

**Evaluation of the
Decent Work Country Programme – Results Based Management
(DWCP-RBM) Project**

An Independent Evaluation conducted by:

Robert Lahey

**Final Report
November 2009**

Project Title: Decent Work Country Programmes and Results based Management: Strengthening ILO Capacity

Type of Evaluation: Final

TC/SYMBOL: GLO/06/55/UKM, GLO/06/56/UKM, GLO/08/54/UKM, GLO/06/60/NET

Month/Year Evaluation Completed: October 2009

Country(ies) covered: N/A

Donor: United Kingdom; Netherlands

Project Budget: \$5,678,789.00

Project Start and Ending Dates: Dec. 2006 – Dec. 2009

Evaluation Manager: Anthony Watson

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ILO Administrative Unit: PROGRAM

ILO Technical Unit: PARDEV, EVAL, PROGRAM

Keywords: DWCP, results based management (RBM), evaluation, monitoring

Submitted to EVAL by: Robert Lahey

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List of acronyms and abbreviations

AER	Annual Evaluation Report
ACT/EMP	Bureau of Employers' Activities
ACTRAV	Bureau of Workers' Activities
DaO	Delivering as One
DFID	Department for International Development
DWCP	Decent Work Country Programme
EVAL	ILO Evaluation Unit
GB	Governing Body
GENDER	Bureau for Gender Equality
HACT	Harmonized Approach to Cash Transfers
HLCM	High-level Committee on Management
HLCP	High-level Committee on Programmes
HQ	Headquarters
HR	Human Resources
IAOC	Independent Audit Oversight Committee
ILO	International Labour Organization
INTEGRATION	Policy Integration Department
IRIS	Integrated Resource Information System
IT	Information Technology
ITC	International Training Centre
JAF	Joint Assistance Framework
JCB	Joint Capacity Building training on Working with the UN
JP	Joint Programme
MAS	Management and Administration Sector
M&E	Monitoring and Evaluation
PARDEV	Partnerships and Development Cooperation Department
P&B	Programme and Budget
PITS	Project Implementation Tracking System
PFA	Partnership Framework Agreement
PROGRAM	Bureau of Programming and Management
PRS	Poverty Reduction Strategy
QAM	Quality Assurance Mechanism
RBM	Results-based Management
RBSA	Regular Budgetary Supplementary Account
RBTC	Regular Budget Technical Cooperation
RC	Resident Coordinator
RO	Regional Office
SJD	Declaration on Social Justice for a Fair Globalization
SMART	Specific, Measurable, Attainable, Realistic, Timebound
SPF	Strategic Policy Framework
SRO	Sub-regional Office
TC	Technical Cooperation
UN	United Nations
UNCMT	United Nations Country Management Team
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
XBTC	Extra-Budgetary Technical Cooperation

EXECUTIVE SUMMARY

The independent evaluation of the Decent Work Country Programme-Results Based Management (DWCP-RBM) Project was carried out over September-October 2009. It has addressed issues related to the results achieved by the Project, progress made against Project objectives, management of the Project and examines the logic and appropriateness of the Project in light of ILO's broader context in moving towards a results-oriented organization.

Recommendations are offered (summarized in **Table 1** below) that deal largely with the way forward for the ILO in terms of achieving the necessary aspects associated with results-oriented DWCPs.

The Project has operated since November 2006, though start-up problems required the Project to be 're-phased' in 2008-2009. This resulted in a new, more focused approach to management and coordination of Project efforts. This, plus the creation of a dedicated Project Team, has resulted in improved coordination of training/capacity building efforts across the three ILO Units that have been implicated in the DWCP-RBM Project (PROGRAM, EVAL, PARDEV).

Good results have been achieved by the Project, particularly considering the short period of time that it has been operating (less than two years for Phase II and less than a year for half of the dedicated Project Team members). That said, there is still some way to go in order to achieve the objectives that were originally set out for the Project.

The training and capacity building efforts aimed at ILO field staff have raised a level of understanding of the concepts of RBM as they apply to DWCP as well as linking this to the broader change initiatives of UN Reform. By the end of 2009, all Regions will have been exposed to the Joint Capacity Building training program on UN Reform, RBM, DWCPs, M&E and CEB Toolkit (ILO Capacity Building Programme: Working with UN - *Achieving Decent Work in a Changing Environment*). This is a necessary but not sufficient step though to bring ILO field staff to a level needed to be developing and advising on results-oriented DWCP. ILO field staff have been clear in expressing a need for follow-up support to help these efforts. In this regard, it is recommended that a 'next phase' strategy and work program be developed, focusing on how best to meet those operational needs of ILO field staff. Development of this strategy and program needs to be a coordinated and cooperative effort between the three ILO Units, the Project and the Regions.

Significant progress has also been made in terms of the Project objectives set out for the ILO's Evaluation function. Project funds represent a significant proportion of the budget of the ILO Evaluation Unit and have been used to help establish full-time M&E Officer positions in each Region. Over a relatively short period of time (since 2005), EVAL has built a solid Evaluation infrastructure (policy, procedures, directives) and created a presence and profile within the ILO, all of this with a relatively small team of professionals. The Evaluation function plays a critical role in a results-based organization, both as a lead in conducting a program of systematic evaluation studies (that provide management with insight into performance of projects, programmes and policies), but also as a key mechanism for help in building M&E capacity across the organization. Beyond the current funding period then, the ILO will need to address how best to regularize funding for EVAL, given the important role the function plays.

The greatest gap in terms of unmet Project objectives rests with the ILO constituents. To date, there have been few capacity building efforts targeted at constituents. Feedback from the Regions

suggests that a different approach to training/capacity building is needed for constituents, and one that should not be 'one size fits all'. In many respects, this will be considerably more complicated than the training being offered to ILO field staff. It is recommended that deliberation on an appropriate strategy and program for constituents needs to form the starting point for the 'next phase' work program. Further, development of the strategy and the capacity building program needs to be a collaborative and cooperative exercise involving not only the three ILO Units, the Project and the Regions, but also ACT/EMP and ACTRAV.

Standing back from the details of the Project, it is important for ILO officials to recognize that moving the business to a results-orientation is a long-term exercise that generally involves special efforts over a much longer time period than offered by the DWCP-RBM Project. The experience of other organizations, other countries and other UN agencies would verify that this is a process that involves *years* of efforts. That said, the ILO would be well advised to continue its special efforts launched with the DWCP-RBM Project, so as to continue to make progress on the broad goal of results-oriented DWCPs and avoid slipping back on the progress made to date.

An overview of the recommendations of the DWCP-RBM evaluation study follows. It should be pointed out that Section 8 of the report provides a short lead-up narrative to each area of recommendation, to provide a background context based on study findings and conclusions.

Table 1
Overview of Recommendations from the DWCP-RBM Evaluation

1. Managing Expectations

(1.1) ILO management should acknowledge that the introduction of a results-orientation to DWCP is a goal that will require a long-term investment in special initiatives needed to support attainment of that goal.

(1.2) ILO management need to recognize that the process of moving to results-oriented DWCP will require considerable learning and adjustment by the field staff tasked with these responsibilities.

(1.3) ILO management need to recognize that early efforts at developing results-oriented DWCP may fall well short of the goal. That said, expectations should be built around demonstrating improvement over time to results-oriented DWCP.

2. Continuing the Project beyond the current funding period

(2.1) A dedicated Project Team should be continued to support the efforts still needed to reach the ILO's goal of results-oriented DWCP. It is further recommended that the current team in place should form the nucleus of any continuing team.

(2.2) A new work program should be developed to support the continuing efforts still needed beyond the current Project funding period. This will require development of appropriate strategies for moving ahead and require the active involvement of all three ILO Units (PROGRAM, EVAL and PARDEV), along with the Project should it continue to exist.

(2.3) Should the Project Team continue to exist, a review of assignments will need to be undertaken, in line with the new work program. Some re-assignment might be needed and allowance should be made for possible additions to the Project Team (either on a full-time or temporary basis).

3. Training and capacity building for ILO staff

(3.1) A cost-effective 'next phase' capacity building strategy and program, aimed at ILO field staff tasked with developing results-oriented DWCP, needs to be developed.

<p>(3.2) It is recommended that development of the strategy and program be a joint effort of the three representative ILO Units and the Project, with the active involvement of the Regions. It is further recommended that the process to arrive at a suitable strategy and program be managed by the Project, under the overall supervision of the Project Management Committee.</p>
<p>(3.3) As a means of retaining the knowledge and expanding the reach to a broader ILO audience, it is recommended that cost-effective options be explored for delivering the JCB training package. Two possible options could include development of a CD-ROM and integrating key components into staff training and development at the Turin Centre.</p>
<p>4. Training and capacity building for ILO constituents</p>
<p>(4.1) A strategy and program for capacity building that is appropriate for ILO constituents needs to be developed. Materials developed for ILO staff training provide a useful starting point, but any program needs to recognize the unique circumstances of the constituents.</p>
<p>(4.2) It is recommended that development of the strategy and program be a joint effort of the three representative ILO Units, representatives of ACT/EMP and ACTRAV and the Project, with the active involvement of the Regions. It is further recommended that the process to arrive at a suitable strategy and program be managed by the Project.</p>
<p>(4.3) It is recommended that whatever training for constituents gets rolled out be piloted, with the intent of learning and adjusting as needed.</p>
<p>5. Management and coordination issues</p>
<p>(5.1) The management structure for the Project should continue; that is , a Project Manager directing the work of a dedicated Project Team under the broad direction of a Project Management Committee</p>
<p>(5.2) In developing and rolling out the various capacity building strategies and programs to ILO staff and constituents, there ought not to be ‘one-off’ events, unless first discussed with the Project and agreed to by the Project Management Committee.</p>
<p>(5.3) It is recommended that the Project Management Committee created for the DWCP-RBM Project meet at least once a month, with the Project Team acting as the secretariat to the Committee</p>
<p>6. Funding issues</p>
<p>(6.1) In line with REC (2.2), it is recommended that the ‘next phase’ work program be costed and suitable funding be found in order to carry out the elements needed to sustain and advance the progress made to date on the DWCP-RBM Project</p>
<p>(6.2) In line with REC (2.1), it is recommended that a dedicated Project Team be funded appropriate to the ‘next phase’ work program and assignment of duties. It is also recognized that part of the new funding to support the ‘next phase’ work program may be directed to activities carried out by one of the 3 representative ILO Units</p>
<p>(6.3) Stable funding needs to be found for the ILO’s Evaluation function and, in such a way that its independence is not compromised.</p>
<p>(6.4) The level of funding for the Evaluation function needs to reflect its current activities and growing mandate (as per the SJD). It is recommended that this be re-visited after completion of the 2010 evaluation of ILO’s Evaluation function.</p>
<p>(6.5) Permanent and stable funding for the ILO’s Regional M&E Officer positions needs to be found</p>

1. Introduction

This paper reports on the findings, conclusions and recommendations of an independent evaluation of the International Labour Office's 'Decent Work Country Programme-Results Based Management' (DWCP-RBM) Project. The work was carried out by Robert Lahey, an independent consultant¹, over September-October 2009.

