusions, Lessons Learned and Recommendations

122. The findings reported in terms of the Specific Objectives and Outcomes of the Evaluation Policy lead to a number of conclusions and recommendations in terms of policy governance, independence, use, institutional support and credibility as set out in the IEE terms of reference. The conclusions in this draft were subject to comment by concerned stakeholders and these have been taken into consideration and appropriately reflected.

123. They are designed to provide a hierarchy of results, as suggested in Chart 7.

Chart 7. Building Blocks of Effective Evaluations



124. A general conclusion is that the Evaluation Policy itself is generally sound and needs little modification. The implementation of the policy, however, includes a number of issues that need to be addressed in both structural and strategic terms.

A. Policy and Governance

125. The IEE terms of reference called for conclusions about the Evaluation Function and its relationship with policy and governance of the ILO. Specifically it requested conclusions about:

- The effectiveness of the evaluation function in the ILO, with regard to its independence, credibility and the usefulness of its products and services, particularly for learning and accountability purposes, as assessed against international norms and standards;
- The nature of the reporting arrangements internally to the Evaluation Advisory Committee and externally to the Governing Body;
- The extent to which the evaluation function and responsibilities are meeting the needs of tripartite constituents and supporting the ILO governance process;
- The extent to which the evaluation function contributes to informing the strategic directions, policies, programmes and projects of the ILO, including the focus on results-based management (RBM), and how to make it more effective in this respect.

126. The findings suggest that evaluations did not perform their role in helping shape policies and strategies during 2005-2009 within a results-based management context at the expected level. There are a number of reasons for this. First, there is no operational strategy to use evaluations for policy, strategies or accountability, either on the part of the Office or the PFAC, which is the only governing body committee that reviews the evaluations. The review of evaluations in the November session has been disconnected from the review of programme implementation, budgeting and strategic planning considered in March sessions.

127. As currently planned, two-thirds of the in-depth evaluations are of specific Decent Work Country Programmes, which have had a minimal relationship with policy and strategies and little to do with accountability for programmes. The original rationale for including DWCP evaluations was that they were a new approach to organizing ILO work at the country level and that the evaluations would be useful in showing their potential and effectiveness. This stage is now past and the main use of DWCP evaluations is at the country and regional levels. Eliminating these from the schedule of evaluations presented to the Governing Body would free up resources for an increased number of strategic and policy evaluations.

128. The criteria for selecting strategic and policy evaluations are not optimal. There has been a rotation among the four substantive sectors in which either the whole sector or one of the component outcomes has been selected. The rotation has been somewhat mechanical and the selection of specific outcomes does not seem to have been based necessarily on programming priorities. An alternative would be to select subjects according to their utility in the policy debate. One criterion could be when a given sector was due for a review in the International Labour Conference under the implementation plan of the ILO Declaration on Social Justice for a Fair Globalization. An evaluation prepared the year before the review would help the substantive office formulate more effective reviews. The fact that the high-level evaluation for 2010, Social Protection (social security), covers a theme that will be taken up by the ILC in 2011, suggests how this might work. Another criterion could be when events suggested that programmes would benefit from an evaluation because new policies, such as the new Strategic Framework that will have to be adopted in 2014, would benefit from a reality check on performance.

129. Another factor in the lack of utilization of evaluations in strategy and policy for accountability, as well as managerial, purposes is due to the fact that evaluation topics are selected on an annual basis rather than on a multi-year basis. In addition to making selection criteria unclear, this has had the effect of truncating the time available for the evaluations, including for consultations on design and on conclusions. It also truncates the time available for acquiring information on results. Having a multi-year programme would remove some uncertainty about subject matter, help ensure that priorities were clear and provide an incentive to collect performance information. Resources exist, based on the experience of the past five years, for up to three high-level evaluations per year. Some could be planned over a multi-year period based on the seven-year cycle for the recurrent item discussions at the Conference under the implementation plan where employment, social protection and fundamental principles and rights will be discussed twice in the cycle. This could provide at least a five-year plan for these evaluations. Others could be selected on the basis of need, either in terms of changing policy issues or a need to look at procedures. For example, a review could be made of the effectiveness the DWCP as an operational approach when enough DWCP's had finished their first cycles. These could be planned on at least a biennial basis, taking into account their relevance for policy decisions over a biennium. Finally, one of the evaluations could be on a subject that had emerged unexpectedly as a priority and this could be planned annually.

130. The Evaluation Advisory Committee has been provided with information on follow-up and has overseen the recommendation of subjects for high-level evaluations to the Governing Body. It could take a stronger role if it were to do longer-term planning and help ensure the linkage of evaluation with results-based management. In the light of the IEE, it may wish to review its terms of reference and composition.

131. The bulk of evaluations undertaken are at the project level. While their main clients for accountability are the specific donors who have funded them (and they have largely been satisfied with the results), the IPEs could have relevance for policy decisions if they can be connected with programme implementation, as well as policy analysis. At present, summaries of some of the evaluations are presented in the Evaluation Report, but these are not considered in the context of the larger discussions. If evaluations could be connected to programme performance reporting, they could provide a useful source of information about what works and why.

132. As noted in Section IIB, evaluation is normally considered an important part of results-based management. However, it has not been integrated well into the RBM process in the ILO. In part this is because RBM is managed by a different unit, PROGRAM, which oversees how performance indicators are defined for the organization. These have not always been measurable and evaluations have not been scheduled to measure them, as has been noted earlier. A closer cooperation between PROGRAM and EVAL could help improve the evaluability of the performance measures as well as help establish a more systematic means of acquiring performance data routinely.

Recommendation 1

The Evaluation Policy should be extended for an additional five years with amendments to reflect other recommendations, at the end of the period, consistent with United Nations system practice, it should be subject to a further independent external evaluation.

Recommendation 2

Evaluations to be presented to the Governing Body should be chosen for their strategic use in policy-making, strategy formulation and accountability on the basis of a multi-year plan that could be amended, as necessary, by the Governing Body. It is suggested that (i) on a five-year planning cycle one evaluation be presented annually with the subject being determined by the ILC review strategy, (ii) on a two-year planning cycle another evaluation with implications for the next programme budget planned be presented, and (iii) on an annual basis a third evaluation be presented guided by emergent policy and programmatic needs.

B. Independence

133. The Evaluation Policy specifies that “The ILO will ensure separation of evaluation responsibility from line management functions for policies, programmes and projects, and select evaluators according to agreed criteria to avoid any potential conflict of interest.” This is consistent with the UNEG standards, which specify that the institutional framework for evaluation should “facilitate an independent and impartial evaluation process by ensuring that the evaluation function is independent of other management functions”. “The Head of evaluation should report directly to the Governing Body of the organization or the Head of the organization.”

134. The current structure does not meet either specification. EVAL is part of Management and Administration and, in a formal sense, reports to the Director-General through the Executive Director for Management. While on an informal basis, there has been considerable independence; there is a perception, on the part of Governing Body members as well as staff, that evaluation is not independent. The independence that has been achieved up to now has been dependent on the personalities of the individuals involved; a condition that is not stable should there be changes in management at a later time. Moreover, the ILO is now the only organization in the United Nations system that maintains evaluation within management and administration.

135. In addition, the evaluation function is now divided into three parts. The central core is EVAL, but up to forty percent of independent project evaluations are managed by the Design, Evaluation and Documentation Section of the IPEC, and an increasing responsibility for quality assurance for regional and country-level evaluations is being given to regional monitoring and evaluation officers who report to regional directors and to the Programming Section of Management. This provides for a certain level of confusion about where the responsibility rests in practice. EVAL has made a significant effort during 2010 to establish regular working relationships with the regional officers and this is a positive development. More work is needed to ensure that IPEC and EVAL can mutually reinforce each other.

136. Based on the experience of comparable organizations in the United Nations system, the best option is to place the EVAL as an Independent Evaluation Office in a reporting arrangement with the Director-General, as is done with Internal Audit. In some organizations Audit and Evaluation are combined in an Office of Internal Oversight Services, but whether that would be desirable for the ILO would depend on whether the

differences between internal audit (which is concerned primarily with internal governance, risk assessment, efficiency and safeguarding financial systems) and evaluation (which is concerned primarily with effectiveness) could be preserved. It was argued that one reason for not having EVAL report to the Director-General is because too many other entities had a direct reporting arrangement. However, evaluation is an essential management function and the argument of numbers should not apply.

137. The position of Director of Evaluation has been filled through internal means, but over the longer-term and for the next Director, independence can be improved if the selection process is more consistent with the practice increasingly adopted by other organizations of the United Nations system. This implies an open process to solicit applications, have them reviewed by an independent panel and have the selection endorsed by the Governing Body. Placing a term-limit on the post would also bring ILO more into conformity with international standards.

138. A critical element of independence is control over resources. At present, the Evaluation Unit is funded primarily from the assessed budget of the organization, consistent with practice in comparable organizations of the United Nations system, as well as from Programme Support Income. However, as noted in the findings, the levels of resources available to the EVAL itself are less than in the comparators, although the total resources for the three components of the function (EVAL, IPEC and the Regional Offices) are at a comparable level. Considerable evaluation work is funded from Programme Support Income, a charge on project budgets that includes a set-aside for evaluation. Still other work is funded from the 4.6 percent of the Regular Budget Supplementary Account (RBSA), based on voluntary contributions, that is allocated for independent evaluations, internal monitoring and self-evaluation and reporting activities. These resources are directed to support evaluations in the field, and still more from direct costs included in some project budgets. A more systematic use of these funds to support independent evaluations would remove some of the financial constraints on independence. The funding for regional monitoring and evaluation officers is not consistent as to source across offices, however, nor stable over time. The regions, of course, have different needs and this has not always been taken into account.

139. The specifics of improving independence are beyond the scope of this study, but the general conclusions suggest that further thought should be given to the possible arrangements.

Recommendation 3

The Evaluation function should be organizationally consolidated in an entity that would report directly to the Director-General and through this position to the Governing Body, with a Director appointed according to UN system best practice for heads of evaluation. There is a need for secure funding from the assessed budget of the Office and a fixed share of Programme Support Income and other extra-budgetary resources.

C. Use

140. During the IEE data collection stage, internal stakeholders who were interviewed generally thought that much progress had been made in establishing the evaluation function in the last five years, even while recognizing there is considerable

room for improvement. There is a growing awareness about evaluation, and less broadly RBM, due in part to:

- EVAL's existence and participation in and/or support of DWCP independent evaluations, its guidance materials, and its technical support of decentralized evaluations and related monitoring and evaluation issues;
- Regional leadership which is interested in using evaluation as a tool in the growing importance of DWCP and in aligning projects with RO priorities; and
- The establishment and tangible presence of monitoring and evaluations officers in Regional Offices who have made important contributions.

141. There is also a growing realization among internal stakeholders that the types of evaluation conducted in the past, particularly high-level strategy evaluations, do not align with the needs of the ILO's emerging strategic policy framework. This combined with the delimited time frame for evaluation, the lack of a stable funding base, and technical and lengthy reports that are off-putting to potential users were considered major inhibiting factors influencing evaluation outcomes under Specific Objective 2.

142. Wide variance exists in the use made of evaluations, depending on location (HQ vs field), sector, experience of the manager, and type of evaluation. In general there is no evidence of wide-spread use being made of evaluations, either in terms of accountability to policy organs or in terms of managing for results. Thus, GB members and ILO constituents remain unconvinced as to the specific contribution ILO is making in fulfilling its mandate and remain adamant about the need for evaluative information that clearly demonstrates what the organization is accomplishing.

143. There is widespread use being made of evaluation at the project level as an accountability tool to donors in an effort to show value for money. There is episodic use made of strategy evaluations and self-evaluations/internal reviews, the latter in response to specific programmatic or decision-driven needs. There is increasing use being made of evaluation in the regional offices (the epicenter for change and reform) and therefore increased use at the country and project levels. The greatest use has been in the DWCP independent evaluations, which have noticeably contributed toward improving the country frameworks.

144. Use would be greater if the evaluation process would be connected with programme planning and performance reporting, as well as the needs perceived by programme managers. This suggests a more carefully drawn set of criteria for selecting evaluation topics that more closely link with policy making as well as strategic planning for the Office.

145. Use would increase if managers whose areas will be subject to evaluations could more actively participate in the process of selecting and designing the evaluations, as well as in commenting on conclusions and recommendations. This would increase the overall ownership of the evaluations among stakeholders. This process should also involve the social partners for the same reason.