1.1 Scope and Objectives of the Evaluation

The Request for Proposal (RFP) raised a number of issues that the consultant, in his Inception Report² to the client, scoped as four broad issue areas to be addressed by the evaluation. They are presented below:

1. What results were achieved by work funded by the DWCP-RBM Project?
2. Did the DWCP-RBM Project achieve its original objectives?
3. What are the lessons to be learned from the management and coordination of the DWCP-RBM Project?
4. How appropriate is the strategy and work program of the DWCP-RBM Project for meeting its objectives?

Details on the line of questioning for each issue area is provided in the Interview Guides of Annex 5. The Terms of Reference for the evaluation are presented in Annex 6.

1.2 Outline of the Report

The report is structured to present findings and conclusions along the lines of the four broad issue areas. That is,

- Section 4 – Results achieved by work funded by the project
- Section 5 – Achievement of Project Objectives
- Section 6 - Management and coordination of project delivery
- Section 7 – Appropriateness of the strategy and work program

An overview of the conclusions and the full set of recommendations are presented as Section 8 of the report.

The following section (Section 2) elaborates on the methodology and approach employed in the evaluation. This is followed in Section 3 by an examination of an important question: 'What is the DWCP-RBM Project?' This serves as the backdrop for the full enquiry and presentation of findings, conclusions and recommendations.

¹ Robert Lahey is an independent consultant based in Ottawa, Canada. He was the founding head of the Centre of Excellence for Evaluation (CEE), the Canadian government's Evaluation Policy centre and a key player in the drive to implement Results based Management (RBM) across all public sector organizations. His international work in results-oriented Monitoring and Evaluation (M&E) has involved work with the World Bank, other UN agencies and several developing countries focusing on building capacity for RBM and M&E.

² R. Lahey, 'Evaluation of Decent Work Country Programme-Results based Management Project. Inception Report', September 11, 2009.

2. Methodology and Approach

The Inception Report prepared by the consultant proposed examining the Decent Work Country Programme-Results Based Management (DWCP-RBM) Project against the backdrop of the theory of change. Even though the methodologies were largely dictated by the Terms of Reference for the evaluation, it is useful to examine the theory upon which the DWCP-RBM project is based so as to gain a better appreciation and interpretation of the findings from the evaluation study. This is particularly useful when making recommendations about the ‘way forward’. The theory or logic behind the DWCP-RBM project is mapped out in the discussion of Section 7 of the report.

The evaluation has relied on multiple lines of evidence to gather information and analyze the various issues of this study. Information was drawn from five sources:

1. A desk review
2. In-person interviews with project and ILO staff at headquarters (HQ)
3. Telephone interviews with field senior management & technical programme staff supporting DWCP and UN reform in the field
4. An e-mail survey of ILO staff participants in training and technical support missions
5. International comparisons of organizations and countries that have worked to introduce and build capacity for results-based management (RBM) and monitoring and evaluation (M&E)

It should be noted that a survey of ILO constituents, originally planned for the evaluation study, was not carried out, largely because to date, there has been too little direct exposure of project activities to constituents. In its place, the study is relying on three sources to gain insight into the condition of ILO constituents: feedback from ILO Regional officials interviewed by telephone; the perceptions of ILO Field staff in responding to the e-mail questionnaire; and in-person interviews with ILO staff in HQ representing employer (ACT/EMP) and worker organizations (ACTRAV).

Regarding the desk review, the evaluation was able to draw on a large number of relevant documents (See Annex 4) and benefit from a variety of assessments of the Project in whole or in part over the period of its existence to date. Most recently, a ‘self-assessment’ of the DWCP-RBM Project³ provides up-to-date information on activities and outputs of the various components of the Project. This, along with interviews with the Project Manager, has proven to be a useful source for capturing the description of the project, given in Section 3.

Consultation with ILO officials was a critical source of information for the evaluation study, to help clarify progress made to date with the various elements of the Project and better understand what worked/didn’t work and why, so as to draw ‘lessons learned’ for future decision making.

The distribution of persons consulted according to their sector/point of origin is shown in **Table 2** below. A total of 24 in-person interviews were conducted with ILO headquarters officials and 11 telephone interviews with officials covering all five ILO Regions.⁴ All interviews were conducted from Geneva over the period September 17 to 30, 2009.

³ ILO (August 28, 2009), ‘Decent Work Country Programmes and Results-Based Management: Strengthening ILO Capacity’, a self-assessment of the DWCP-RBM Project

⁴ Interview guides used in the various consultations were based on the issues/questions addressed by the evaluation study (Annex 5). Areas known to be foreign to the potential interviewee were excluded from the line of questioning.

Annex 1 provides a listing of the names and affiliation of all those interviewed for this evaluation study.

A survey of ILO field staff who had participated in capacity building initiatives of the Project was conducted via e-mail, with responses sent directly to the consultant so as to respect the confidentiality of the information/respondent. A sample of 170 was drawn from a population of 288 ILO field staff, covering all five ILO Regions, who had received at least one of four types of training/capacity building in which the DWCP-RBM project had been implicated from 2007 through 2009. This included the following: Joint Capacity Building Training on ‘Working with the UN: Achieving Decent work in the changing environment (UN Reform, RBM, DWCP, CEB Toolkit and M&E)’; Monitoring and Evaluation Workshop; Project Cycle Management Training; and the ‘Retrofitting DWCP’ Workshop.

The survey was conducted over the period September 29 – October 9, 2009. A total of 39 responses to the survey were received.⁵

A full list of the questions from the survey appears in **Annex 2**, along with a summary of the results. **Annex 3** provides an overview of the general comments back from ILO field staff regarding the capacity building training and general goal of building results-oriented DWCPs.

Table 2	
Number of persons consulted	
Sector	Total
Headquarters Officials – In-person Interviews	
DWCP-RBM Project Management Committee	4
DWCP-RBM Project Team	6
Headquarters Officials Implicated in Project Funded Activities	8
Other Headquarters Officials	6
ILO Regions – Telephone Interviews	
Regional Officials	11
ILO Field Staff – E-mail Survey	
ILO Field Staff participating in capacity building initiatives*	39
TOTAL	74

* This number represents the number of respondents who completed and returned the e-mail questionnaire.

In addition to the formal interviews, the Project Manager and lead officials from all three ILO ‘feeder units’ were consulted throughout the evaluation study.⁶ For example, all units were

⁵ The Inception Report had anticipated the potential for a low response rate for this survey, largely because of the ‘fatigue’ factor emanating from a plethora of evaluative-type studies that have apparently been undertaken over recent times. A second factor contributing to this relatively low response rate (23 %) was the short turnaround time for the survey, some two weeks. This was dictated by the tight timeframe for the evaluation study. To compensate, the questionnaire form was kept quite straightforward and a follow-up ‘reminder’ e-mail were distributed in an attempt to boost response.

⁶ The three ILO headquarters units contributing to the DWCP-RBM Project are: Bureau of Programming & Management (PROGRAM); Department of Partnerships and Development Cooperation (PARDEV); and, the Evaluation Unit (EVAL).

consulted at the start-up of the evaluation to provide background information as input into the preparation of the Inception Report.

Though not identified in the Terms of Reference for the evaluation, the consultant has drawn on information from international sources to serve as a benchmark and source of comparison in assessing the ILO experience with RBM and the move to a results-oriented business environment. The consultant has drawn upon his own experience in working directly over the past decade with countries and organizations (including UN agencies) to advise/assist on the development and implementation of results-based management within the business environment. This information serves as an important backdrop in assessing the issue of ‘sustainability’ and helps in providing the basis for a forward-looking assessment of what the ILO should expect once the project completes its current iteration at the end of this funding period.

3. Background: What is the ‘Decent Work Country Programme-Results based Management (DWCP-RBM)’ Project?

3.1 Defining ‘the Project’

The Decent Work Country Programme-Results Based Management Project (hereafter the DWCP-RBM Project) is described as “a capacity development programme to accelerate application of results-based management (RBM) in the ILO” putting emphasis on “country programming in the framework of UN reform” and targeting “the ILO’s staff and constituents – governments and representatives of employers’ and workers’ organizations⁷”.

Initiated in late 2006 through funding contributions from the United Kingdom (DFID) and the government of the Netherlands, the overall resources for the project were set at \$5.6 million over a three-year period (November 2006 through December 2009⁸).

The project is in fact one component of a broader DFID-ILO Partnership Framework Agreement (PFA), linked to broader-level objectives related to RBM and DWCP in the ILO.

In effect then, this is a project within a broader project/programme that also deals with the essential elements of results based management, Decent Work Country Programming and UN Reform.⁹

Background documentation though describes much of the Project’s interventions being aimed at the development of guidance materials and the provision of training, targeted at both constituents and ILO staff. For example, the initial Project document articulates “three main immediate objectives¹⁰” for the Project:

1. Strengthening the capacity of ILO constituents in countries to participate in and support results-based DWCP

⁷ International Labour Office (ILO), ‘Terms of Reference for the Final Evaluation of the DWCP-RBM Project’, July 2009.

⁸ April 30, 2010 for Netherlands funding.

⁹ This is a complicating factor for the evaluation for a couple of reasons: (i) it has been noted by the ILO units tasked with delivering on this project that there is a difficulty in separating out from their broader budgets, the activities actually funded by the Project; and, (ii) changes that may be occurring could potentially be attributed to a broad set of influences, beyond the Project per se.

¹⁰ See ILO (July 2009)

2. Strengthening the capacity of ILO staff to effectively coordinate and implement results-based DWCP
3. Strengthening the capacity and practice of evaluation in the ILO so that findings and recommendations from regular and periodic evaluations of DWCP support their further development.

New language pertaining to expectations for the Project was introduced in 2008 (which came to be known as Phase II of the Project), where some six ILO Outcomes associated with the broader PFA were identified. These are listed in **Table 3** below, which also shows the funding allocation directed at activities supporting each of the six Outcome areas.

This points out where the priorities for the Project were placed, at least in terms of funding of each of these six ILO outcomes was concerned. Nearly one-third of overall funding was directed towards activities associated with each of two ILO Outcome areas (that is, ILO Outcome # 3 and ILO Outcome # 6). The former represents the development and conduct of training, guidance materials and tools, all in aid of promoting results-oriented DWCPs and Technical Cooperation projects. The latter represents building evaluation capacity across the ILO and building a culture of monitoring and evaluation and use of results information (including in DWCPs).

ILO Outcome Area	2008-2009 Budget (US\$)	Allocation (%)
# 1: ILO has systems to report on results and impact vigorously	\$102,568	2.2
# 2: Increased transparency in governance and programme management	547,116	12.0
# 3: Enhanced reach, quality assurance and coherent delivery of DWCPs and TC projects	1,444,788	31.7
# 4: Stronger DWCP contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including “Delivery as One”	373,188	8.2
# 5: Gender dimension is integrated in ILO’s core RBM systems through strengthened implementation of the Action Plan for Gender Equality	Na	-
# 6: Evaluation function strengthens management effectiveness and accountability for results of ILO’s work	1,384,403	30.4
Programme Support Costs & provisions for cost increases	702,499	15.4
TOTAL	\$4,554,562	100.0

To help focus the Project’s roles and responsibilities, a ‘results matrix’ was developed for the DFID-ILO Partnership Framework Agreement (PFA) early in Phase II that identified activities and main outputs expected to yield these six outcomes.¹¹ **Table 4** below lists this information for each of the six ILO expected outcome areas, identifying the key components of the DWCP-RBM Project.

¹¹ Ibid

It should be noted that the Project is implicated in the delivery of some, though not all, of the activities that were identified in the results matrix and, in some cases, only playing a small or negligible role in terms of delivery on the outputs identified. Consultations with the Manager for the DWCP-RBM Project have identified those areas where the Project played a ‘full’, ‘partial’ or no role at all. This is shown in Table 4 and, as suggested by the budget allocation figures, points to the activities of Outcome # 3 and Outcome # 6 as representing the bulk of the Project’s efforts.

Essentially then, the key elements of the DWCP-RBM Project activities have been related to the technical aspects associated with ‘capacity building’; that is, the development and delivery of relevant training; the development of tools, guidelines and approaches; and, efforts aimed at building M&E capacity in HQ and the Regions.

Given the broad objectives initially identified for the Project, this focus on building a technical capacity seems quite appropriate.

3.2 The environment within which the Project operates

As noted above, the DWCP-RBM Project operates within a broader environment that is important to recognize and clarify.

The initiatives supported through the DWCP-RBM Project have been described as “a major means of action for achieving the higher objective laid out in the DFID-ILO Partnership Framework Agreement (PFA) 2006-09; that is, to enable the more effective performance of the ILO as a results-based organization fully engaged in the processes of the United Nations reform at the country level through effective implementation of Decent Work Country Programmes”¹².

In the broader environment though, there are a number of other change management initiatives currently underway across the ILO that also support attainment of this higher objective of the PFA. These are reflected in activities and outputs identified as relevant to ILO Outcomes # 1, # 2, and # 4. All link at least indirectly to the DWCP-RBM Project.

Table 5 below provides a listing and summary overview of the other key change management initiatives associated with the PFA results matrix, aside from the DWCP-RBM Project.

¹² ILO (July 2009)

**Table 4: Key Components of the DWCP-RBM Project,
as per the ILO Expected Outcomes and 2008-2009 Funding of the DFID-ILO Partnership Framework Agreement (PFA)***

Main Outputs and Activities of DFID-ILO PFA (by ILO Expected Outcome)	Level of Involvement of DWCP-RBM Project		
	Full	Partial	None
1. ILO has systems to report on results & impact vigorously (\$102,568)			
1.1 New performance management systems designed & implemented Office-wide (2009)			✓
1.2 Guidelines developed & issued (2009)			✓
1.3 Training & support available to managers & staff (2009)			✓
1.4 New streamlined business processes designed & reflected in IRIS (2009)		✓	
1.5 Guidance on new procedures developed & changes communicated (2009)		✓	
1.6 Training & support to managers & staff available (2009)			✓
1.7 IPSAS implementation (2009)			✓
2. Increased transparency in governance & programme management (\$547,116)			
2.1 ILO-wide RBM work planning solution & guidelines developed; issued (2008)		✓	
2.2 Solution/system developed (2009)		✓	
2.3 Training & support available (2009)		✓	
2.4 Dashboards implemented to facilitate transparency, monitoring, reporting & timely decision-making (2009)	✓		
2.5 IRIS roll-out to field executed to the pilot & at least 1 region (2009)		✓	
3. Enhanced reach, quality assurance & coherent delivery of DWCP & TC projects (\$1,444,788)			
3.1 RBM & DWCP training strategy, curriculum & training materials in place (2008)	✓		
3.2 First round of training execution for ILO staff & constituents completed (2009)		✓	
3.3 A revised process for independent (Arms-Length)DWCP Quality Assurance Mechanism (QAM) established (2008)		✓	
3.4 TC project cycle management training delivered to all relevant staff in HQ and Field (2009)		✓	
3.5 Revised TC management office procedures in place (2009)		✓	
3.6 Requirements for the TC management dashboards developed (2009)		✓	
4. Stronger DWCP contribution to UNDAF, PRSs & Joint Assistance Frameworks (JAFs), including 'Delivery as One' (\$373,188)			
4.1 Review of existing UNDAFs & 'Delivery as One' pilots performed (2008)		✓	
4.2 Training executed on integration of Decent Work Agenda (DWA) into UNDAFs for all relevant staff in HQ & Field (2009)		✓	

4.3 Continuous support provided to ILO field staff engaged in 'Delivery as One' pilot countries (2008-09)		✓	
4.4 Frameworks, business models & ILO lessons learnt shared with all ILO staff responsible for managing ILO's contribution to new or renewed UNDAFs (2008)		✓	
4.5 HACT reviewed, tested & adopted (2008-09)			✓
4.6 ILO actively involved in implementing HLCM proposal for harmonizing business practices (2009)		✓	
4.7 New RCs oriented on the Decent Work Agenda (2008)	✓		
4.8 ILO field office directors & staff trained on the RC firewall, the role of the UNDP country director & UNDP business practices (2008-09)		✓	
4.9 Decent Work toolkit knowledge sharing platform operational (2008-09)			✓
4.10 Toolkit training delivered for relevant staff (2009)			✓
4.11 Capacity strengthening & ongoing support provided to enable the active participation of ILO's tripartite constituents in UN reform processes		✓	
5. Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality			
Not applicable**			
6. Evaluation function strengthens management effectiveness & accountability for results of ILO's work (\$1,384,403)			
6.1 Comprehensive internal & independent evaluation plans & reports completed that guide country programmes & technical strategies (2008)	✓		
6.2 The Office plans follow-up & reports implementation progress against agreed evaluation recommendations within 6 months; monitoring reports recorded in i-track (ongoing)	✓		
6.3 Evaluation circulars & directives issued that confirm organizational authority, role & accountability of evaluation within the Office (2008)			✓
6.4 Evaluation capacity within the ILO (and of constituents) strengthened (2009)	✓		
6.5 ILO evaluation practices harmonized within the UN system by ILO contributing substantively to UNEG activities (2009)	✓		
6.6 Evaluability assessments conducted that profile strengths & shortcomings of results frameworks & monitoring plans (2008 & 2009)	✓		

* **Source:** Information on budget and output and activities for each ILO outcome is drawn from the Terms of Reference for the Evaluation study. 'Level of involvement' of DWCP-RBM Project was identified by the Project Manager.