146. As previously noted, self-evaluations as part of the Evaluation Function are still works in progress. To the extent that ILO will use evaluation for programme planning, monitoring and performance reporting under RBM, self-evaluations will be increasingly important. As has already been seen, some are already being undertaken in the context of reviews included in the implementation plan of the ILO Declaration on Social Justice for a Fair Globalization.

147. Project evaluations are often treated by programme managers as mechanical, pro-forma exercises, especially when a large number are to be done. However, each evaluation contains valuable information about specific results and factors that led to them. If they are consolidated into wider analyses, they can be particularly useful in defining and refining policies as well as providing accountability on a wider scale.

148. Another means of improving usefulness of project evaluations is to allocate resources to interim (rather than final) project evaluations because they are less demanding and immediately useful in providing feedback about improvements that can be made in the second half of the project.

149. Evaluation reports would be used more frequently if they were shorter. Many of those interviewed considered evaluation reports to be overly complex and long. An additional often-reported comment was that evaluation recommendations are too general and unfocused to be used effectively. Recommendations provided to the Governing Body, in particular, should be more actionable. Still others were found to have been too numerous to be given appropriate priority and effective follow-up.

150. Lessons learned are only useful if applied. While there is some use of the standard lessons learned components of evaluation, a systematic approach to collecting, compiling and analyzing evaluation results to identify lessons learned and best practices would facilitate sharing of experience, improvement of current practices, and promote organizational learning. Initiatives being undertaken in the Regional Offices for Asia and the Pacific and for Arab States provide interesting models. These include a Knowledge Sharing Programme Officer position with responsibilities for “the establishment of relevant knowledge tools and systems which support information analysis and the dissemination of lessons learnt”.

Recommendation 4

There should be increased use of self-evaluation at both the programme and project level especially for major policy reviews by the International Labour Conference, and for programme implementation reporting. Adoption of agency-wide standards, guidelines, and an oversight process for self-evaluations should address concerns about quality and legitimacy.

D. Institutional Support

151. The general conclusion is that the level of institutional support for evaluation functions has notably increased over the past five years. However, in order to achieve an institutional culture of evaluation, there is a need for clearer implementation policies, more comprehensive and adaptable training programmes, and more accessible information sharing systems that accommodate differing levels of engagement with technology.

152. The Evaluation Advisory Committee is expected to be a major means of linking evaluation with its stakeholders. The EAC currently functions primarily as an advisory body for the Director-General with a focus on ensuring there is follow-up to specific evaluations. Although the composition of the Committee is appropriate, its mandate should be broadened. Increased clarity about the roles of different units that have M&E functions and greater harmonization of evaluation practices across the organization could be achieved if the EAC's mandate was expanded to include more responsibility for advising on policy for the implementation of evaluation strategies in the context of RBM and to help make RBM an important operational tool. This could include recommending a multi-year plan for in-depth evaluations, including determining more precise selection criteria, making recommendations on strategic implications for planning and programme budgeting of the recommendations made by substantive evaluations. This is the case in the FAO where the equivalent body is more actively involved in defining parameters for implementers. Such a role should serve to strengthen the linkages between PROG, PARDEV and EVAL and to further broader institutional learning. It would imply more focused agendas of the regular meetings of the EAC, improved preparation for meetings and possibly more senior representation on the Committee.

153. EVAL currently performs four functional roles: manager of in-depth high-level evaluations, oversight of the decentralized evaluation system, supporting other units in their evaluation related efforts, and assisting in developing and delivering training materials. EVAL has done good work and is appreciated for doing so. The Unit, however, is overstretched and considerable time and effort is spent on items of lesser utility (e.g., reviewing and suggesting revisions to lengthy TORs). The Unit's functional role needs to be revisited and reprioritized with more emphasis given to in-depth evaluations that are responsive to decision-driven needs, preparing training materials for use across the ILO, and advising others on self-evaluation. Less attention should be given to detailed revision of draft documents prepared by others throughout the decentralized evaluation system.

154. At the project level, the evaluation function is still divided in practice. IPEC/DED manages, in a generally autonomous manner, IPEC project evaluations and does so effectively. However, the other independent project evaluations are managed less directly, under a general authority of EVAL and PARDEV. While there is increasing coordination amongst IPEC, EVAL and PARDEV, the respective roles should be more carefully delineated so that each can benefit from the experience of the others and thereby improve overall evaluation at the project level.

155. There is a widely expressed desire for more monitoring and evaluation and RBM training and this needs to be addressed through a comprehensive and adaptable training programme that integrates RBM, including evaluation, into the programme cycle. The primary training activities within the last two years have served as a brief introduction to evaluation as a component of RBM but have not been sufficient to achieve wide-spread competencies in either area. Although the concept of RBM has been promoted within the UN system for over 20 years, it continues to be a new way of thinking, has implementation problems for many ILO stakeholder groups, and is not well understood.

156. A training needs assessment would help to ensure that training meets different stakeholder requirements. During this review it was clear that Regional Offices felt tripartite members would benefit more from training focused on monitoring and RBM rather than the proposed training specific to evaluation. Programme staff also requested

more training in monitoring as well as in developing indicators (particularly those applicable to DWCPs).

157. Simplicity is key. As one regional staff member expressed, “we need RBM for Dummies”, referring to the series of very accessible guidebooks that have been published for numerous topics. Guidance documents can be complimentary to training sessions but, given the minimal use of these resources found during this evaluation process, it is clear that they cannot be a substitute for training.

158. The International Training Centre in Turin is expected to play a major role in providing this training to staff and constituents but, for it to do so effectively, the approach needs to be carefully designed and implemented. Given the extensive evaluation-related expertise and resource materials that reside within EVAL, PROGRAM, and PARDEV, these units should guide the Turin Centre in the development of curriculum and training materials. At a minimum, EVAL should have a role in developing the training programme but, given current resource levels and priorities, should not be involved in training delivery other than for quality control.

159. There have recently been significant improvements made in developing information systems that support evaluation functions across the organization. This includes the launching of i-Track. Interviews reflect a high level of appreciation for having a single repository for organization-wide evaluation reports, guidance documents, and external information resources and links. I-Track now needs to be taken another step to improve its usability, particularly in respect to enhancing its search functions and user-interface. Just as Google relies on over 200 criteria to return search results relevant to each specific user, without the user ever having to input that information or even think about it, i-Track needs a more advanced search algorithm. The feasibility of iTrack having some degree of functionality in countries with limited Internet connectivity should also be explored. As should looking at how it might be able to take advantage of social media and networking techniques that now are reflected in open-source content management and sharing systems like PLONE.

160. The Regions would benefit from further development of the “Consultant Database” section of i-Track. Although the 2007 Guidance Document on searching for evaluators provides advice about evaluation listservs, networks and databases of evaluators, most regions still struggle to find qualified evaluation consultants. A database that lists consultants according to thematic areas, technical competencies, and language abilities, and that provides a referral function would be a welcomed addition.

161. I-Track could also play a useful role in supporting RBM processes by including an index of indicators relevant to the span of ILO programming, as well as recording the results achieved by ILO’s interventions. Centralized tracking of results is a major challenge for many large organizations. I-Track has tremendous potential for enabling staff to input results as they happen as long as the process for doing this is simple and short.

162. At the same time, there are developments in IRIS that have relevance for evaluation. The new dashboard for projects that is designed to make project material accessible to donors and managers can, if properly linked, also become a repository for evaluation data. Similarly, the central management system for programme and budget can

be used to recover evaluation data for use in programme monitoring. In any case, there should be efforts, within existing resource constraints, to link these initiatives to iTrack.

163. If all of the resources currently allocated to evaluation are taken together, the current levels in ILO are comparable to those of similar specialized agencies. One difference is that the allocations from the regular budget are somewhat less than the comparators and the evaluation function is dependent on Programme Support Income. This has provided a level of uncertainty about whether the evaluation function can achieve its intended objectives.

164. Given the resource constraints that face the organization, a significant increase in regular budget funding for evaluation is unlikely in the near-term. Some steps can be achieved by redeployment, particularly to ensure that the monitoring and evaluation posts in the Regional Offices are placed on a secure long-term footing. The main additional source of funding will have to continue to be from PSI. The existing policy of setting aside two percent of project budgets for independent project evaluation and an additional three percent for monitoring and evaluation should continue, but could be used to create a central fund to sustain the staff and other resources necessary for evaluation. This should be seen as a charge on all extra-budgetary projects, regardless of size, since all can benefit from evaluation. Consideration should be given to finding an effective way to manage these resources so that EVAL, as well as other evaluation components, can use them as needed.

Recommendation 5

The mandate of the Evaluation Advisory Committee should be clarified to include clear responsibility for (i) advising on policies for follow-up to ensure appropriate implementation of evaluation recommendations on strategies and policies in order to achieve a consistent and coordinated approach to evaluation and its use across the organization within a RBM framework; and (ii) proposing evaluation topics to the Governing Body on a multiple year basis.

Recommendation 6

The Evaluation Unit should be given a revised mandate, reflecting its three principle roles, that gives priority to conducting high-level strategic and policy evaluations as part of the policy decision-making process and the implementation of RBM, as well as supporting evaluation activities throughout the Office and providing general oversight of evaluation quality at all levels of the ILO. The specific priorities and emphasis for any given year would be noted in the multi-year plan.

Recommendation 7

The respective expertise of EVAL, PARDEV and PROGRAM should be more closely coordinated to ensure consistent integration of standardized evaluation and RBM practices in programme implementation.

Recommendation 8

A comprehensive and adaptable training programme in evaluation in the context of RBM, designed on a multi-year basis and tailored to the specific needs of the ILO, should be implemented in cooperation with the ITC for ILO staff and constituents.

Recommendation 9

The current functionality of the Evaluation Unit should be further developed by improvements to information management and dissemination systems to increase usability, including a substantial overhaul and expansion of i-Track, as well as by the dedication of sustained resources for database management.

E. Credibility

165. Credibility of evaluation is produced by different factors. One is that the independence of the evaluations is accepted. A second is that the methods used in the evaluation meet the criteria of having valid indicators and reliable collection of data. Credibility is also assured if all the stakeholders are brought into the process. EVAL, once its independent position is secured, is in a position to provide that kind of quality assurance, based on the experience it has acquired over the past five years.

166. For high-level evaluations, the current practice of having an independent outside evaluator, a staff member from EVAL and sector specific expertise from inside the ILO has been a cost-effective model. This should be standardized for these types of evaluation. At the project level, the IPEC practice, which also involves multi-person teams, has been effective.

167. Another current practice is to have fairly complex terms of reference for evaluations. The drafting and review of these TORs is more time consuming than is justified, although in the initial stages it has been a useful learning process. Simplifying TORs, by specifying main components of all evaluations based on UNEG criteria, would maintain credibility while reducing the administrative burden of evaluations.

168. Most evaluations covered by the IEE are outcome evaluations, which seek to determine the immediate results of programmes and projects. The credibility of the evaluation function could be enhanced if it included a selected number of ex-post evaluations, which seek to find the longer-term impact of programmes and projects. These are more complex evaluations, because they can only be done successfully if the government, together with social partners, undertakes the lead, since they need to measure the extent to which the government and partners' programmes have induced longer-term changes. This could be done on a pilot basis over the next period.

Recommendation 10

There should be increased use of ex-post evaluations to assess the longer-term impact of ILO programmes and projects and several should be implemented on a pilot basis in priority areas during the 2010-2015 period.

IV. Annexes

A. Composition of the AIMS team

John Mathiason, Managing Director, is Professor of International Relations at the Maxwell School of Citizenship and Public Affairs of Syracuse University. He retired from the United Nations Secretariat in 1997, where he had been a career staff member for 25 years and a field technical assistance expert on evaluation for the United Nations before that. His last two posts were Senior Officer in the Office of Programme Planning and Coordination and Deputy Director of the Division for the Advancement of Women. Since then, in addition to teaching at the graduate level on management of the international public sector and evaluation of international programmes and projects, he has consulted on results-based management with a large number of international organizations, but not the ILO. He holds a Ph.D. in political science from the Massachusetts Institute of Technology.

Frederick Williams, Principal Associate, is retired from the public service, where he had a 30 year career in the foreign affairs and international development community. Dr. Williams was head of evaluation for the IAEA for many years, directing many of the organization's in-depth evaluations and head of planning and evaluation unit for the United Nations Relief and Works Agency for Palestine Refugees. At the national level he led a team that introduced performance-based management to the United States State Department, and was director of the Evaluation Office of the United States Peace Corps. More recently, he has been a consultant for the development of results-based management in the Organization for Security and Cooperation in Europe. As an AIMS associate he has directed training in results-based management for research networks in Africa and Asia under AIMS' framework agreement with the Swedish International Development Cooperation Agency. A Ph.D. in Political Science, he has taught evaluation and international management at the Monterrey Institute of International Affairs, and the Foreign Affairs Training Center, and the Management Curriculum Certificate Training programme at the IAEA.