** Funded by a Gender-funded project, being evaluated separately.

Table 5
Other Related Change Management Initiatives Ongoing within the ILO*

Initiative	Focus	Status
Declaration on Social Justice for a Fair Globalization (Social Justice Declaration, SJD)	<ul style="list-style-type: none"> • Specific changes to the Office's working methods • Strengthened capacity to provide services to constituents • Promoting new organizational culture & new working methods to improve efficiency & effectiveness 	<ul style="list-style-type: none"> • Revised implementation plan submitted to GB in March 2009 • Expectation to operationalize over 2009-2015
Strategic Policy Framework (SPF) Programme and Budget (P&B) Outcome based work planning	<ul style="list-style-type: none"> • Both the SPF 2010-2015 and the P&B 2010-11 will introduce significant changes to the way ILO will operate in the future (e.g. rationalization of the number of outcomes from 31 to 19) • P&B 2010-2011 introduces 'outcome based work planning' Office-wide, where planning & resource allocation are to be driven by strategic priorities, targets and results achieved 	<ul style="list-style-type: none"> • Implementation of the Office-wide work planning is described as "on target" • 'Outcome coordinators' have recently been designated & provided workshop training; similar exercise for the Regions in Q4 of 2009. • Outcome-based work plans expected to be available in IRIS by end of 2009
Regular Budget Supplementary Account (RBSA) funding	<ul style="list-style-type: none"> • Operates within the ILO results-based model • Expected to be the integral part of the outcome-based work planning process 	<ul style="list-style-type: none"> • RBSA funding launched in 2008
Changes to ILO administrative and management system (IRIS)	<ul style="list-style-type: none"> • Changes intended to support RBM through increased focus on 'results' in planning and reporting 	<ul style="list-style-type: none"> • IRIS upgraded in 2008 (operational in HQ since 2005). • IRIS roll-out to field offices in progress, though slow & behind schedule
New Human Resources (HR) strategy New Performance Management framework	<ul style="list-style-type: none"> • As a response to the 2008 SJD, the HR strategy will address among others, technical capacity, staff development and the ILO skill base • Intent is to link individual results and work plans with unit & organizational outcomes via application of RBM 	<ul style="list-style-type: none"> • Revised HR strategy to be presented November 2009 to GB • New performance system launched for some categories of staff by mid-2009. System to be launched for all ILO staff on January 2010.
UN Reform	<ul style="list-style-type: none"> • Enhancing capacities at national level to integrate the Decent Work Agenda into the development framework and its various processes (UNDAF, JAF, PRS, 'Delivery as One') 	<ul style="list-style-type: none"> • ILO involvement in Joint Programmes governance structures remains varied & incorporation of decent work priorities in UNDAF is proving to be a complicated process • Delays in creation of a dedicated UN Reform team at ILO HQ; new Regional UN Reform focal points only just appointed.

* Source: Several ILO documents, including the DWCP-RBM Project 'Self Evaluation', ILO (August 28, 2009)

It is important to clarify the various components of the change management exercise for several reasons:

- The set of initiatives identified in Table 5 represents significant change across the ILO that is/will be impacting staff in both headquarters and the ILO Regions. All of these initiatives will have a bearing on how successful the ILO will eventually be at embracing RBM operationally. It will be important for ILO senior officials to communicate on an ongoing basis with ILO staff on the importance of each initiative to the broad goals that ILO wishes to attain, as well as clearly explaining how all these initiatives link together towards that broad goal.
- The fact that much of this change is coming along within a very short time span could result in a ‘fatigue’, particularly for field staff. Each initiative, in its own right, represents a major change for the organization.
- The magnitude and timing of these changes could potentially negatively impact the medium- and longer-term outcomes of the DWCP-RBM Project, should ILO field staff most directly implicated in developing results-oriented DWCP become overloaded or overburdened by the immensity of the change process currently underway across the ILO.
- That said, changing the culture of the organization to one that is based on a ‘results’-orientation needs the kind of infrastructure changes identified in Table 5. What may be needed is a realistic set of expectations about the timeframe required to move the organization through this major re-orientation process.

More discussion on the relevance of these broader initiatives is presented in Section 7 of the evaluation report that examines the ‘Appropriateness of the strategy and work program’.

4. Results Achieved by Work Funded by the DWCP-RBM Project

As noted in the previous section, the majority of the DWCP-RBM Project’s efforts have been focused on capacity building initiatives that fall into three broad areas – (i) developing training materials, guidebooks, and other tools and materials intended to increase knowledge and awareness of the fundamental concepts associated with results based management and its application to the planning, development and monitoring of DWCP; (ii) rolling out the training to the field; that is, ILO field staff and constituents; and (iii) strengthening evaluation capacity in HQ and the Regions and using Evaluation tools, methods and practices to help build a results-orientation into DWCP.

These do not represent the only areas of Project activity for, as Table 4 has pointed out, the Project Team has been implicated in several other areas across the DFID-ILO PFA, but generally as a supporter to larger efforts led by other ILO units.

To examine where and how the DWCP-RBM Project has made its major contribution, this section delves into each of the three areas noted above and, for each, identifies the results achieved for the work funded by the Project. This is followed by a short examination of other contributions made by the Project.

It would be very easy to get mired in a discussion/debate about who should be ‘credited’ with the results achieved, the Project or another ILO Unit, for the lines of distinction in terms of role and responsibilities are not always clear. The examination of each of the three major areas of Project activity that follows identifies both areas where the Project was clearly the lead player but also

areas relevant to the particular goal of the Project but where another ILO Unit was leading (and where the role of the Project was as a contributor, though not always clear).

4.1 Development of Training Strategy, Guidance Materials, and other Tools and Methods

Development of a culture of results and building this orientation into the business of ILO requires a strategy for training people, the necessary training materials and curricula and the support tools, guidance materials and other mechanisms to help ensure sustainability of the knowledge environment. It is a critical early step in the change process.

Training Strategy, Curricula and Guidance Materials

As **Table 6** summarizes, the Project's early efforts over 2007 were improved upon in Phase II, with a more strategic approach to developing a training curriculum and strategy. This included an orientation to not only the technical aspects of RBM and M&E, but also linked in the broader elements of UN Reform, UNDAFs and ILO strategic objectives.

Intent	Results achieved to date
Intent is the design and implementation of a DWCP and RBM capacity building strategy that would include a standardized curriculum and materials as well as the design and production of guidebooks.	<ul style="list-style-type: none"> • Prior to 2008, training efforts lacked coordination and a strategic roll-out • In 2008, a standardized training package developed collaboratively (Project, EVAL, PROGRAM, PARDEV, INTEGRATION and the ITC Turin) • Curriculum links concepts of RBM, DWCP, TC Projects, UNDAFs, ILO strategic objectives and M&E • New guidebooks produced in 2008 – <i>ILO Decent Work Country Programmes, A Guidebook</i> and an RBM Guidebook, <i>Results-based Management in the ILO</i> – available in three languages (English, French, Spanish) • Recognition that Guidebooks need updating due to changes with SPF 2010-2015 and P&B 2010-2011 • A strategy appropriate to building capacity of constituents still needs to be developed
Learning tools supporting Technical Cooperation (TC) project design, implementation planning and appraisal	<ul style="list-style-type: none"> • Technical Cooperation (TC) Manual was launched in 2006; updated, for distribution in 3 languages by end of 2009 • Project Cycle Management course developed by PARDEV (with Turin Centre), as well as a self-guided learning package (on CD), also available in 3 languages by end of 2009. • PARDEV intranet site main repository for all TC guidance.

*The Project was fully responsible for initiating development of the joint DWCP-RBM capacity building which was subsequently integrated into the wider Joint Capacity Building (JCB) Training on 'Working with the UN: Achieving Decent work in the changing environment (UN Reform, RBM, DWCP, CEB Toolkit and M&E)' but only partially implicated with development of the TC project training materials.

Development of the Joint Capacity Building (JCB) Training on 'Working with the UN: Achieving Decent work in the changing environment (UN Reform, RBM, DWCP, CEB Toolkit and M&E)' brought together the various ILO Units who, prior to this, had largely worked within the focus of their own mandate. In terms of a strategy for rolling out training to the field staff and

to constituents, this then provided a common platform for relaying the various messages linked to the change process underway across the ILO.

Feedback from participants to the JCB training suggests that the interactive approach to training delivery has worked well. In terms of content, results of the survey of ILO Field Staff conducted for this evaluation study (See **Annex 2**)¹³ suggest that the training materials used by all of the relevant capacity building training sessions have been very effective in building knowledge of the concepts of RBM among ILO field personnel as well as an understanding of why managing for results is important to build into the planning and development of DWCPs.¹⁴

What is also clear from the ILO Field Staff survey (supported by feedback from telephone interviews with the Regions) is that a more in-depth type of training/support is also being sought by field personnel to advise on the more technical and operational aspects of how to build a results-orientation into DWCPs. This is not surprising, given the chasm that often exists between understanding the concepts of RBM and actually putting them into practice.¹⁵

This follow-up type of training/capacity building is of a more technical nature and needs to involve building skills that put the training and the concepts of RBM into practice; for example, designing objectives and indicators for DWCP and TC programmes and projects. Overwhelmingly, respondents to the ILO Field staff survey expressed a ‘need for more practical ‘hands-on’ advice regarding how best to develop a results-oriented DWCP’. A challenge here will be to find a cost-effective approach, since this follow-up requirement is of a more intensive nature. Mechanisms for provision of advice to particular queries to assist field staff (without necessarily being on site) and use of Regional networks, including the new M&E specialists, offer some possibilities. A deliberation on an appropriate strategy needs to take place though and needs to involve all ILO Units implicated, including the Project.

Additionally, addressing ILO constituents, a key target for the Project, a suitable training/capacity building strategy needs to be formulated. It needs to include the participation of representatives of the ILO Bureau for Workers’ Activities (ACTRAV) and Bureau for Employers’ Activities (ACT/EMP), but not simply rely on these personnel to deliver the messages or training. Respondents to the ILO Field Staff survey overwhelmingly feel that ‘ILO constituents generally do not have a sufficient understanding of RBM’. And further that ‘training on results-oriented DWCPs that is given to ILO constituents should be a modified (simplified) version of the training given to ILO staff’.

Quality Assurance Mechanisms and Process

The DWCP-RBM Project has worked at developing other tools and mechanisms aimed at reinforcing a results-orientation in DWCPs, notably a quality assurance mechanism (QAM) for DWCP. Results achieved to date on this initiative are summarized in **Table 7**, which also

¹³ Several questions in the survey related directly or indirectly to the training program and capacity building initiatives supporting results-oriented DWCPs. The results, summarized in Annex 2, shows a consistency in feedback from ILO field staff.

¹⁴ It needs to be recognized that relevant training and materials include not only the JCB workshop and Guidebooks, but also, other (non-Project) ILO training materials developed to support capacity building in the ILO, such as the TC Manual, Project Cycle Management training and associated CD learning modules and various M&E capacity building efforts not strictly associated with the Project..

¹⁵ International experience would suggest that building RBM into the business of an organization requires more than best intentions and an understanding of the concepts; also required is a long-term commitment to support and invest in capacity building efforts at an operational level.

summarizes the results from a second quality assurance process, this aimed at Technical Cooperation (TC) projects, an initiative partially funded by the DWCP-RBM Project. Though deemed “fully operational” by HQ, not all ILO staff are yet aware of the process.

Table 7
Results Achieved from Project Efforts* at
Developing Quality Assurance Mechanisms to support development of
results-oriented DWCPs

Intent	Results achieved to date
The DWCP QAM process, first introduced in 2007 along with Regional Support Groups, is intended to increase the quality of DWCP formulations. DWCP have been noted to be of ‘uneven’ quality and often political in nature which limits the ability to measure tangible results.	<ul style="list-style-type: none"> • A May 2008 assessment of the QAM cited several fundamental problems with the process¹⁶ • The DWCP Guidebook (July 2008) introduced a quality assurance template (developed in 2007), to assist in the formulation of the DWCP • Although a large portion of DWCP under implementation do go through the QAM (some 80% as of July 2009)¹⁷, the general view is still that this does not represent a ‘value added’ exercise and that “there is still no evidence that DWCPs are improving in quality as a result of the application of the QAM”.¹⁸ • It is recognized that a new approach is needed to build in/reinforce the RBM concepts into DWCP formulation. • Options continue to be explored, including a ‘retrofitting’/evaluability tool approach introduced by EVAL in 2 Regions in 2009.
A Technical Cooperation (TC) project quality assurance process is intended to improve TC project proposals and help ensure their alignment with ILO priorities, DWCP and RBM methodology.	<ul style="list-style-type: none"> • Standard procedures were developed over 2007-2008 and systematically introduced across the board in January 2009 • A standardized checklist assesses each project proposal to ensure it meets minimum requirements before entering in IRIS or submitted for funding • Over first half of 2009, 46 proposals went through the process of appraisal; as only 1 proposal successfully met quality criteria on first submission, all others were subsequently improved upon¹⁹ • The process is serving as a means of building capacity of project designers. • Two challenges still exist – not all ILO staff yet aware of the process; and, for some regions, much of the design support work still being done at the final appraisal stage and by HQ • A Project Implementation Tracking System (PITS) is in the design phase, intended for oversight of TC project implementation and tracking project contribution to DWCP

*The Project was partially responsible for both the DWCP QAM exercise and TC project quality assurance development, supplementing the staff and resources to PROGRAM and to PARDEV respectively.

Though the QAM process was introduced with intentions of increasing the quality of DWCP formulations, evidence from the self-evaluation²⁰ and interviews conducted for this evaluation

¹⁶ The ‘Report on the review of DWCP Quality Assurance Mechanism’ (May 2008) noted the following: the QAM process has advanced at a slow pace; too little understanding of RBM and the process for developing results-oriented DWCP; apparent workload issues created by the process for HQ-Field regional Support Groups; clearer guidance is needed.

¹⁷ As of July 2009, there were 46 DWCPs under implementation, of which 37 (or 80 %) had gone through the QAM. On a Regional level, 100% of the DWCPs went through the QAM in 3 Regions (Arab States, Europe and Central Asia, and Asia Pacific); 81 % in Africa and 42% in Americas.

¹⁸ ILO (August 28, 2009)

¹⁹ The 46 TC project proposals represent a total budget of US \$83 million. The one proposal (i.e. 2%) ‘passing’ the quality control assessment is serving as a baseline.

study suggest that most do not see this as a value-added exercise, as currently conceived. Part of the problem is that the current QAM process itself, is seen as heavy and bureaucratic. Another part of the problem likely rests with a limited ability that still exists in the field to actually develop results-oriented DWCP (as feedback from the ILO Field Staff survey would suggest). And finally, a fundamental challenge may rest with the nature of the DWCP and the range of stakeholders who need to come together for its formulation; there may be a fundamental conflict between RBM and the need to keep objectives sufficiently imprecise to gain widespread support across ILO constituent groups.

Another approach to improving the results-orientation of DWCPs has been tested in 13 countries to date. This involves use of a much more focused Evaluability Assessment (EA)²¹ methodology that assesses clarity of outcomes and their relevance to the priorities of all stakeholders; and, validates the logic and results framework of the DWCP document. This work has led to the development by the ILO's Evaluation Unit of a 'Retrofitting' workshop that is essentially a capacity enhancement exercise focused on an existing DWCP. Feedback from participants to workshops held to date has been generally positive²². There is recognition though that this is a resource-intensive approach. The DWCP-RBM team, PROGRAM and EVAL are currently exploring various options for the way ahead.

There has been more success (or, at least promise) achieved with the quality assurance process developed for Technical Cooperation (TC) projects. Led by PARDEV, with partial support from the DWCP-RBM Project (through participation of a Project Team member), indications are that the new standardized procedures, supported by 'project cycle management' training and manuals and guidelines on technical cooperation, are resulting in improvements in the quality of TC project proposals. To date, two regions (Asia and the Pacific; Americas) have become actively involved in the appraisal process. Better design of TC projects, that clarify objectives and indicators based on results and show the linkage to the relevant DWCP, will result in an improved ability to meaningfully measure, monitor, report and use 'results' information within the ILO.

Improving project design and identifying results-based indicators in project plans of course begs the question of whether or not these indicators actually get monitored and results get reported and used in decision making and future planning. This falls beyond the Project's mandate, but is still a necessary component of the overall goals for RBM and results-oriented DWCPs. To this end, PARDEV is developing a Project Implementation Tracking System (PITS) to monitor TC project implementation. It is hoped that PITS (and planned training on project implementation and monitoring) will address current deficiencies noted by an internal assessment (July 2009) in the quality of results reporting and procedures for ILO internal and donor reporting.

²⁰ ILO (August 28, 2009)

²¹ The EA exercise of DWCP was piloted by the Evaluation unit in two countries in 2008. This was followed by assessments for 13 DWCP in 2009.

²² The vast majority of respondents to the ILO Field Staff survey who were aware of the 'evaluability assessment' tool felt that it is a 'useful and practical way to raise understanding of how projects link to a DWCP and can be used to design results-oriented indicators and M&E implementation plans'.

4.2 Delivery of Training to ILO Field Staff and Constituents

Table 8 below identifies key elements of the training where the Project has been either fully or partially implicated.

Table 8	
Results Achieved from Project Efforts* at Delivering Training to ILO Field Staff and Constituents	
Intent	Results achieved to date
A critical element in the change process is building knowledge, awareness and the needed skill sets amongst the key participants in the field who are expected to be developing results-oriented DWCPs. The intent for the Project was to deliver a standardized training package	<ul style="list-style-type: none"> • Extensive, though ad hoc, training efforts delivered in 2007 • Standardized JCB training delivered in 3 Regions in 2009 (a total of 120 ILO Field staff trained) • Positive feedback on training sessions • Training for the 2 remaining ILO Regions planned for Fall 09 • Limited training for constituents to date: Regional Office for Arab States organized 2 workshops – Yemen (Nov, 2008) and Syria (May 2009). Additionally, sharing of training materials with ACTRAV and ACT/EMP in HQ and ITC Turin
Training in support of Monitoring and Evaluation (M&E) capacity building provides insight into tools critical for making RBM operational	<ul style="list-style-type: none"> • A variety of ad hoc training delivered over late 2006 and 2007 oriented over 100 (mostly programming) staff to M&E – 2 sessions in Asia, 1 in each of Africa & Americas, and 1 in HQ • More concerted M&E training over 2008 targeting programme officers & technical specialists • In 2009, EVAL followed 2 avenues: (i) participant to the JCB training workshops; and (ii) targeted M&E capacity building in selected Regions
Training in support of improving project design and project cycle management (PCM) introduces concepts of results and RBM at project level, including the logical linkage of TC projects to DWCP	<ul style="list-style-type: none"> • PCM training has to date included: 2 workshops piloted in Turin (2007); 6 workshops in various locations (2007-2008) • Training of nearly 200 ILO HQ & field staff (technical specialists and programming officials) • PCM is now mainstreamed, to be offered twice a year to ILO staff as part of the regular Turin curriculum • Self-guided learning package (CD) complements the training

*The Project was partially responsible for the various types of training, cost-sharing the JCB training with PARDEV/EXREL; the M&E training with EVAL; and, the PCM training with PARDEV/DCPM.

As noted above, prior to 2008, much of the training delivered in support of the Project's goals was somewhat ad hoc. The first delivery of the Joint Capacity Building (JCB) training did not occur until 2009, where to date, it has been delivered in 3 Regions, with the remaining 2 ILO Regions scheduled for the Fall of 2009.

This training introduced several distinct elements for the participants, ILO field staff:

- An exposure to how the broad range of ILO change initiatives linked together; that is, RBM, DWCPs, TC Projects, ILO SPF and P&B, UNDAFs, UN Reform and M&E
- An exposure to the collaborative/integrated approach being taken by the various ILO Units implicated in these various change initiatives
- Training targeted beyond programme officers, to also include ILO Office Directors, field specialists, Chief Technical Advisors, as well as representatives in the Regions for ACTRAV and ACT/EMP

- An interactive approach to the training that allowed it to be focused on ‘real’ DWCPs.

Feedback from participants to the training sessions was generally positive, but, as noted above, many viewed it as a ‘start’ and not an ‘end’ in terms of the support they felt would be needed to equip them to be able to develop a results-oriented DWCP. Indeed, the ILO should not expect that a 5-day training workshop such as the JCB would on its own equip field staff to meet this objective. Three sources (the Project Self-Evaluation; the ILO Field Staff survey; and, the interviews with Regional officials) all point out the need for a more intensive training/capacity building on selected topics, mostly of a technical nature.²³ Such follow-up training would not need to reach as broad an audience as the more general JCB training, nor would it need to require as broad a range of presenters.