Punit Arora, Principal Associate, is a strategy and financial economics professional. He has over 15 years of experience in strategic positions with governmental, business and international organizations. Most recently, he has advised the Swedish International Development Agency, United Nations and its specialized agencies, and other international organizations like the African Economic Research Consortium and Tanzanian National Commission for Science & Technology on strategic planning and outcome evaluation. He is a Chartered Financial Analyst, and is shortly expecting a PhD in Strategic Management/ Business Economics from Syracuse University. His research focuses on entrepreneurship,

new venture creation, governance, and business sustainability. He has also advised several business organizations on strategy, business process reengineering, governance, information systems, and innovation management.

Ann Sutherland, Principal Associate, has worked for over 20 years as a program manager and consultant in the non-profit sector in Canada, the USA and internationally. During her career she has led strategic planning, organizational capacity building, participatory research and evaluation processes. Her education includes a Masters in Environmental Studies from York University and a Certificate of Advanced Study in Public Administration from the Maxwell School at Syracuse University.

B. Methodology and Procedures of the Independent External Evaluation of the ILO's Evaluation Function

1. Terms of Reference of the Independent External Evaluation of ILO's Evaluation Function

Introduction

As mandated by the Governing Body, the ILO will launch an Independent External Evaluation (IEE) of its evaluation function in 2010. (Evaluation function refers to evaluation structures, processes, and activities.) When the new policy and strategic framework for evaluation in ILO was agreed at the November 2005 meeting of the Programme, Financial and Administrative Committee (PFAC),¹³ an evaluation of this new policy and strategy was signalled to take place after five years. Subsequently, the PFAC of the November 2008 Governing Body, noted and welcomed the proposed IEE. There have already been some reviews of the work of the ILO's central evaluation unit (EVAL), including a self-assessment carried out in 2005,¹⁴ and external reviews in 2006-07 by the Independent Steering Committee for the Comprehensive Review of Governance and Oversight within the UN System, a report of the US Government Accountability Office, and the One World Trust Global Accountability Report.¹⁵

The IEE will focus on the evaluation function within the Organization, taking the 2005 evaluation policy and strategic framework as well as the establishment of EVAL, as the starting point and working towards understanding how the evaluation system operates at the various levels, in order to review its quality and effectiveness in light of the objectives of the Organisation and the appropriate international standards. The most important rationale for and objective of the IEE is to "look ahead" and provide recommendations so that strategic decisions for the future of evaluation in ILO can be

¹³ ILO: A new policy and strategic framework for evaluation in the ILO, GB.294/PFA/8/4; paragraph 46.

¹⁴ A self-assessment survey among members of the United Nations evaluation Group (UNEG) conducted to review compliance with UNEG norms and standards. This exercise may provide the IEE with useful baseline data and information.

¹⁵ ILO: Annual Evaluation Report 2006, September 2007, pages 13-15.

made. This is particularly relevant in the context of the goals and priorities of the new Declaration on Social Justice for a Fair Globalisation and ILO's continuing commitment to RBM, which relies on links between monitoring and evaluation, policy formation and budgeting.

Background to the Evaluation Function in ILO

EVAL was created in March 2005 within the Management and Administration Sector. It has overall responsibility for implementing the ILO's evaluation policy and is charged with submitting its evaluation reports directly to the Director-General. It now has a Director, three evaluation officers and a knowledge management officer, as well as interns as the work load demands. Working to internationally accepted norms and standards inside and outside the United Nations system (being principally those of the UN Evaluation Group and of the Development Assistance Committee of the OECD), the evaluation policy aimed to improve and strengthen the practice of independent evaluation in the ILO and establish principles for systematic self-evaluation of programme performance to together provide comprehensive coverage of all ILO activities to support the ILO's objectives as laid out in the Strategic Policy Framework (SPF) and the Programme and Budget documents.

The objectives of the new ILO Evaluation Policy were:

- Improve Office-wide transparency and accountability for impact of ILO actions to support its constituents;
- Strengthen the decision making process by the policy organs and senior management based on sound assessment of effectiveness, efficiency, relevance, impact and sustainability of ILO actions; and
- Contribute feedback for learning and ongoing improvement of the ILO's work.

The operational framework of the policy is intended to ensure transparency and independence of the evaluation function. The framework serves different needs and is aimed at different levels to align with major programming and resourcing processes in the Office. Responsibility for implementation of some of the evaluation types was to lie within line management structures (self evaluation), while others were to be managed by evaluation focal persons in sectors and regions, with oversight provided by an independent central evaluation unit.

The evaluation function is characterised by four different types of evaluations:

- **First**, evaluations of ILO strategies were to focus on particular outcomes of major strategies or policies established in the Programme and Budget.¹⁶ Since 2005, five strategy evaluations have been carried out to assess their effectiveness, efficiency, impact and continued strategic relevance.¹⁷ A sixth study, of national capacity

¹⁶ Programme and Budget covered: 2000-2001, 2002-2003, 2004-2005, 2006-2007, and 2008-2009.

¹⁷ These are: i) the InFocus Programme on Social Dialogue, Labour Law and Labour Administration; ii) the In Focus Programme on Socio-Economic Security; iii) the Strategy for Employment Creation through Employment Intensive Investment; iv) the Strategy to support members' States to improve the impact of International Labour Standard; and v) the Strategy for the protection of migrant workers.

development of constituents to develop policies and programmes focused on youth employment, is in progress.

- **Second**, independent country programme evaluations were proposed as a means of systematically reviewing progress and the relevance of country level work to national constituents and partners. To date, five have been completed and two are underway.¹⁸
- **Third**, thematic evaluations provided a means for ILO technical programmes to explore in depth the effectiveness and impact of major means of actions. Largely, EVAL has provided advisory support to ILO technical programmes for conducting and resourcing thematic evaluations.
- **Fourth**, with ILO independent project evaluations, EVAL has provided support and oversight as required for these evaluations in the Office. About 160 in the period 2005-2007, both mid-term and final reports, have been carried out, with over half of these having been independently appraised for quality and credibility. In addition, the evaluation function supports the Office in carrying out self evaluations including country programme reviews, organizational reviews and project-level self evaluations.

Core to the evaluation policy and strategy was the creation of a central evaluation unit, which was tasked to instil a culture of accountability and learning through evaluation. It was to establish an Office-wide evaluation network, and to facilitate progress towards harmonizing evaluation policies and practices, including monitoring of adherence; developing rules and guidance on for ILO evaluations; improve coherence and complementarity between evaluations; facilitate the generation and use of evaluation information; and develop networks, visibility and credibility for the ILO in the area of evaluation.

Since the policy's adoption, the ILO's evaluation function has been further strengthened through the release of an Office Directive specifying the authority and responsibilities of EVAL and, regular submission of an Annual Evaluation Report to the Governing Body, which provides an overview of evaluation activities and evaluation performance within ILO, covering all types and levels of evaluations. An internal Evaluation Advisory Committee to oversee and promote institutional follow-up to evaluation recommendations has been established. The Office has developed tools and guidance for monitoring and self-evaluation, as well as conducting targeted training, as a means of improving the learning function of evaluation activities.

A close connection exists between the evaluation function and the results-based management framework, with the former providing lessons learned information for the latter. EVAL has been carrying out quality appraisals of the independent project evaluation reports as part of its reporting to the Governing Body. A database has been developed to monitor and track project evaluations. This database is also the means of developing a composite schedule of upcoming evaluations, and documenting follow up to evaluations. Finally, full time regional evaluation officers have been now been appointed after a period of part-time evaluation focal points.

¹⁸ These evaluations have been carried out in Argentina, the Hashemite Kingdom of Jordan, the Philippines, Ukraine and Zambia, with studies currently underway in Honduras and Indonesia.

Purpose and Scope

The purpose of the IEE is to provide an independent assessment of the evaluation function within the ILO to provide recommendations on the future strategy for evaluation. The evaluators will examine effectiveness, efficiency and relevance of the current arrangements and structures for the evaluation function within ILO, learning from the implementation experiences, and in light of international best practices including the UNEG¹⁹ Norms and Standards. In particular, the IEE will examine the extent to which the evaluation function in the ILO has made progress in implementing the evaluation function with respect to the UNEG Norms.²⁰ Based on the UNEG Norms, a set of criteria clustered around the three issues of independence, credibility and utility should form the normative framework for this evaluation exercise (see Annex 1).

The IEE will cover the period from the initiation of the ILO evaluation policy and strategic framework in 2005 through 2009. Analysis will involve consideration of both centralised and decentralised operations, including those of the International Programme on the Elimination of Child Labour's evaluation section, and the regional evaluation specialists.

The principle client for the IEE is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of this evaluation. Other key stakeholders include the ILO Director-General and members of the Senior Management Team, Regional Directors and ILO donors.

The IEE will examine the following aspects:

- The quality of the evaluation function in the ILO, with regard to its independence credibility and the usefulness of its products and services, particularly for learning and accountability purposes, as assessed against international norms and standards;
- The structural aspects of the evaluation function in the ILO;
- EVAL's mandate, scope and work, including its relationships to the various evaluation operations within the ILO, and respective roles and utility of centralized and decentralised evaluation activities as well as of independent evaluations and self evaluations;
- The nature of the reporting arrangements internally to the Evaluation Advisory Committee and externally to the Governing Body;

¹⁹ The United Nations Evaluation Group (UNEG) is a professional network that brings together the units responsible for evaluation in the UN system including the specialized agencies, funds, programmes and affiliated organisations. UNEG aims to strengthen the objectivity, effectiveness and visibility of the evaluation function across the UN system and to advocate the importance of evaluation for learning, decision making and accountability.

²⁰ The UNEG Norms for Evaluation in the UN system seek to ensure that evaluation functions within the UN follow agreed upon basic principles. They provide a reference for strengthening, professionalizing and improving the quality of evaluation in all entities of the United Nations system. The UNEG Standards build upon the Norms, and are intended to guide the establishment of the institutional framework, management of the evaluation function, conduct and use of evaluations.

- The extent to which the evaluation function and responsibilities are meeting the needs of tripartite constituents and supporting the ILO governance process;
- The extent to which ILO evaluations respect UNEG Norms and Standards and relationships with evaluation units and mechanisms within the United Nation system, donor agencies, and other relevant evaluation networks;
- The capacity and competencies for evaluation, and the use of evaluation techniques and methodologies;
- The extent to which the evaluation function contributes to informing the strategic directions, policies, programmes and projects of the ILO, including the focus on results-based management (RBM), and how to make it more effective in this respect; and
- The extent to which evaluation results are incorporated and used in follow-up activities and within the knowledge management strategies of the ILO, and disseminated to wider audiences.

Recommendations are to be made, *inter alia*, in relation to the independence, credibility and utility of the evaluation function in ILO, and how these might be improved, and the role and contribution of evaluation within the Strategic Policy Framework for 2010-2015, the Decent Work Country Programmes and the follow-up to the new Declaration on Social Justice for a Fair Globalisation. The IEE is also expected to provide a basis for improved accountability, learning of lessons, leadership and decision-making in the context of the ILO's continuing commitment to Results-Based Management (RBM). Although it is assumed that the evaluation recommendations will not translate into real increase in regular budget resources for the evaluation function, it is expected that any recommendations for change that would be made, will be fully costed and prioritized.

Methodology

In accordance with the ILO evaluation policy, participation of ILO tripartite constituents and both internal and external key stakeholders during all phases of the external evaluation process will be assured, as appropriate. This involvement will be based on suitable methodologies, focussing on interviews, consultation meetings, surveys, and document reviews.

A self-evaluation of the Office's evaluation function will be carried out by EVAL immediately prior to the IEE and included in the background documentation, the discussion of which would be part of the evaluation methodology.