The types of skills needed relate to those developed through M&E and PCM training/capacity building as well as the kinds of hands-on experience gained through Evaluability Assessments and ‘retrofitting’ exercises. All the relevant ILO Units need to come together and identify possible options, recognizing that (i) this is not costless; and, (ii) the requirement is for more than formal training²⁴ – to be effective, access to support on an ‘as required’ basis is needed for relevant field staff in their on-the-job setting.

The ILO should also consider though how best to ‘preserve’ (and, as required, update) the JCB learning material developed to date and seek cost-effective ways to bring them to a larger ILO audience. Two elements introduced for PCM training could offer some potential – development of a CD-ROM version; and, incorporating relevant portions into staff development as part of the regular curriculum offered by the Turin Centre (much the way PCM has been mainstreamed). Both offer possibilities for sustaining the knowledge dissemination beyond the current Project funding.

One large gap pertaining to the Project remains to be addressed – training of ILO constituents. To date there has been limited training of constituents and, where it has occurred, has generally been ad hoc and not linked to a broad strategy of the Project. In fact, the strategy for training of constituents that evolved was to defer this until training of ILO Field Staff was completed. While there may be a good rationale for making such a decision, efforts are likely still needed to do the preparatory work in anticipation of rolling out some form of training for ILO constituents.

Where the assumption may have been to deliver the same training package to constituents as delivered to ILO staff, Regional sources (via the ILO Field Staff survey and telephone interviews) would strongly advise otherwise. Clearly efforts are needed to determine what is an appropriate training package and method of delivery for ILO constituents. This needs to be a joint and coordinated effort of the Project Team, working with the Regions as well as ACTRAV and ACT/EMP, as well as other ILO Units that have delivered relevant capacity building to ILO constituents²⁵.

²³ International experience in building an RBM approach into the business of an organization generally emphasizes the need for two types of training: (i) a broader orientation to RBM and related matters aimed at the majority of staff, at all levels; and (ii) a more focused and technical type of training/capacity building to build skills of those tasked with the operational aspects of RBM.

²⁴ The ILO Evaluation Unit has engaged over 2009 in ‘targeted outreach’ on M&E capacity building in the regions and has concluded that “more effective means than training workshops are needed”. See ILO (August 28, 2009).

²⁵ The limited examples of training for constituents include the 2 workshops organized by the Regional Office for the Arab States (Yemen in 2008 and Syria in 2009), as well as two other examples from 2009 - the January 2009 ACT/EMP Workshop for Employers’ Organizations, that included participation by PROGRAM and PARDEV; and, the mid-2009 ITC Workshop organized by EVAL for national tripartite constituents.

4.3 Strengthening Evaluation Capacity and its Use

An Evaluation capability is a critical element in an RBM system as a means to systematically measure performance and ‘results’ that eventually serve to inform planning and decision-making associated with policy, programme and project development. An Evaluation function also brings a necessary skill set to help introduce, develop and provide oversight for performance measurement and monitoring.

Establishment of a formal Evaluation function in the ILO has been quite recent, with its development having made significant gains over a relatively short period of time. **Table 9** below traces key elements of this development that have been associated with the Project and the support to Evaluation that it has brought with it.

Table 9 Results Achieved from Project Efforts* at Strengthening Evaluation Capacity and its Use	
Intent	Results achieved to date
Clarification and communication of the scope, roles, responsibilities and organization of the Evaluation function within the ILO helps ensure a recognized presence for the function within the ILO and suitable cooperation to carry out its role	<ul style="list-style-type: none"> • ILO DG Announcement (IGDS No. 75) re ‘Evaluation in the ILO’ and Office Directive (IGDS No. 74) re ‘The ILO Evaluation Unit’, both issued March 31, 2009 re-establish presence and role for Evaluation function (replacing 1981 & 1997 circulars) • Established critical roles for Evaluation – assessing performance of ILO policies , programmes & projects; “an essential contribution to results-based management”; oversight of monitoring, self-evaluation, performance reporting and evaluation follow-up by managers • Flags key institutional elements – Evaluation Advisory Committee; Regional Evaluation Network; funding requirements for self-evaluation; independence
Strengthened Evaluation capacity within the ILO (and of constituents) enhances the ability of the organization to measure performance in general and effectiveness in particular, and is a key tool supporting RBM	<ul style="list-style-type: none"> • Project funds represent approximately one-half of EVAL budget • Since 2005, EVAL has increased in size from 1 to 3 professionals (plus Director & contract funds) • Full-time Regional M&E officer positions established in each Region (through Project funding & regional funding) • Increased resources have meant an increase in the number of independent TC project evaluations - up by 50% to 66 in 2008 • Quality of evaluation reports is rated high • A new tool, an internal review of DWCP (implementation & progress) was designed in 2007, piloted in 2008 (5 pilots) and 3 DWCP internal reviews conducted so far in 2009 • EVAL also conducts independent evaluations of DWCPs (2 each year since 2007) and major programming strategies (1 in 2009) • In 2009, EVAL also conducted an assessment of ILO’s monitoring and self-evaluation (M&SE) capabilities, a key element to help manage the implementation of projects and DWCP.- some questions raised about lack of an “integrated, transparent and readily accessible monitoring information system”²⁶ • To date, limited evaluation capacity building efforts aimed at constituents; assessment is that current constituent capacity not strong

²⁶ ILO (November 2009), Annual Evaluation Report 2008-2009

<p>Ensuring Evaluation recommendations are implemented and drawing 'lessons learned' from completed Evaluation studies strengthens the usefulness of the Evaluation function</p>	<ul style="list-style-type: none"> • A systematic approach to follow-up to evaluations has been put in place: an official management response is required by the ILO Evaluation Policy (both Evaluation Report & Management Response made public); the AER updates the Governing Body on the adequacy of the response to the Evaluation, based on its own assessment & that of the Evaluation Advisory Committee (EAC) which monitors high-level evaluations • The Evaluation i-track knowledge system has been developed to serve as an information data base accessible for drawing, among other things, 'lessons learned' from previous studies
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*The Project was responsible for funding approximately one-half of the ILO Evaluation Unit's budget that has then been used in support of M&E training, i-Track development, partial funding of Regional M&E specialists and increased funding for the conduct of evaluation studies.

Infrastructure of the Evaluation function

ILO's Evaluation Unit was created in November 2005, consisting of a Director and one professional staff plus administrative support. Non-salary budget (for hiring consultants) over the 2006-07 biennium was some \$878 thousand, consisting of funds coming largely from extra-budgetary support and programme support income (PSI). For the 2008-09 biennium, EVAL's regular budget allocation increased by roughly two-thirds to cover the core positions of Director plus two professionals and administrative support. A third professional was financed through PSI. Non-salary budget was allocated at some \$318 thousand for the biennium. Additional Project resources were also earmarked for Evaluation capacity development to establish full-time Evaluation positions in each of ILO's five Regional Offices. Financial resources from the Project have thus been critical to the development and advancement within the ILO of the Evaluation function.

Over this relatively short time period then, the key elements of the infrastructure needed for an effective Evaluation function in the ILO have been put into place. This includes not only the Evaluation Policy that spells out roles and responsibilities and flags the independence of the function, but also creation of an Evaluation Advisory Committee (to provide needed support and profile to help ensure follow-up to Evaluation studies); a funding requirement for TC project evaluations (where Directors and programme managers must reserve funds needed for the future evaluation study); and, the basis for a Regional Evaluation/M&E network, with the establishment of Regional M&E positions partially funded by the Project.

The Project has thus helped give the Evaluation function a presence and profile across the ILO likely sooner than otherwise would have been the case, had the additional funding not been made available.

A critical consideration for going forward relates to where future funding to support Evaluation in both HQ and the Regions will come from? Evaluation is a critical tool to not only put in place, but to sustain a results-based environment for the business. The function is particularly important as efforts in the RBM-DWCP change process move closer to more operational and technical levels.

Evaluation Capacity in the ILO

Beyond the building of infrastructure, the Evaluation function has established a broad program that contributes to the ILO's objectives of RBM as well as the provision of oversight and accountability to the ILO's Governing Body.

Three major types of evaluations where DWCP are implicated are carried out: (i) independent evaluations of DWCPs and major programming strategies; (ii) internal reviews of DWCPs, managed by ILO regional offices; and, (iii) independent TC project evaluations. The independent evaluations of DWCP are intended to promote organizational learning and accountability for country strategies; these are tabled with the November meeting of the Governing Body, along with a Management Response. The Internal Reviews of DWCP are intended to assess ILO effectiveness in implementing DWCP, and expected to align with the end of a DWCP period so as to advise on a new phase. EVAL recognizes that the latter are still "evolving" and some improvements are needed, including "more effort and better support required to improve constituent preparedness, participation in the process and involvement in the follow-up"²⁷.

Officials in EVAL have noted that, "Since 2007 all DWCP independent and internal evaluations were partially funded by the Project. This would not have been possible without the Project and was a key deliverable throughout the project implementation".

Quite apart from the conduct and management of evaluation studies, the Evaluation function can and has played an important role in helping build the necessary skill sets needed for the planning, development and monitoring and evaluation of results-oriented projects and programmes. Some activities over 2008 and 2009 include: developing an Evaluability Assessment (EA) methodology for application to DWCP to ensure that they are evaluable and oriented to RBM. (This has been piloted and rolled out as a "capacity enhancement exercise"²⁸); a stock taking of the ILO's monitoring and self-evaluation (M&SE) capability²⁹; working with the Regions to develop Regional Evaluation Networks; and, capacity building workshops for building M&E skills.

As the ILO moves forward on the next stages of implementing results-oriented DWCPs, it will be important that EVAL is a part of the team developing and rolling out the capacity building strategy, given the nature of its mandate and broad technical experience with the tools needed to measure and monitor performance of DWCP.