The details of the methodology will be elaborated by the external evaluators on the basis of the Terms of Reference (TORs) and documented in an inception report. However, it is expected that the evaluation team will apply mixed methods which draw on both hard and soft evidence and involve multiple means of analysis. These could be:

- Review appropriate evaluation policy-related documentation including performance reports, budget information, internal governance documents, etc.;

- Conduct an audit of current evaluation arrangements and practices using UN evaluation norms and standards as quality templates;
- Inventory the portfolio of evaluation work done since 2005, including the extent to which these have been managed according to ILO evaluation policy and guidelines;
- Review of a sample of evaluations reflecting regional diversity, centralised vs. decentralised reports, technical themes, and type (project, country programme, global strategy, thematic) against recognized evaluation report good practices;
- Review the electronic systems supporting the evaluation function to facilitate transparency, accountability and knowledge sharing;
- Review and discuss with relevant ILO officials the self-evaluation report carried out by EVAL;
- Review evidence of follow up to evaluation recommendations and use of lessons learned by ILO management;
- Interview key stakeholders reflecting a diversity of backgrounds inside the Office according to sector, technical unit, regions and country situations, and representing both subjects and users of evaluations;
- Interview stakeholders outside the Office, including Governing Body members (taking advantage of Governing Body meetings to do so), tripartite partners, and members of multilateral and bilateral partners;
- Carry out a series of electronic surveys both with Office staff and Governing Body members and prepare regional and country case studies, including based on visits to the regional offices and other field offices.

Management Arrangements

The IEE will be carried out by a team of senior evaluation consultants, experienced in similar exercises and independent from the ILO. The consultants will be selected through a competitive bidding process in accordance with normal ILO procurement procedures. An impartial panel will screen candidates based on relevant evaluation experience; independence (i.e. no current or past close working relationships with the ILO), familiarity with the ILO and its mandate, and understanding of UN evaluation norms and standards. A team of three consultants will be identified. Each member of the team is expected to be engaged for 20 working days. Bids will be invited from companies providing consultancy services. The call for bids would be published through various sources so as to attract a broad range of responses.

The ILO Office of Internal Audit and Oversight (IAO) will oversee the IEE process in order to maintain its independence. IAO's responsibilities are to provide the ILO Governing Body with assurance that the IEE was conducted independently and transparently, and that it complied with established procedures and standards, including with regard to the bidding process for the selection of evaluators and the Governing Body approved TOR. Specific responsibilities of IAO will include:

- 1) Review the work plan and terms of reference for the evaluators to ensure that it complies with the evaluation TOR approved by the Governing Body;
- 2) Review the competitive bidding process leading to the selection and contracting of the team of external evaluators to ensure that the process complies with established procedures;
- 3) Oversee the evaluation process, ensuring that the evaluators have access to the necessary materials and relevant staff, and other required facilities;
- 4) Review the draft evaluation report to ensure that it complies with the agreed TOR;
- 5) Be a focal point for ILO's management comments and response on the draft report; and
- 6) Provide oral or written feedback to the Governing Body on the independence, transparency and credibility of the process, including compliance with established rules and procedures.

The central Evaluation Unit, (EVAL) will provide support services to the IAO upon request, but will not be involved in the actual evaluation process.

Outputs

The following written outputs will be produced:

- An inception report detailing initial findings and proposed methodology, including key questions to answer;
- A detailed draft evaluation report based on factual information and well reasoned judgement based on credible analysis of sources and documentation consulted;
- A final evaluation report to be posted on the ILO website and disseminated to key stakeholders; and
- A presentation of the executive summary to the Governing Body in November 2010.

Dates	Timeline of Events
July 2009	Evaluation Advisory Committee reviews and finalizes the draft TOR.
July–September 2009	Draft TOR circulated to GB representatives for comments.
November 2009	TOR presented to PFAC for approval.
December 2009	Launch of competitive bidding procedures.
December 2009	Self-evaluation report carried out by EVAL.
January–February 2010	Selection and contracting of Consultant Team.
March 2010	Oral progress report to PFAC by the Office.
May 2010	Inception report submitted by Consultant Team.
August 2010	Circulation of draft report to key stakeholders for comments.
October 2010	Report finalized and GB summary prepared.
November 2010	Office of Internal Audit and Oversight provides PFAC with an oral or written oversight feedback on evaluation process.
November 2010	Presentation of IEE summary report to GB and public dissemination of full report through Internet.
January 2011	Follow up action plan prepared.
March 2011	Follow up action plan presented to PFAC.

2. Proposed Logical Framework for the ILO Evaluation Function

Types of Outputs	Outcomes	Performance Indicator of Outcome	Data Source	Data Collection Strategy (method/who/when)
Specific Objective 1: Improve Office-wide transparency and accountability for impact of ILO actions to support its constituents				
Independent evaluations	i) More systematic use of independent evaluation	Extent to which independent evaluations are selected, contracted with independence, monitored and used	Interviews with programme managers; annual reports; GB	Interviews; Focus groups; Content analysis
Policy on harmonization	v) Harmonization of evaluation practices and methods within the Office, regardless of source of funds	Extent to which practices and methods have been harmonized	Evaluation reports; review of methodology documents	Content analysis

Types of Outputs	Outcomes	Performance Indicator of Outcome	Data Source	Data Collection Strategy (method/who/when)
Policy papers (DG instructions)	vi) Decentralized evaluation responsibilities and accountabilities, as appropriate	Extent to which evaluation responsibilities have been decentralized, arrangements are adequate and senior and line management uphold the evaluation function	Annual reports, methodological documents, interviews with regional directors and offices	Interviews; Content analysis
Evaluations Policy papers	ix) Independence of the evaluation function preserved	Whether questions have been raised about the independence of the function; extent to which EVAL and EAC effectively exercise oversight and follow-up role; extent to which budgeting for evaluation is adequate and independent of management; extent of disclosure of findings	GB reports; interviews; Evaluation texts; Policy texts	Interviews; Focus groups; Content analysis

Specific Objective 2: Strengthen the decision making process by the policy organs and senior management based on sound assessment of effectiveness, efficiency, relevance, impact and sustainability of ILO actions

Self-evaluations	i) More systematic use of self-evaluation	Extent to which self-evaluation are selected, monitored and used	Interviews with programme managers	Interviews; Focus groups; Content analysis
Annual reports; Evaluation summaries	ii) Regular reporting to senior management and the Governing Body on evaluation activity and its effects	Extent to which reporting has occurred to the satisfaction of the GB and the EAC adequately reports to senior management	Review of GB reports, interviews with GB members and senior management	Interviews; Focus groups

Types of Outputs	Outcomes	Performance Indicator of Outcome	Data Source	Data Collection Strategy (method/who/when)
Annual reports; Plans and budgets	iii) Follow-up to evaluation findings and recommendations including their use in the results-based planning, programming and budgeting process	Extent to which follow-up has occurred and the recommendations used in subsequent plans and budgets and policy decisions and oversight by GB and monitoring mechanisms are used; Extent to which ILO programme management relies on monitoring and evaluation systems to monitor progress, identify problems and assess results for decision-making	Annual reports, review of plans and budgets, interviews with Senior Officials and GB	Interviews; Focus groups; Content analysis
Training courses; guidance material	vii) Improved internal capacity and skills in evaluation and self-evaluation methodologies	Extent to which trainees have used their training	Review of evaluations of courses; interviews at regional and country offices, sample of trainees	Survey
Meetings Communications with participants	viii) Participatory process of ILO constituents in evaluation	Extent to which ILO constituents have been involved in evaluation design, information collection and review of findings	Evaluation reports: GB interviews, regional offices	Content analysis focus groups Interviews
Specific Objective 3: Contribute feedback for learning and ongoing improvement of the ILO's work				
Run iTrack	iv) Improved institutional learning and knowledge-sharing	Extent to which iTrack is used and is adequate	iTrack users	Analysis of records
Curricula		Extent to which feedback changes training curricula	Curricula	Content analysis
Draft ToRs		Extent to which evaluation ToRs have improved	ToRs	Content analysis
Website		Extent to which the EVAL website is used	Downloads	Record review

Types of Outputs	Outcomes	Performance Indicator of Outcome	Data Source	Data Collection Strategy (method/who/when)
Additional Specific Objective from ToR: Ensure that evaluations conform to UNEG and other international standards and the goals and priorities of the Declaration on Social Justice for a Fair Globalization				
Evaluations Policy papers	Outsiders judge that evaluations and policies conform to UNEG+ standards	Extent to which evaluations and policies conform to standards	Evaluation texts	Content analysis
Evaluations	Evaluations address goals and priorities of the Declaration on Social Justice for a Fair Globalization	Extent to which evaluations are selected to and actually address the goals and priorities	Evaluation texts	Content analysis

3. Methodology

The methodology used in the IEE included coding of fourteen in-depth evaluations presented to the Governing Body between 2005 and 2009, review of documents that showed use of evaluations and the evaluation, interviews with senior officials of the International Labour Office, focus groups with constituents and with ILO staff involved in evaluations.

a) International Standards for Quality Assurance in Evaluations

Unlike areas like audit or accounting, where international standards have been agreed,²¹ there are no completely agreed international standards against which the quality of ILO evaluations can be assessed. Precise audit standards are needed because audits can lead to legal actions in different countries, where audit process is a critical element in the credibility of the audit conclusions and recommendations. In contrast, the result of evaluations is more likely to be political rather than legal action, thus giving more flexibility to the standards. Nevertheless, the credibility of an evaluation, like that of an audit, is determined by the procedures followed.

A number of organizations have drafted texts of standards and norms that be used to formulate standards that can be used for quality assurance purposes. These include the United Nations Evaluation Group (UNEG),²² the OECD Development Assistance Committee (DAC)²³ and the American Evaluation Association (AEA).²⁴ The International Atomic Energy Agency (IAEA) has an evaluation manual (2003) that includes standards

²¹ See International Federation of Accountants, *Handbook of International Auditing, Assurance and Ethics Pronouncements*, 2007 Edition.

²² United Nations Evaluation Group (UNEG), *Standards for Evaluation in the UN System*, 29 April 2005 and *Code of Conduct for Evaluation in the UN System*, June 1 2007.

²³ DAC Evaluation Network, *DAC Evaluation Quality Standards (for test phase application)*, 30-31 March 2006.

²⁴ American Evaluation Association, *Guiding Principles for Evaluators*, Revisions reflected herein ratified by the AEA membership, July 2004.

(IAEA).²⁵ Taken together, the common elements can be said to constitute a consensus about standards to apply for quality assurance.

The various sources organize their texts according to policies and structures, planning of specific evaluation, processes to follow in collecting information, means of drawing conclusions and recommendations and presenting reports. In each area, the specific standards are indicated, along with their source. These have been used to assess the quality of the 41 IAEA evaluations undertaken from 2001-2007 and therefore can provide a comparison for the ILO evaluations from 2005-2009. The standards can be organized into five clusters, reflecting the evaluation process.

1) *Evaluation Policy and Structures*

The organization should have a clear policy for evaluation. (UNEG Standards 1.1, 1.2)

The organization should have an independent evaluation function (UNEG Code of Conduct 1, UNEG Standard 1.5, DAC 6.1)

Evaluators should have education and training in evaluation and have professional work experience and technical knowledge appropriate for each evaluation (UNEG Standards 2.1-2.4)

2) *Planning*

Evaluation plans should be submitted to Governing Bodies or Heads of Organization (UNEG Standard 1.3)

The rationale, purpose, objectives and evaluation criteria of each evaluation are defined clearly. (DAC Standard 1, UNEG Standards 3.1, 3.2, 3.5-3.7)

The evaluation scope and context are clearly defined. (DAC Standards 2, 3)

Evaluators should articulate and take into account the diversity of general and public interests and values that may be related to the evaluation including commitment to the human rights-based approach. (AEA Standard E, UNEG Standard 3.9)

3) *Processes to follow in collecting information*

The evaluation purpose and methodology is clearly explained, will lead to an assessment of results, includes consulting relevant stakeholders, includes explanations of sampling used and its limitations. Evaluators shall ensure that stakeholders have a say in shaping the evaluation and shall ensure that all documentation is readily available to and understood by stakeholders. (DAC standard 4, AEA Standard A, UNEG Code of Conduct 11)

The evaluation team includes thematic and methodological specialists (DAC standard 4.4) and is gender- and geographically-balanced (UNEG Standard 3.14)

²⁵ International Atomic Energy Agency, Office of Internal Oversight Services, *IAEA Programme Evaluation: Process and Procedures*, 2003.

The evaluation team shows impartiality, has indicated any potential conflicts of interest, has demonstrated honesty and integrity in its behaviour, and has accurately represented its competencies (UNEG Code of Conduct 2-5, UNEG Standards 2.5-2.6, 3.10, 3.15, DAC Standard 7.1, AEA Standard B)

Information sources used in the evaluation are transparent, valid and accurate. (DAC Standard 5)

Evaluators respect the security (including anonymity), dignity and self-worth of respondents, program participants, clients, and other evaluation stakeholders. (AEA Standard D, UNEG Code of Conduct 7-9, UNEG Standard 2.7)

Quality control is exercised throughout the evaluation process. (DAC Standard 8.2)

The evaluation process is free and open in that the evaluation team is able to work freely and without interference. (DAC Standard 6.2)

Evaluation implemented within the allotted time and budget. (DAC Standard 9.2)

4) *Means of drawing conclusions and recommendations*

The evaluation findings are relevant to the object being evaluated and the purpose of the evaluation. (DAC Standard 9.1)

Recommendations and lessons learned are relevant, targeted to the intended users and actionable within the responsibilities of the users. (DAC Standard 9.3)

Evaluation reports and presentations are accurate, complete and reliable. Evaluators shall explicitly justify judgements, findings and conclusions and show their underlying rationale, so that stakeholders are in a position to assess them. (UNEG Code of Conduct 10)

Evaluation analysis is complete in that evaluation questions answered by conclusions, the analysis is structured with a logical flow, there is a distinction between conclusions, recommendations and lessons learned and the summary is clear and representative. (DAC Standard 10)

5) *Reporting*

The report presents the purpose, scope, objectives, context and evaluation criteria used (UNEG Standards 3.16, 4.1-4.7)

The evaluation presents results clearly, consisting of:

- findings, based on analysis and observations, conclusions, and
- recommendations which are supported by the evaluation results.
- Responds concisely to specific issues in the ToR and common evaluation questions.
- Focuses on programme results, i.e. outcomes and impact.

- Is balanced, i.e. provides evidence that identifies weaknesses as well as strengths and areas where performance has been less than desirable
- Includes lessons of past experience with future implications. (IAEA Guidelines, UNEG Standards 4.12-4.17)

Disagreements within the evaluation team are acknowledged (DAC Standard 7.2)

Stakeholders' comments are incorporated in the report (DAC Standard 8.1)

Where evaluators find evidence of wrong-doing or unethical conduct, they report it to the proper oversight authority. (UNEG Standard 12)

Evaluation reporting requires an explicit acknowledgement and response from management regarding intended follow-up to the evaluation results. (DAC Standard 9.4, UNEG Standards 1.4, 3.17)

4. List of documents

Documents Reviewed

Management structure:

International Labour Office Senior Management Structure

EVAL org-chart

Evaluation Team-Assignment of key responsibilities (as at November 2009)

EVAL annual workplan 2008/2009, 2010/11

Description of duties for EVAL staff

UN Evaluation:

UNEG Standards for Evaluation in the UN System

UNEG Norms for Evaluation in the UN System

UNEG checklist on evaluation quality

ILO Policies:

GB.294/PFA/8/4 A new policy and strategic framework for evaluation at the ILO-2005

IGDS 74-The ILO Evaluation Unit

IGDS 75-Evaluation in the ILO

IGDS 63-Use of Regular Budget Supplementary Account reserve for evaluation, monitoring and oversight

Circular No.245 Evaluation Advisory Committee

IGDS 8-ILO policy on public information disclosure-April, 2008

Social Justice Declaration

Manual & Guidance notes

ILO Guidelines to Results-Based Evaluation Principles, Rationale, Planning and Managing for Evaluations

Evaluation guidance: Planning and Implementing Evaluation for Results

Evaluation guidance: DWCP monitoring and self evaluation guide

Evaluation guidance: Independent evaluation of DWCP

Evaluation guidance: Considering Gender in M&E of projects

Documents Reviewed

Evaluation guidance: Searching an evaluator
Evaluation guidance: Capturing and using evaluation lessons learned
Checklist for formatting evaluation reports
Quality checklist for evaluation reports
Checklist for evaluation TORs
Dissemination and disclosure policy for evaluation reports
Criteria for the selection of major topics of ILO evaluation agenda by the Office
Evaluability assessment for DWCPs and projects: how to guide and tool (CD-ROM)
PARDEV technical cooperation manual – version 1
Evaluation Advisory Committee (EAC)
Circular No. 245 Evaluation Advisory Committee
Minutes of the meetings of the Evaluation Advisory committee
GB.298/PFA/8-Establishment of an Independent Oversight Advisory Committee
GB.304/PFA/6/4-Reports of the Independent Oversight Advisory Committee

Reports:

List of evaluations conducted (2005-2009), and planned evaluations (2010)
Annual Evaluation Reports 2005, 2006, 2007-2008, 2008-2009
Follow up actions to evaluation recommendations
Comparison of the Independent Quality Appraisals of ILO's 2007 and 2008 Independent Project Evaluation Reports
Independent Self-Evaluation of Evaluation Function: 2010
Multi-Country DWCP Evaluations: Meta Analysis Report
Top ten lessons learned from a review of independent project evaluation reports: 2007 results
Governing Body (GB) 303rd & 306th Session-Evaluation agenda for decision and discussion minutes
Reports of the PFA committee
Annual Evaluation Report 2008-2009
Annual evaluation report 2007-08
Evaluation quality/advisory activities
Stock taking report
Stock taking exercise (mandate and evaluation types)
Evaluability assessment tool
Evaluability assessment reports (2008 & 2009)
Mission report-Retrofitting exercise
Lesson learned from a review of DWCP evaluation reports (including power point)
7 top lessons learned from a review of DWCP independent evaluations carried out in the 4 past years: Turin 2009 (power point)

Evaluation database user guide:

i-Track User Guide
2007 Analysis of lessons learned-(i-Track)

Documents Reviewed

ILO Regional evaluation network:

Circular No. 2 (2007): Establishment of regional evaluation network (Asia)

Minute sheet: Establishment of regional evaluation network (Africa)

Latin America: Evaluation focal points

Minute sheet-evaluation activities in the regions 2008-2009

Financial data:

IGDS 118-Technical cooperation budgets, September 14, 2009

Programme and Budget (P&B) -Operational budget: Evaluation

Overview of budget data EVAL, IPEC, RBSA and Budget and expenditure analysis for independent evaluation-BL-016.050

IPEC materials:

IPEC-DED Terms of reference for evaluation function

List of initiatives and work carried out on the follow-up to evaluations

Documentation of Outcomes of Evaluation template

Follow-up matrix for six-monthly Technical Progress Report

DED Note for Project Management on the Process of Independent Evaluations

List of Guidelines and Notes on the Programme/Project Cycle

Evaluation and Impact Assessment Plan template

IPEC Guidelines on good practice

Regional material:

Position description: Monitoring & Evaluation Advisor (ROAS)

Position description: Programme Officer – knowledge management (ROAS)

ToRs: BCPR Syria DWCP 2008-2010

Highlights of technical cooperation implementation: 2008 (ROAS)

2009 TC highlights: 2009 (ROAS)

Project recommendations tracking table (ROAS)

Project evaluation matrix (ROAS)

M&E Plan, 2009 (ROAS)

EVAL mission report: Beirut, capacity building training program, Dec. 2009

Final Independent evaluation report: SIYB Qatar, 2008

Final Independent Evaluation Report: Local Socio-Economic Recovery in War-Affected Areas of South Lebanon, 2009

Final Independent evaluation report: Promoting Decent Work and Gender Equality in Yemen, 2009

Workshop report: Implementation, monitoring & evaluation in a results-based management context, Yemen, 2008

Monitoring and Evaluation draft plan, 2010-2011 (ROAP)

Regional Evaluation Schedule 2010-2011-by sub-region (ROAP)

Asian Decent Work Decade Resource Kit: 2006-2015 (ROAP)

Taking Stock of Evaluation Work in Asia and the Pacific, May 2009 (ROAP)

ILO Regional Evaluation workshop, June 2007 (ROAP)

ILO Managing Project Evaluations Workshop, June 2007 (ROAP)

Documents Reviewed

Training and Employment Opportunities to Address Poverty Among Rural Youth: A Synthesis Report, A Joint Study by FAO, ILO, and UNESCO, 2009 (ROAP)

Bangladesh and Cambodia DWCP Review (ROAP)

Do International Migration Policies in Thailand Achiever Their Objectives? A Working Paper, March 2008 (ROAP),

Best Practices in Fostering Migration Opportunities: Do they work? A Working Paper, March 2009 (ROAP)

High-level evaluations (for coding purposes):

Independent Evaluation of ILO's Strategy for Employment Creation through Employment-intensive Investment, 2006

Independent evaluation of the ILO DWCP in Indonesia, 2006-09

Independent evaluation of the ILO's country programme for Argentina

Independent evaluation of the ILO's country programme for Jordan: 2002-07

Independent evaluation of the ILO's country programme for Philippines

Independent evaluation of the ILO's country programme for Ukraine

Independent evaluation of the ILO's country programme for Zambia: 2001-2007

Independent evaluation of the ILO's strategy to improve the protection of migrant workers

Independent evaluation of the ILO's strategy to increase member states' capacities to develop policies and programme aimed at youth employment, 2009

Independent evaluation of the ILO's strategy to support member states to improve the impact of international labour standards

Independent evaluation of the InFocus Programme on Social Dialogue, Labour Law and Labour Administration, 2005

Independent evaluation of the InFocus Programme on Socio-Economic Security, 2005

Thematic evaluation report: Gender issues in technical cooperation, 2005

Independent evaluation of the ILO's implementation of strategic budgeting within a results-based management framework

IPE Evaluations (for coding purposes):

Argentina	Programa integrado de apoyo para la reactivación del empleo en la Argentina
Madagascar	Investissements à haute intensité de main-d'oeuvre (HIMO) – urbain and communal
Region Asia	Strategic approaches towards employment promotion (ILO/PEP)
Brazil	Support to the time-bound programme on the elimination of the worst forms of child labour in Brazil
Inter-regional	Measuring longer term impact on children and families through tracking/ tracer methodologies
Pakistan	Combating child labour through education and training, Phase II
Region Americas	Progressive eradication of child labour in the commercial agriculture sector in Central America and the Dominican Republic
Region Americas	Prevention and gradual elimination of child labour in agriculture in Central America, Panama, and the Dominican Republic, Phase II
Region Americas	Libertad sindical, negociación colectiva y relaciones de trabajo en Centro América
Ghana	Working out of poverty – Ghana Decent Work pilot programme
Sri Lanka	Employment sourcing and delivery system in Sri Lanka: JobsNet
Region Americas	Políticas de erradicación de la pobreza, generación de empleos y promoción de la igualdad de género dirigidas al sector informal en América Latina

Documents Reviewed	
Inter-regional	Knowledge Sharing on decent work and the informal economy in the context of poverty reduction
Inter-regional	Technical coordination and knowledge sharing on the theme "Gender equality in the world of work"
Central America	Erradicación progresiva del trabajo infantil en el sector de la agricultura comercial en Centroamérica y República Dominicana (segunda fase)
Region Africa	Supporting the time-bound programme to eliminate the worst forms of child labour in South Africa's Child Labour Action Programme and laying the basis for concerted action against the worst forms of child labour in Botswana, Lesotho, Namibia and Swaziland
Region Americas	Strengthening the prevention of trafficking of children, adolescents, and women for sexual exploitation to Europe, the United States and further destinations and establishing a rehabilitation and repatriation methodology of rescued persons
Inter-regional	Prevention and reintegration of children involved in armed conflict
Region Americas	Strengthening of labour administration services
Honduras	Extensión de la cobertura de la seguridad social en Honduras
Philippines	Promoting Youth Employment in the Philippines
Region Europe	Skills Development for the Reconstruction and Recovery of Kosovo (Phase I and II)
Dominican Republic	Combating the Worst Forms of Child Labour in the Dominican Republic. Supporting the Time Bound Programme in the Elimination of the Worst Forms of Child Labour in the Dominican Republic
Pakistan	Combating Child Labour in the Carpet Industry in Pakistan - Phase II
Region Africa	Skills Training Strategies to Combat WFCL in Urban Informal Sector in Sub-Saharan Anglophone Africa
Inter-regional	Prevention and Reintegration of Children Involved in Armed Conflict An Inter-Regional Programme
Lao PDR	Lao PDR Social Security Project 2002-2007
Inter-regional	Mainstreaming Gender in Employment Policies and Programme – A Joint ILO-UNIFEM Initiative
Papua New Guinea	Start and Improve Your Business (SIYB): PHASE III 2004-2008 Papua New Guinea
Region Americas	Fortalecimiento de los servicios de las administraciones del trabajo
Zambia	ILO/BDS Zambia: Developing business service markets for micro- and small enterprises
Jordan	National programme for the prevention and elimination of child labour in Jordan
Pakistan	Combating child labour through education and training: Phase II, Support to the time-bound programme
Region Africa	Skills training strategies to combat WFCL in urban informal sector in Sub-Saharan Anglophone Africa