Evaluation capacity of constituents is thought to be uneven across countries, but generally low. Based on feedback from the ILO Field Staff survey, the view is that this is still not growing (or, not significantly at least) and that the ILO's country programme evaluations really have done little in terms of 'building constituents' awareness and appreciation of RBM and evaluation capacity'. ILO's Evaluation Unit has recently (mid-2009) started to address this with the development and conduct of a one-week evaluation practices workshop at the ITC in Turin. Clearly, efforts to strengthen evaluation capacity and skills of constituents would require a considerably broader (and, as a result, costlier) strategy. From a budgeting perspective, the ILO will need to determine how best to balance the M&E capacity building support needed of its own field staff with the deficiencies with its constituents.

²⁷ ILO (November 2009)

²⁸ This is also known as the DWCP 'retrofitting' exercise.

²⁹ EVAL concluded "There is no integrated, transparent and readily accessible monitoring information system to help manage the implementation of country programmes and projects". See ILO (November 2009)

Using the Results of Evaluation Studies

Two elements have been put in place to help ensure that the results of Evaluation studies actually get used. One that relates to the Evaluation infrastructure, is the requirement for reports on independent high-level strategy and country programme evaluations to be accompanied by an official management response as it is tabled with the November meeting of the Governing Body. Beyond this, a follow-up report is given the following year with an assessment on the adequacy of management response to the recommendations; this is based on an assessment by EVAL as well as that of the Evaluation Advisory Committee (EAC), a senior body that assists in the oversight to management follow-up.³⁰

The second element, for which the Project has funded, is the development of i-Track, an information data base that catalogues completed Evaluation studies so as to share knowledge on 'lessons learned' and good practices. In theory, this is a secondary though potentially useful way to promote organizational learning from an Evaluation study. Its utility to the ILO will depend on not only the ease of navigating the information base, but also the awareness of ILO staff to its very existence and the extent that information is actually used. Few people in the ILO Field Staff survey knew of the i-Track, and among those that did, the response was quite lukewarm as to whether 'i-Track is very useful for accessing Evaluation schedules, 'lessons learned' and monitoring and evaluation reports. The newness of the i-Track system may explain this response. Perhaps more profile will need to be given to this information base and its potential application across the ILO.

One consideration for future use of the i-Track information base might be a proactive analysis of information in the data base across a horizontal subject or common theme. This could potentially provide ILO senior management with a strategic snapshot on particular topics. This of course would require resources for someone to 'mine' the information base.

4.4 Other Contributions of the DWCP-RBM Project

As Table 4 has pointed out, there are other areas in addition to the ones already discussed where the Project has played a role. These generally cross ILO Outcome areas # 2 (Increased transparency in governance and programme management) and # 4 (Stronger DWCP contribution to UNDAF, PRSs & Joint Assistance Frameworks (JAFs) including 'Delivering as One').³¹

Regarding Outcome # 2, the key responsibility of the Project related to delivery on dashboards for donors and the use of ILO officials. Consultation with the Project Manager indicated that the donor dashboard continues to be a work in progress, though delivery is expected by the end of 2009.

Project contributions to Outcome # 4 are more varied, and largely involve the Project playing a subsidiary role. Feedback from ILO officials responsible for the lead on UN Reform though have welcomed and recognize the contribution that Project resources have had in support of their efforts. One such contribution of the Project (where it played a lead) was funding for an Executive Workshop that was intended to raise awareness of the ILO's decent work agenda

³⁰ The Governing Body, in its November 2008 meeting, has strengthened EVAL's efforts to ensure the use of Evaluation findings. First, they sought more detail on follow-up and reasons for partial implementation of recommendations; and second, they sought evidence that lessons were being learned from evaluations and incorporated into future programming.

³¹ It should be noted that the Project Manager has played some (partial) role with regard to Outcome #1; in effect, implicated in some way with all Outcomes.

across UN agencies. Though relatively small in the big picture, such events serve to raise awareness and generate both tangible and intangible results in building long-term relationships with UN partners. And so, their overall impact should not be minimized.

Table 10 below provides more detail on these two areas where the DWCP-RBM Project was fully responsible for the activities and outputs.

Table 10	
Results Achieved from Other Project Efforts*	
Intent	Results achieved to date
Donor Dashboards	
The dashboard is intended to provide both donors and ILO management with easy access and readily available information on Technical Cooperation (TC) projects and their status. The intent is to facilitate quantitative and qualitative reporting, information sharing and timely decision-making.	<ul style="list-style-type: none"> The donor dashboard is not live yet, though this work is “currently on schedule for release in December 2009” with the goal of “providing the information to donors through authorized electronic access by the end of 2009” and to ILO management sometime thereafter.
RC Orientation to the ILO’s Decent Work Agenda	
Since 2007, the ILO established annual orientation for newly appointed Resident Coordinators (RC), to acquaint them with ILO principles and the manner it does business.	<ul style="list-style-type: none"> An Executive Workshop (funded by the Project) was convened for the 8 RCs & ILO Directors from the 8 ‘Delivery as One’ pilot countries (April 2008) as an orientation to the decent work agenda Feedback indicates a consensus amongst the participants that decent work is an integral part of poverty reducing strategies Also, it is suggested that this has helped open the door to the ILO for further involvement in the 8 pilots

5. Achievement of Project Objectives

To better understand achievements made to date by the Project, it is useful to assess results achieved against the backdrop of the original objectives set out for the DWCP-RBM Project. This puts the findings discussed in the previous section into a broader context and provides a better understanding of progress made to date and what remains to be done for the ILO to move further towards the goal of results-oriented DWCPs. Each of the three original Project objectives is examined in turn.

5.1 Progress against Objective 1: ILO constituents in countries participate in and support results-based DWCP

Of the three objectives, this is the most challenging. It is also the objective where the least progress has been made to date. As with ILO staff, it was recognized early on that the first step in meeting such an objective would be to raise the awareness and understanding of the concepts behind results-based DWCPs. After an early attempt to offer training to constituents, a decision was taken that precedence should be given to training ILO field staff prior to training constituents.

Some orientation has been given to some constituents, but on an ad hoc basis by other ILO Units and not in the context of the Project.³² While this is useful in helping raise awareness of the concepts associated with results-based DWCP, it has yet to be rolled out in a systematic and strategic way to benefit the broad set of ILO constituents.

Feedback from both the ILO Field Staff survey and interviews with Regional officials suggests that more work needs to be done in developing an appropriate training/capacity building strategy for ILO constituents. The level of knowledge and RBM development varies substantially across countries, and this needs to be factored in to any strategy. ACT/EMP and ACTRAV have been given the materials developed for the ILO staff training, but can be more active players in facilitating capacity building. Additionally, the efforts aimed at building M&E capacity in the Regions³³ can be a critical component of a long-term strategy for working with constituents to help orient them to and assist their RBM efforts in the context of developing a DWCP.

It should be recognized though that the ILO staff training and other efforts supporting results-based DWCP has likely had some spin-off benefits for constituents. Nearly two-thirds of respondents to the ILO Field Staff survey felt that the efforts that they have received will ‘likely strengthen the capacity of ILO constituents to understand and participate in the various stages of results-based DWCP’.

One important consideration in planning for the way ahead is to manage expectations about the time likely required for this endeavour. International experience has shown that building a results-orientation into the culture of organizations or countries is a long-term exercise. An added challenge in dealing with ILO’s constituents is the potential for competing objectives across the tripartite group. ILO Field staff who responded to the survey seemed to recognize this, as they responded overwhelmingly (82%) with some level of agreement that ‘we should not expect that ILO constituents will move to results-oriented DWCPs easily or quickly’.

5.2 Progress against Objective 2: ILO staff effectively coordinates and implements results-based DWCP

There has been a concerted effort to strengthen the level of knowledge and understanding of what constitutes results-based DWCPs for ILO Field staff across all Regions. It was recognized from the outset that this was an important first step in moving the organization to develop and implement more results-oriented DWCPs.

Capacity building has taken a number of forms, starting with formal training that has served to link the various relevant change initiatives underway across the ILO. By the end of 2009, all five ILO Regions will have been exposed to ‘Joint Capacity Building’ training sessions. Other training and workshops that have been offered have been of a more focused and technical nature (such as PCM and M&E sessions)³⁴.

³² The exception, noted above, is the Regional Office for Arab States which rolled out 2 workshops (Yemen and Syria), benefitting from Project support, and translated reference materials into Arabic, a key consideration for constituent learning.

³³ In addition to creating the Regional M&E Officer positions, other efforts led by EVAL help serve to build local-level capacity. Two examples are the guidance and implementation of internal reviews of DWCP and an evaluation capacity building workshop for constituents (piloted in mid-2009).

³⁴ One example that occurred over 2009, was a 4-day training offered to 5 ILO staff in the Africa Region as participants to the UNEG/UNSSC Introductory Evaluation Course, held in Nairobi.

Feedback from these sessions has generally been positive and, according to the response to a number of questions from the ILO Field Staff survey, ILO staff in the Regions seem to have a good understanding of RBM, its technical concepts (such as being able to distinguish between an output, outcome, target and indicator) and why it is important to build into DWCPs.

Taking this knowledge to the next level is still an issue for many though. Feedback from respondents who had taken some form of training suggests that there is still a gap between knowing the concepts and knowing ‘how’ to apply them in particular situations³⁵. This should not be surprising though, given the technical nature of applying these concepts in practice.

Capacity building efforts have taken other forms as well, with varying degrees of success. A Quality Assurance Mechanism (QAM) was introduced to help ensure that a results-orientation was being built into a DWCP. While it has served to raise the profile across the ILO and expectations about building results-oriented DWCP, problems with the process however have led most to conclude that it has not really improved the results-orientation of DWCP under development. Still, efforts continue to identify suitable approaches and support mechanisms to reinforce the results-orientation of DWCP. One current effort, developed by EVAL, is the application of a ‘retrofitting’ process to a particular DWCP that in the end helps build an understanding of how the particular DWCP could be more results-oriented. It has been piloted with some success. This is a resource-intensive approach though and ways would need to be found to roll this out in a cost-effective manner if it were to reach a wider audience.