Documents Reviewed	
Turkey	Combating the worst forms of child labour in Turkey: Supporting the time-bound national policy
China	Corporate social responsibility in the Chinese textile industry
Vietnam	Promoting sound industrial relations at the workplace and strengthening the capacity of industrial relations actors in Viet Nam
Inter-regional	Final Project Evaluation of the Public-Private-Partnership Project between VW/ILO/GTZ Global Compact and Safety and Health – OSH and Supply Chain Management
Region Asia	JOINT Evaluation: ILO/Japan project on managing cross-border movement of labour in Southeast Asia RAS/05/02/EEC ILO/UNIFEM/EC Asian programme on the governance of labour migration
Mozambique	Working out of Poverty in Mozambique
Nepal	Employment creation and peace building based on local economic development – Mid Term Evaluation
Africa regional	Independent evaluation of the COOP Africa Programme – Mid Term Evaluation
Inter-regional	Decent Work Country Programmes and Results-Based Management: Strengthening core ILO capacity (PROGRAM, PARDEV, EVAL) – Final Evaluation
Dominican Republic	Apoyo al Programa de Duración Determinada para la eliminación de las Peores Formas de Trabajo Infantil en La Republica Dominicana. Fase II (2007-2009)
Asian Regional	Economic and social empowerment of returned victims of human trafficking – Final Self Evaluation
(D.R.) Congo	Améliorer la gouvernance dans les mines du Katanga par la promotion du travail décent - Mid Term Evaluation
Self-evaluations (for coding purposes)	
Brazil: Project Against Trafficking in Persons	
Combating Forced Labor & Trafficking of Indonesian Migrant Workers	
Rla0604spa-Políticas De Empleo Para La Igualdad De Género Y Raza/Etnia En Los Paises De Mercosur y Chile	
Employment Creation & Peace Building based on Local Economic Development (EmpLED)	
TVET Reform Project in Bangladesh	
Proimujer Programa de Igualdad de Oportunidades en la Formación y el Empleo- Final Self Evaluation	
RLA0503USA-Verificación de la implementación de las recomendaciones del Libro Blanco en Centroamérica y República Dominicana	
Bol0007dac-Capacitacion De Mano De Obra Y Promocion De Microempresas En Apoyo A La Estrategia De Erradicacion De Cultivos De Coca En El Tropico De Cochabamba	
Economic & Social Empowerment of Returned Victims of Trafficking	

5. List of Interviews

Stakeholders Interviewed and Date of Interview		
Governing Body:		
Mr. Oechslin, Eric	Senior Adviser, Employer Group	3/23/10
Ms. Gonzalez, Raquel	Workers Conference Bureau	4/20/10
Regional Coordinators:		
Mr. Samir Koubaa (Africa)	Permanent Mission of Tunisia	3/12/10
Mr. Greg Vines (Asia and the Pacific)	Permanent Mission of Australia	3/12/10
Mr. Carlos Enrique Flores (Americas)	Permanent Mission of the Bolivarian Republic of Venezuela	3/18
Ms. Alexandra Spanu (Eastern Europe)	Permanent Mission of Romania	3/26/10
Mr. Hubert Martin (Western Europe)	Permanent Mission of France	3/26/10
Ms. Joanne Hamilton (IMEC)	Permanent Mission of Canada	3/26/10
IOAC Member:		
Mr. Denys Chamays	IAOC Chair	3/24/10
Senior Management Team:		
Ms. Maria Angelica Ducci	Executive Director, CABINET	6/22/10
Mr. Tapiola, Kari	Executive Director, ED/NORM & Chair of EAC	5/26/10
Mr. Diop, Assane	Executive Director, ED/SOCIAL PROTECTION	3/24/10
Mr. Dragnich, George	Executive Director, ED/DIALOGUE	4/23/10
Ms. O'Donovan, Patricia	Executive Director, Management and Administration (EDMAS)	3/25/10
Mr. Eyraud, François	Executive Director, ITC-TURIN	3/22/10
Mr. Xirinaches, José Manuel Salazar	Executive Director, ED/EMPLOYMENT	4/23/10
Ms. Nesporova, Alena	Deputy Regional Director, EUROPE	3/26/10
Mr. Maninat, Jean	Regional Director, Americas	3/19/10
Ms. Al-Nashif, Nada	Regional Director, Arab States	3/18 & 4/22/10
Ms. Yamamoto, Sachiko	Regional Director, Asia	3/15/10
Mr. Dan, Charles	Regional Director, Africa	3/22 & 4/16/10
Office Directors:		
Ms. Van Leur, Alette	Director, PARDEV	3/26/10
Mr. Thurman, Joe	Director, PROGRAM	3/25/10
Mr. Cunniah, Dan / Cariroloa, Enrico	Director, ACTRAV/WORKERS /	3/17/10
Mr. Torres, Raymond	Director, INSTITUTE	4/15/10
Ms. Thomas, Constance / Mr. Wichmand, Peter	Director/IPEC / IPEC-DED	3/23/10 & 4/19/10
Mr. Diez Medina, Rafael	Director, STATISTICS	3/23/10
Mr. Poschen, Peter	Director, EMP/ENTERPRISE	3/24/10
Ms. Hodges, Jane	Director, GENDER	3/19/10
Mr. Johnson, Greg	Director, Treasurer and Financial Comptroller, TR/CF	4/16/10
Mr. Casale, Giuseppe	LAB/ADMIN	3/15/10

Independent External Evaluation of the International Labour Office Evaluation Function

Stakeholders Interviewed and Date of Interview		
Unit Chiefs:		
Ms. Kamioka, Keiko	Chief, Internal Audit and oversight (IAO)	3/15/10 +
Ms. Logan, Carole	Chief, Evaluation Unit (EVAL)	4/16/10 +
Mr. Awad, Ibrahim	Chief, MIGRANT	3/17/10
Ms. Gonzalez-Marroquin Gerardina	Chief, EXREL/UN Reform	3/24/10
Other Headquarters Staff:		
Mr. Wichmand, Peter	Head of IPEC/DED	4/19/10
Mr. Richard Longhurst	Senior Evaluation Officer, IPEC/DED	4/19/10
Ms. Asukai, Namoi	Senior Evaluation Officer, IPEC/DED	4/19/10
Ms. Prada de Mesa, Tita	PARDEV	4/21/10
Mr. Lamotte, David	EMP/ENTERPRISE	4/22/10
Mr. Wickramasekara, Piyasiri	MIGRANT	
Ms. Coenjaerts, Claudia	ED/EMP/MSU	4/22/10
Mr. Kerschner, Stewart	Dashboard Project Manager	3/16 & 4/21/10
Ms. Yuka Okumura	Program analyst, PROGRAM	
Ms. Allen, Christiana	Senior Advisor, ED	4/25/10
Ms. Duma, Leatitia	Programme Officer, Better Work	4/21/10
Mr. Boyle, Conor	Technical specialist, Better work	4/21/10
Ms. Rossi, Arianna	Better work	4/21/10
EVAL Team, individually and collectively as focus group:		
Mr. Guzman, Francisco	Evaluation Officers, EVAL	3/15/10 +
Ms. Henry, Carla	Evaluation Officer, EVAL	4/19/10 +
Mr. Russan, Craig	Evaluation Officer, EVAL	4/20 & 22/10
Ms. Neuberger, Janet	Systems Analyst	4/20 & 22/10
Asia/Pacific Regional Office:		
Mr. Thijs, Guy	Deputy Regional Director	4/5/10
Ms. Klotzbuecher, Karin	Chief of Regional Programming Unit	4/2/10
Mr. Pasaribu, Oktavianto	Regional Programme Analyst	4/2/10
Mr. Salter, Bill	Sub-regional Office Director	4/2/10
Ms. Pringsulaka, Pamornrat	Regional Monitoring & Evaluation Officer	4/2/10
Ms. Reerink, Anne Marie	CTA	4/2/10
Ms. Breda, Valerie	Microfinance Expert	4/2/10
Programme Managers/CTA focus group:		
Mr. Wang, Jiyuan	Deputy Director, SRO Bangkok	4/7/10
Mr. Kawakami, Tsuyoshi	Specialist	4/7/10
Ms. Chaikitsakol, Suttida	National Project Coordinator	4/7/10
Mr. Donnges, Chris	Senior Specialist	4/7/10

Stakeholders Interviewed and Date of Interview		
Programme Officer focus group:		
Ms. Bhadasiri, Suradee	Programme Officer for Cambodia	4/7/10
Ms. Srisuknam, Jittima	Programme Officer for Thailand	4/7/10
Ms. Srinopnikom, Suthida	Programme Officer for Regional Unit	4/7/10
Ms. Leechanavanichpan, Rakawin	Programme Officer – Lao PDR	4/7/10
Ms. Rugworakijkul, Wipusara	Programme Officer	4/7/10
ILO Jakarta Office:		
Mr. Van Rooij, Peter	Acting Office Director	4/5/10
ILO Staff in Jakarta focus group:		
Ms. Liewkiat, Parissara	International Programme Officer	4/5/10
Ms. Sudarto, Dyah R	Programme Officer	4/5/10
Mr. Muhammad, Tauvik	Programme Officer	4/5/10
Ms. Kejser, Lotte	CTA Migrant Workers Project	4/5/10
Ms. Ratnawati, Arum	National Project Manager (IPEC)	4/5/10
Mr. Daru, Patrick	CTA EAST Project	4/5/10
Mr. Cognac, Matthieu	CTA Joy Project	4/5/10
Indonesia Ministries & Tripartite Constituents:		
Mr. Hawignyo	Head Division of Foreign Cooperation Ministry of National Education	4/5/10
Mr. Surjono, Bambang	KSPI: Workers Organisation	4/5/10
Mr. Djaja, Komara	Secretary to the Coordinating Ministry, Senior advisor on Law and Institutions	4/5/10
Mr. Djimanto	Vice Chairman, APINDO: Employers Organisation	4/5/10
Mr. Guntur Witjaksono	Ministry of Manpower and Transmigration	4/5/10
Ms. Rahma Iryanti (Ibu Yanti)	Director of Manpower and Work Opportunity, National Planning Development Agency	4/7/10
Regional Office for Latin America:		
Florencio Gudiño	Chief, Regional Programming Unit	4/13/10
Sabas Monroy	Oficial de Monitoreo y Evaluación	4/13/10
Regional Office for Africa:		
Mr. Kabundi, Mpena	Deputy Regional Director - PPC	4/16/10
Jürgen Schwettmann	Deputy Regional Director - MAO	4/16/10
Cynthia Yinusa	Chief, Regional Programming Unit	4/16/10
Gugsa Farice Yimer	Senior Evaluation Officer	4/16/10
Regional Office for Arab States:		
Maurizio Bussi	Deputy Regional Director	4/19/10
Jean François Klien	Chief, Regional Programming Unit	4/19-22/10
Gregor Schulz	CTA, Support to Public Employment Services	4/20/10
Assaad El-Dorr	Project Coordinator, LSER in War-Affected Areas in South Lebanon	4/20/10
Najwa Ksaifi	CTA, Promoting Decent Work & Gender Equity in Lebanon, Jordan & Syria	4/20/10

Stakeholders Interviewed and Date of Interview		
Abdelhamid Kalai	CTA, Skills Development, Employment Services & LER for Construction Sector	4/20/10
Amin AlRwaidat	CTA, Sub-regional Labour Inspection	4/20/10
Azfar Khan	Migration Specialist	4/20/10
Walid Hamdan	Worker's Specialist	4/20/10
Rania Bikhazi	Small Enterprises Specialist	4/20/10
Hisham Abou Jaoude	Employers Specialist	4/20/10
Mary Kawar	Skills & Employability Specialist	4/20/10
Simel Esim	Gender Specialist	4/20/10
Julian Magnat	Crisis Specialist	4/20/10
Abdoullah Zouhair	Labour Standards & Law Specialist	4/20/10
Phil Fishman	CTA – Better Work Jordan	4/21/10
Mansour Omeira	Research & Knowledge Sharing Officer	4/21/10
Shaza Al-Jundi	Programme Officer	4/22/10
Ghia Osseiran	Programme Officer Knowledge Sharing	4/21/10
Rasha Tabbara	Program Assistant	4/19/10
Jordan Ministries & Tripartite Constituents:		
Moussa Khalaf	Ministry of Labour	4/21/10
Zaki Ayoubi	Jordan Chamber of Industry	4/21/10
Bilal Malkawi	Worker's Organization	4/21/10
International Training Centre – Turin:		
Mr. Antonio Graziosi	Director, Training Programmes	3/22/10
Mr. Robin Poppe	Chief, Learning and Communication Services & Chief, Evaluation	3/22/10
Ms. Jeanette Shalabi	Chief, Programme Development and Regional Cooperation Services	3/22/10
Others – Non-ILO:		
Mr. Even Fontaine Ortiz	Joint Inspection Unit	3/16/10
Mr. Juha Oitto	UNEG Secretariat	4/7/10
Mr. Paul DeLay	UNAIDS	3/22/10
Ms. Demetra Arapakos	UN-OIOS	4/7/10

C. Key Developments in ILO Evaluation Function: 2005-09

Dates	Milestone Event
Mar 2005	New central Evaluation Unit established by Director General; EVAL begins regularly participating in UN evaluation group meetings and activities
Nov 2005	New Evaluation Policy & Strategy approved by Governing Body
Nov 2005	Evaluations conducted: Infocus Programme on Social Dialogue, Infocus Programme Socio-Economic Security, and ILO's Results-based Management

Dates	Milestone Event
Jan-Dec 2006	Key elements of New Evaluation Policy & Strategy implemented, most notably: (a) network of evaluation focal points; (b) country-level evaluations; (c) involvement of constituents and partners; (d) internal monitoring data base designed based on IPEC system; (e) extra budgetary resources mobilized to expand staff by two professionals (knowledge and communication specialist and senior evaluation officer)
Apr 2006	New guidance and procedures for planning and managing Independent Project Evaluations release
Apr 2006	Evaluation Guidance: Independent Evaluations of Decent Work Country Programmes
May 2006	May 2006 Draft Evaluation Guidance: Decent Work Country Programmes Monitoring and Self-Evaluation Guide. EVAL writes evaluation chapter in TC manual and training module for managers for 'Management leadership development programme' (HRD)
May 2006	EVAL develops methodology and conducts external quality assessment of decentralized independent evaluation reports (repeated each year on approximately 40 evaluation reports).
Mid 2006	EVAL led in drafting a proposal to accelerate the implementation of the evaluation policy and function. This was then funded by Dutch and DFID. Original funding to EVAL approximately \$1 million to be spent over three years.
Mid 2006	Intranet and Internet web pages designed and launched online. Source of evaluation reports, all policies and guidance notes for ILO staff and public.
Oct 2006	Philippines DWCP evaluation featured for full day in senior management programming workshop—all line managers from HQ and field participated.
Nov 2006	First High level evaluations presented to PFAC: Evaluation of the ILO's Strategy for Employment-intensive Investments, and ILO Country Programme for the Philippines.
Nov 2006	1st Annual Evaluation Report(2005) submitted to GB
Sept 2007	iTrack prototype established and tested.
Dec 2006	First EVAL training in Asia on M&E planning, evaluability, indicator development, country programme reviews and evaluations.
Dec 2006 -Jan 2007	Evaluation training orientation module delivered at Geneva on project evaluation (one day training for senior technical staff linked to HQ evaluation network)
Jan 2007	Extra-budgetary funding available for evaluation strategy
Feb 2007	Evaluation Advisory Council convenes for its first meeting
Jan-Dec 2007	EVAL delivers the evaluation module at the pilot Project Cycle Management Workshops in Turin, 4 separated training events.
Jun 2007	EVAL conducts two-day training for Asia evaluation network: 1-2 persons per ILO office attended; conducts one-day training for Bangkok SRO technical specialists.
Jul 2007	EVAL staff expanded to add P4 senior evaluation officer; position regularized in March 2008.
Sept 2007	Evaluation Guidance: Considering Gender in Monitoring and Evaluation Projects
2007	EVAL collaborates with Europe and Asia evaluation focal persons, to conduct country programme reviews (Nepal, Albania, Cambodia). Becomes regular practice in Asia, 2 per year.
Oct 2007	EVAL also conducted joint training on DWCP M&E with PROGRAM (one week of which 2 days focused on M&E) in Lima and South Africa. Also one day training in Budapest by EVAL (DWCP M&E).
Nov 2007	PFAC reviews and approves the country programme evaluations for Ukraine and for Argentina and the Annual Evaluation Report 2006
Jan–Mar 2008	EVAL staff conduct two country case studies for UNEG; evaluability assessment of eight pilot one UN country programmes.
Feb 2008	EDMAS transfers EVAL's project to PROGRAM where it is managed as a capacity building project for DWCP. Additional funds secured to cost share regional evaluation officer positions (June 2008)
July 2008	Two-day training in Beirut on DWCP M&E; April 2008 half-day training on M&E in Berlin for Office Directors. October 2008, presentation and discussion at Africa directors meeting on DWCP M&E.
Sept 2008	EVAL receives two new staff persons funded from PSI and XB resources.
Nov 2008	PFAC reviews and approves 2 country programme evaluations. Jordan and Zambia as well as the evaluation

Dates	Milestone Event
	of the ILO's Strategy for Migrant Workers' Protection and evaluation of Impact of International Labour Standards.
Nov 2008	Independent evaluation of evaluation policy & strategy reaffirmed by PFAC
Jun 2008 - Oct 2009	Regional Monitoring and Evaluation Officers introduced [P- level positions are established – only 4 of 5 filled]
Mar 2009	Evaluation directive confirming organizational authority, role and accountability with the Office issued by Director General as DG Announcement and Office Directive issued.
May 2009	Eval organizes and delivers the first evaluation training for tripartite constituents takes place in ILO International Training Center, Turin.
Jan–Jul 2009	Introduction of new data sets in iTrack recording lessons learned and good practices. The new modules generate management reports based on a set of metadata.
Jan–Jul 2009	Introduction of new data sets in iTrack to record evaluation recommendations and provide more efficient access to these for follow-up by project management
Jun-Oct 2009	Training was part of the UN Reform, RBM and DWCP capacity building and EVAL had a half day for M&E; no training on evaluation, only evaluability.
Jun 2009	Revised TC Manual chapter 7: [Project Evaluation] was submitted to PARDEV.
Oct 2009	First regional evaluation network meeting in Turin, including IPEC. The meeting established new criteria for collaboration with the regional evaluation network focal points, and also created a protocol for follow-up.
Nov 2009	PFAC reviews and approves the Decent Work Country Programme Evaluation for Indonesia, and the evaluation of the ILO's Strategy for Youth Employment.
Nov 2009	Initiative for IEE is adopted/endorsed by Governing Body.
Nov 2009	Request for Proposals for Independent External Evaluation of the Evaluation Function released.
Dec 2009	EVAL writes version one of official evaluation guidelines to elaborate the evaluation policy and governance documents.
Dec 2009	Independent Self-Evaluation of the ILO's evaluation function completed.

D. Location of Evaluation in Organizations of the United Nations System

Organization	Location of Evaluation Function	Source
United Nations	<p>The Inspection and Evaluation Division (IED) was formally established on 1 January 2008 after deliberations by the Member States and the Secretariat in the context of the 2005 World Summit mandated "Comprehensive Review of Governance and Oversight within the UN System". Previously known as the Monitoring, Evaluation and Consulting Division (MECD), IED today focuses on the conduct of independent inspections and evaluations on behalf of the Secretary-General and the Member States. IED evaluations and inspections are meant to assist intergovernmental bodies and programme managers in assessing the relevance, efficiency, effectiveness, and impact of Secretariat programmes. In accordance with its mandate, set forth in General Assembly resolution A/RES/48/218 B (and later resolutions A/RES/54/244 and A/RES/59/272), IED's role is to help assure Secretariat programmes' accountability for attaining their mandates, while in the process foster institutional learning, and improvement, through reflection by programmes and Member States on performance and results.</p> <p>Operational independence</p> <p>IED assists the Secretary-General in fulfilling his internal oversight responsibilities by providing him with reports on the work of the Division. The Secretary-General is required to transmit OIOS reports directly (that is, without revisions) to the General Assembly. OIOS has the authority to report on any action it considers necessary to fulfill its oversight responsibilities, and it has the right to access all records, documents, assets and premises it considers necessary in the conduct of its activities.</p>	http://www.un.org/Depts/oios/pages/ied.html

Organization	Location of Evaluation Function	Source
Specialized Agencies of the United Nations System		
FAO	The FAO Evaluation Service, established in 1968, assures the effective operation of the evaluation system in the Organization. It also plays an active role in UN System inter-agency discussions for strengthening and harmonizing evaluation approaches and criteria. The Service was located in the Office of Programme, Budget and Evaluation. Evaluation functions also as one part of the overall oversight regime in FAO. The other components of the oversight regime are external audit, internal audit, inspection and investigation.	http://www.fao.org/pbe/pbee/en/about/index.html
IAEA	Reporting directly to the Director-General The Office of Internal Oversight Services (OIOS) was established to strengthen the Agency's ability to change through improved management practice, programme performance and enhanced accountability.	http://www.iaea.org/About/Jobs/dgo.html
ICAO	The Evaluation and Internal Audit Office reports directly to the Secretary-General	http://www.icao.int/icao/en/structure_en.pdf
IFAD	Under the IFAD Evaluation Policy established in 2003, the Office of Evaluation reports directly to the IFAD Board	http://www.ifad.org/governance/internal/index.htm
IMF	The Independent Evaluation Office (IEO) was established in 2001 to conduct independent and objective evaluations of Fund policies and activities. Under its Terms of References, it is fully independent from the Management of the IMF and operates at arm's length from the Board of Executive Directors. The IEO's mission is to: <ul style="list-style-type: none"> ■ enhance the learning culture within the Fund, ■ strengthen the Fund's external credibility, ■ promote greater understanding of the work of the Fund, and ■ support institutional governance and oversight. 	http://www.ieo-imf.org/
ITU	In the Office of the Secretary-General, the Corporate Strategy Division's mandate is, "To coordinate the development and facilitate the implementation of an ITU Corporate Strategic Planning and evaluation framework. In particular working closely with the Sectors in establishing key performance indicators related to the achievement of ITU's Strategic Goals within its mandate, assessing progress towards these Goals and preparing an annual Strategic Plan Progress report on the implementation of the Strategic Plan.	http://www.itu.int/osg/csd/index.html
UNESCO	UNESCO's Internal Oversight Service (IOS) consists of three branches: internal audit, evaluation and investigation. IOS is a central service which reports directly to the Director-General of UNESCO and provides independent and objective assurance as well as advisory services designed to add value and improve UNESCO's operations. The office has the authority to initiate, carry out and report on any action it considers necessary to fulfill its responsibilities with regard to its oversight functions.	http://portal.unesco.org/en/ev.php-URL_ID=21622&URL_DO=DO_TOPIC&URL_SECTION=201.html
UNIDO	Reporting to the Director-General Office of Internal Oversight Services, IOS • Office of Legal Affairs, LEG • Office for Change and Organizational Renewal, COR • Focal Point for Ethics and Accountability	http://www.unido.org/fileadmin/user_media/About_UNIDO/structure_revised.pdf
UPU	Internal Audit (no formal evaluation unit) reports directly to the Director-General	http://www.upu.int/ib/en/ib_organizational_chart_en.pdf
WHO	Director-General Deputy Director-General Executive Director Advisers Governing Bodies Internal Oversight Services Legal Counsel Communications Ombudsmen Public Health, Innovation and Intellectual Property Secretariat to the Framework Convention on Tobacco Control	http://www.who.int/about/structure/en/index.html

Organization	Location of Evaluation Function	Source
WIPO	The Internal Audit and Oversight Division (IAOD) is responsible for conducting - in an independent manner - audits, inspections, investigations and evaluations, making recommendations to assist management in discharging its responsibilities, achieving the Organization's strategic goals and objectives and safeguarding its staff and assets.	http://www.wipo.int/about-wipo/en/oversight/
WMO	Internal Oversight Office reports directly to the Secretary-General The mission of the Internal Oversight Office (IOO) is to provide independent, objective assurance and consulting services designed to add value to, and improve, WMO's operations. IOO helps the Organization accomplish its objectives by bringing a systematic, disciplined approach to evaluate and improve the effectiveness of risk management, control and governance processes. The consolidated internal oversight mechanism provided by IOO covers internal audit, investigations, inspections, evaluations, monitoring and other management support to strengthen the functioning of WMO.	http://www.wmo.int/pages/governance/direct/index_en.html
World Bank	Independent evaluation in the World Bank Group (WBG) assesses the relevance, efficacy, efficiency of WBG operational programs and activities, and their contribution to development effectiveness. The Director-General, Evaluation (DGE) oversees all independent evaluation work, and appraises other WBG evaluation systems and methods. The DGE discharges these responsibilities through three evaluation units- IEG-WB, IEG-IFC and IEG-MIGA, each of which focuses on different WBG institutions. The DGE is directly responsible to the Boards of Directors of IBRD/IDA, IFC and MIGA.	http://www.ifc.org/ifcext/ieg.nsf/Content/AboutIEG

Funds and Programmes of the United Nations

UNDP	The EO evaluation unit is supposed to be independent of management. It is headed by a Director who reports to the UNDP Executive Board through the UNDP Administrator. The EO has a two-fold responsibility: (a) to provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision making and improvement; and (b) to enhance the independence, credibility and utility of the evaluation function as well as its coherence, harmonization and alignment in support of UN reform and national ownership.	http://www.undp.org/evaluation/documents/Review_of_UNDP_Evaluation_Policy.pdf
UNICEF	The evaluation system mirrors the decentralized structure of UNICEF, with distinctive accountability roles articulated at each level. The headquarters Evaluation Office operates within corporate management structures as an independent office. It provides functional leadership and overall management of the evaluation system, and commissions and conducts independent evaluations. Headquarters divisions and offices also undertake evaluations related to their programmatic and operational areas. Regional offices conduct thematic evaluations related to their regional strategies. Each regional office has a senior officer who supports evaluations undertaken by country offices, providing quality assurance. Country offices conduct a great number of evaluations, normally in collaboration with national partners. Regional- and country-level evaluation staff are not part of independent offices. Nevertheless, the conducting of all evaluations must adhere to United Nations norms for independence. 6. The UNICEF Evaluation Committee, chaired by the Executive Director, reviews the evaluation work programme, evaluation reports and management responses, and advises on evaluation-related matters.	http://www.unicef.org/about/execboard/files/06-15_evaluation_function.pdf
WFP	Office of Evaluation reports to the Executive Director. [There is a separate Resource Management & Accountability Department] The Office of Evaluation carries out: <ul style="list-style-type: none"> ■ Strategic Evaluations, which look at policies, strategies, programmes and thematic areas ■ Country Portfolio Evaluations, which look at the entirety of WFP's work in a country ■ Operations Evaluations, which look at individual operations, programmes or projects. 	http://www.wfp.org/about/evaluation

Organization	Location of Evaluation Function	Source
	<p>The evaluations to be carried out over a two-year period are presented in the Biennial Work Programme, which is approved by the Executive Board as part of WFP's Management Plan. Strategic evaluations are selected through a consultation process to ensure their utility. Operations evaluations are selected on the basis of criteria that ensure a representative sample of operations is evaluated.</p> <p>Evaluations are managed by the Office of Evaluation, which hires teams of independent consultants to ensure the impartiality and independence of evaluations. In addition, operations evaluations are also managed at decentralized levels. The Director of Evaluation signs off on evaluation reports and submits them simultaneously to the Executive Director and the Board. An annual evaluation report presents a synthesis of findings to highlight common strengths and areas that require improvements.</p>	

E. Survey Results: Results Based Management and Evaluation Training

Participant Information	Frequency
Persons invited to participants	50
Invitees not reached (Auto-vacation response due to annual holidays, etc.)	3
Invitees expressing inability to respond because training actually not attended	4
Participants expressing inability to respond because training had inadequate RBM and outcome evaluation component	7
Completed responses	28
Partial responses	3
No response	5
Response rate (38/43)	88.37 %

Question 1. Which evaluation training program/workshop did you attend?

Workshop Attended	Frequency
Bangkok	4
Beirut	4
Budapest	3
Lima	4
Yaoundé	4
Other	5
Not Specified	7
Total	31

**Question 2. What were the main concepts and skills you learned at the training program?
Please mention at least three.**

Topics mentioned in responses	Percentage
Results-Based Management	19.61
DWCP planning & monitoring	17.65
Evaluation methodology and process	5.88
Problem-solving	5.88
UNDAF process	3.92
UN Reforms agenda	3.92
CEB Toolkit	3.92
ILO Evaluation function	1.96
Programming cycle	1.96
One UN system	1.96
Biennial Country Programme Reviews (BCPR)	1.96
2008 Declaration	1.96
Induction into ILO	1.96
Other topics	27.45
Total responses = 102	

**Question 3. How have you used your training from this course in last 6 months?
Please give at least one specific example.**

Topics mentioned in responses	Percentage
Programme planning	16.67
DWCP-UNDAF	12.50
Developing logframe of TC project proposal	12.50
DWCP planning	8.33
CEB Toolkit exploration, design, conduct	8.33
Work easily with colleagues from the others sectors	4.17
Project submission to donor	4.17
Fund utilization with measurable outcomes	4.17
OBW work plan	4.17
Monitoring & implementation	4.17
Evaluation	4.17
Reviewing & commenting	4.17
Revision of TOR	4.17
Training others	4.17
Risk management, performance management & RBM monitoring	4.17
Total responses = 48	

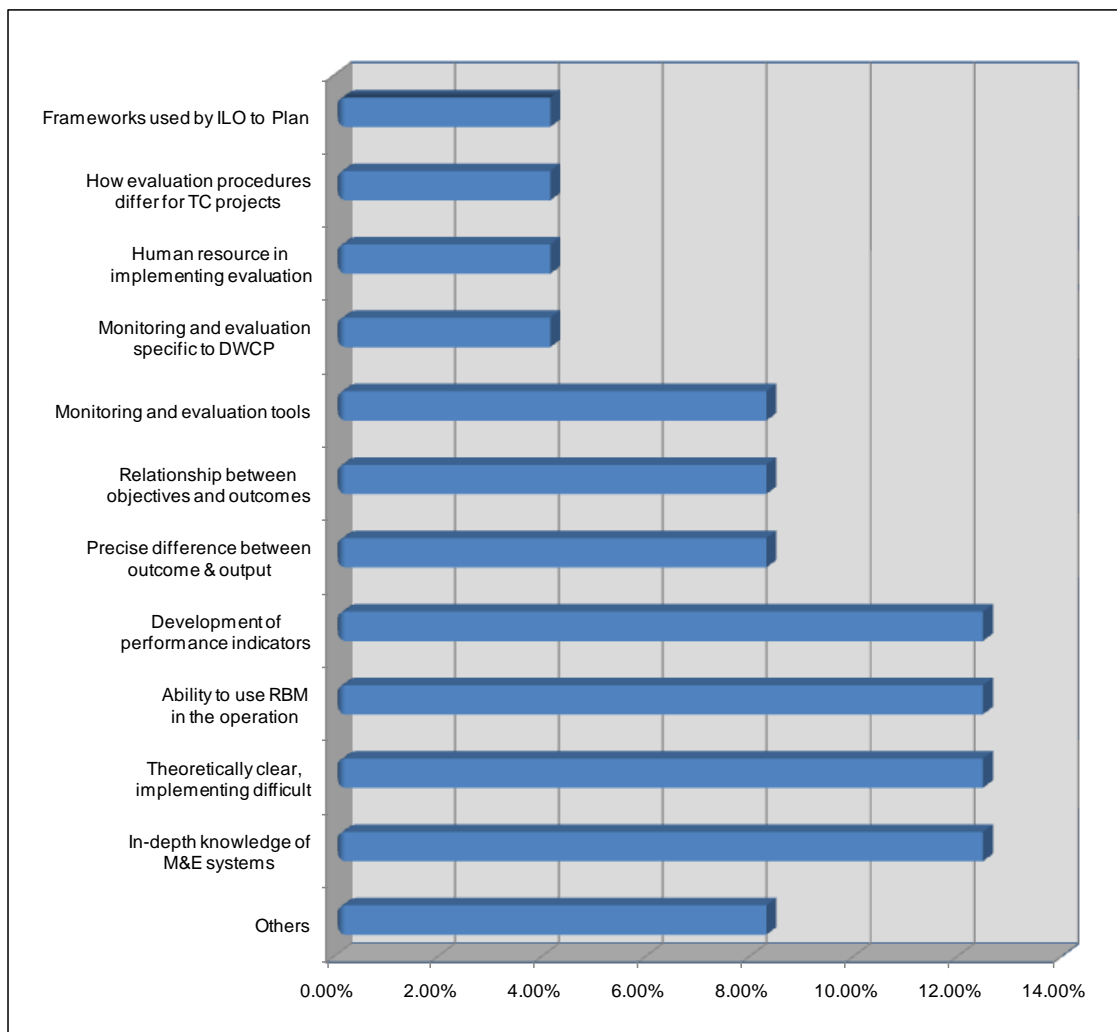
Question 4. What do you feel were the best aspects of this training program, and what could be improved?

(Space for 3 Strengths & 3 weaknesses provided)

Strengths	In %	Improvements required	In %
Facilitation/ facilitator	16.67	Too little time, too many things!	12.90
Exchange of ideas with other participants	14.29	Theoretical approach	9.68
Workshop methodology	11.90	In-depth course rather than general introduction	9.68
A variety of topics	11.90	More discussion on bridging the gap between theory and practice of RBM	8.06
Knowledge transfer	7.14	Course duration	8.06
A combination of various things	7.14	Context/ background not considered	6.45
Good variation in activities	7.14	Real-life group exercises needed	6.45
Comprehensive introduction to the UN system	4.76	Exemplar evaluation samples from EVAL	6.45
Refreshed knowledge	4.76	Training needs to be provide more regularly	4.84
Other	14.29	Pedagogic approach	4.84
		Training material	4.84
		Better identification of knowledge and experience before nomination to training	4.84
		Other	12.90
Total responses = 84		Total responses = 62	

Question 5. Have you identified any gaps in your knowledge or skills in respect to planning and evaluation processes since attending the training event?

(Total responses = 24)



Question 6. Please briefly describe any training you have had in:

Results-Based Management: 6 Positive Responses

Strategic planning: 5 Positive Responses

Impact evaluation: 5 Positive Responses

Question 7. How much, if any, of these training programs could be organized online?

	Percentage
Only introductory part can be organized online	20
Most of the training	20
All of the training	20
No idea	10
None (not as effective as face-to-face training)	30

Question 8. What components should be added to future training programs to make them more effective?
(Actual responses)

Covering fewer issues better instead of focusing on too much
It was not a training event but more of an awareness raising workshop
Composante travaux pratiques
Social partners' involvement in UNDAF planning
Analyse du budget
Assessment of feasibility to accomplish the DWCP priorities at a drafting stage
Application of RMS in developing project proposal
More discussion on how to link RB and TC
How to improve TC projects
Discussion on Indicators with many examples
Effective feedback by the facilitators, which is not easy due to sensitivity and possibly the participants varying professional background
More practical exercises
Workshops should not focus to many themes at the same time
Sharing of good case examples of evaluations
Un trabajo en profundidad para la definición de indicadores de monitoreo e impacto
A case study
Components that help us questioning our operation in terms of how much we actually use the RBM - what do we deal effectively and responsibly with the ad hoc requests we receive in the offices on a daily basis
Include the IT staff in some components of the training to discuss the possible improvement of tools
More on evaluation techniques to build in evaluation as part of all TC projects
More possibility to access background info for new staff
Specific activities for social partners on results based management
Techniques de mobilisation de financement
Strategies for mainstreaming HRBM
Interest people more in evaluation and monitoring processes and do not only threaten them with it
Assessment of what the participants may need more tutorial on. Could be included in the survey or evaluation conducted towards the end
Examples from the field
Un documento con gran cantidad de buenos / malos ejemplos de indicadores
A clear PPT, that we could use as trainers ourselves in our own settings

Perhaps more on evaluation linked to RBM using concrete examples e.g. evaluation of DWCP

To have more time to discuss basic components related to result based management

Language, hopefully the course can be made available in Spanish also

Hands on evaluation and monitoring

Specific clues on how to communicate our evaluation policy and instruments to constituents

More possibility to access background info for new staff

Best practices of M&E

Experiencia conjunta con otras agencias de ONU (en el marco de los MANUD/UNDAF).

Question 9. Which of the following information sources provided/recommended by the ILO have you found useful?

Answer included in the main text: Figure 5.

Question 10. Please rate the following statements pertaining to your evaluation training program/course

Questions/scale items:

The training filled an important gap in my knowledge and skills on conducting evaluations

The training provided insufficient material

The training style was effective for learning and retention

Immediately following the training, I was adequately prepared to put my learning in to practice

The trainer actively involved me in the learning process

The training material was appropriate to my needs

The training did not increase my ability to train and mentor others in carrying out evaluations

The training significantly increased my knowledge on conducting evaluations

The training significantly improved my skills in conducting evaluations

The training did not improve my ability to supervise evaluations

The training provided me adequate take-home materials

The training was irrelevant to my daily work

Please rate the following statements pertaining to your evaluation training program/course