Some success is being achieved through another initiative aimed at making DWCP more results-oriented. Work has been ongoing to improve the planning, implementation and monitoring of Technical Cooperation (TC) projects, key components of a DWCP. Through formal training (Project Cycle Management), support materials and the introduction of a quality assurance mechanism and a monitoring system (PITS), there are strong indications that TC projects are moving in the right direction in terms of clarity of objectives and alignment with ILO Strategic Objectives and DWCP³⁶.

In summary, the ILO has made good progress on this objective, considering the amount of time within which the Project has been operating. Meeting the objective required moving the organization to a higher level of understanding about RBM-DWCP and this it has accomplished (or, will have by the end of 2009). While the goal of results-based DWCP has yet to be achieved, ILO staff are indeed working in a more horizontal and coordinated fashion (across ILO HQ units and between HQ and the Regions) in grappling with the challenges of RBM-DWCP. Various approaches to improving the results-orientation of DWCP are being developed and piloted and, in spite of the apparent lack of success with the QAM, some good results seem to be forthcoming from the ‘retrofitting’ exercise and the various efforts around TC projects.

To fully achieve this objective, two key elements of capacity building will be required for the way ahead: (i) more focused and technical capacity building efforts for ILO staff in the Regions

³⁵ In spite of the fact that much of the training has presented the concepts in the context of real situations and actual DWCP, there may have been a ‘fatigue’ factor, given the length of the sessions (generally no more than 5 days) and the amount of material covered.

³⁶ As noted earlier, an EVAL study has noted that there are indications that systematic monitoring of project and DWCP performance is still a challenge that needs to be addressed by the ILO. This is supported by feedback from the ILO Field Staff survey.

(that could take many forms, including training); and, (ii) training and capacity building for ILO constituents, as discussed above under Objective 1.

All of this underscores the point that RBM-DWCP capacity building takes time and is not costless.

5.3 Progress against Objective 3: Findings and recommendations from regular and periodic evaluations of DWCPs support their further development

This objective for the Project is based on an implicit underlying assumption that the ILO has sufficient Evaluation capacity to carry out ‘regular and periodic’ evaluations of DWCP. Since the function was formally created in November 2005, it has a relatively short history within the ILO. Over some four years though, and aided by funding from the Project, the Evaluation Unit (EVAL) has made considerable progress in terms of establishing its presence in the ILO in general and supporting the advancement and use of systematic results-based M&E in particular.

Key pieces of the Evaluation infrastructure have been put in place and communicated formally and widely across the ILO. This includes the Evaluation Policy, DG Announcement on ‘Evaluation in the ILO’ and Office Directive on ‘The ILO Evaluation Unit’. All serve to clarify roles, responsibilities and accountabilities for the conduct of Evaluation and its follow-up. Support from a senior-level Evaluation Advisory Committee (EAC) and reporting annually to the Director-General and the Governing Body help ensure credibility of the function and the responsiveness of management to follow-up in a timely way to recommendations from Evaluation studies.

Working with a relatively small team of professionals³⁷, the ILO Evaluation Unit has established an Evaluation program that relies on: independent evaluations of DWCPs and major programme strategies; internal reviews of DWCP managed by ILO regional offices; TC projects funding their own independent evaluations; and, most recently, the introduction of Regional M&E Officers and the beginnings of regional Evaluation Networks.

The number of independent evaluations of DWCP that can be funded annually is limited though – two studies in 2009. EVAL has thus worked over the past three years to establish mechanisms and approaches that would extend the reach of evaluation. This has included not only the internal review of DWCP, managed by ILO regional offices with hands-on advisory support from EVAL³⁸, but also front-end efforts that amount to capacity enhancement for the development of future DWCPs (In particular, the Evaluability Assessment/Retrofitting tool as it has been applied to DWCP). These represent innovative approaches being introduced by ILO’s Evaluation Unit and, as such, are requiring a period of development and adjustment of the tools and methodologies. To its credit, EVAL is practicing what it preaches by drawing lessons learned and making appropriate adjustments as these tools and methods evolve.

A key element in institutionalizing Evaluation within the ILO (and expanding evaluation capacity) has been the creation and full-time staffing of the Regional M&E Officer position.

³⁷ In addition to the Director, the Evaluation Unit consists of 3 senior professionals and the officer developing the i-Track data base.

³⁸ Looking ahead, EVAL indicates that it “sees considerable potential in more systematic country programme review exercises that can feed into national development planning, UNDAF designs, etc. while involving a lower level of effort and turnaround time. Growth of these would likely bring benefits and build constituent capacity given the high level of constituent involvement”.

Looking ahead, this position should be a key player in providing hands-on M&E support, aided as needed by technical specialists from HQ. Since 4 out of 5 of these positions were all recently staffed, it is too soon however to comment on performance. For the one region with some history with a regional M&E Officer (Asia and Pacific), one notable advancement has been the establishment of an active Regional Evaluation Network that includes ‘evaluation coordinators’ working with the Regional M&E Officer and supported by EVAL in HQ.

‘Regular and periodic’ evaluations of DWCP thus do currently exist, but not at the volume likely originally envisaged. Over time, this will grow, but, at this point, the greatest gains from learning likely are being generated from the front-end capacity building efforts.

A considerable volume of evaluation activity does though take place through the independent evaluations of TC projects, key components of the DWCP. A critical element to support this has been institutionalizing the funding of these evaluations through a formal requirement for Directors and programme managers to set aside needed funds for future evaluation studies.

Ultimately, one measure of success of an Evaluation function is whether their findings and recommendations are considered in the planning and decision-making towards future programme development (in this case, future development of DWCPs).

There is too little evidence at this point (and, likely too little experience) to conclude on this. There are some enabling factors though that are encouraging: the formal requirements to report annually to the Director General and Governing Body give the necessary profile to raise the importance of evaluation follow-up; the Governing Body last year (November 2008) raised the “call for evidence that lessons were being learned from evaluations and incorporated into future programming”³⁹; and, there seems to be a growing recognition that Evaluation is a part of the RBM management regime and, as such, accepted as a part of the change that is taking place within the ‘culture’ of the ILO⁴⁰.

Being able to sustain and indeed grow the capacity of the Evaluation function will need a commitment to continue to resource the function, as a minimum, to current levels, but higher if there is an expectation that the function will get heavily engaged in evaluation capacity building targeted at constituents.

6. Management and Coordination of Project Delivery

Management and coordination of the project were critical issues early on in the life of the Project. Over Phase I (2006-2007), funding for the Project was divided and managed between the three respective ILO Units. This resulted in a level of coordination that was somewhat less than optimal. The Project was not delivering as expected and the majority of funds from this initial phase ended up being ‘re-phased’ into 2008-2009, the so-called Phase II of the Project.

³⁹ ILO (November 2009)

⁴⁰ Two recent items are noteworthy in support of Evaluation’s role and position in the ILO: (i) The August 25, 2009 ILO Office Directive on ‘Results based management in the ILO’ reinforces the role of the Evaluation function in the application of RBM; and, (ii) The 2008 Declaration on Social Justice (SJD), through which the ILO has strengthened its commitment to adequately monitor and evaluate programmes and, in so doing, has in effect expanded the scope of evaluation work.

Phase II saw many changes: a new ‘results matrix’ for the PFA, with a more detailed listing of activities and expectations for outputs; a new structure to manage and deliver on the Project; and, a more disciplined approach to project planning.

Under the new structure, Project funds were jointly planned to support the various initiatives of the ‘results matrix’. A dedicated Project Team was identified and staffed from members across the three ILO HQ Units and from the Regions. This Team was led by a Project Manager who operated under the broad direction of a Project Management Committee, made up of senior officials from each of the three ILO HQ Units (PROGRAM, PARDEV, EVAL) and chaired by the Executive Director of Management and Administration Sector (ED/MAS). While the ‘matrix-style’ management of the Project brought the three ILO Units together in planning to meet the objectives of the Project, the three Units were also implicated in the technical delivery within their respective mandates.

It has generally been recognized that the Project has operated much more effectively under this new arrangement. There is greater communication and cooperation across participating ILO Units. In spite of these good efforts and achievements, there continues however to be a sense of tension across the ILO Units. This was flagged in the recent Project ‘Self Evaluation’⁴¹ and was noted by the consultant during the fieldwork.

Some of this results from the newness of such an arrangement to the ILO. At some point though, management needs to step in to ensure that all Units are communicating, cooperating and coordinating activities to meet the broad objectives of the ILO.

There is a sense that the Project Management Committee has over Phase II played a relatively low profile role in terms of the Project, meeting every couple of months. As the ILO moves forward in helping constituents build capacity, this Committee would be advised to be more engaged. It will be important that there is a well thought-out strategy and disciplined approach to rolling out various capacity building initiatives for constituents. Delivering an ad hoc approach (as per Phase I) could prove costly and embarrassing for the ILO as it moves into the much more public domain of training/assisting its constituents. And, a large part of this is ensuring that all relevant ILO Units are working together in a collaborative and cooperative fashion. Regular monthly meetings of the Project Management Committee would be a useful way to help ensure that there is indeed ‘harmonization’ of efforts towards Project goals.

7. Appropriateness of the strategy and work program

While this evaluation study has focused on the DWCP-RBM Project, as noted earlier in Section 3, there is a wider environment within which it operates and that will influence the success of the Project. It is therefore useful, in reflecting on the way forward, to look at both this broader environment within which the Project is operating, as well as the supporting logic and theory upon which the Project itself is based.

7.1 The Wider Environment for Results Measurement and Use

The broad set of change initiatives noted in Section 3 (including the DWCP-RBM Project) is slowly building the basis for a ‘results culture’ within the ILO. Change in the culture of an organization occurs over a long time period however and generally has factors working for and

⁴¹ ILO (August 28, 2009)

against the change. **Table 11** below identifies some of the factors pertaining to the ILO that had come to light during this evaluation study.⁴²

Table 11	
Factors Supporting and Holding Back a Results Focus	
Factors supporting a results focus	Factors holding back a results focus
<ul style="list-style-type: none"> • Commitment of the organization (SJD) • Strengthening Evaluation capacity (HQ & the Regions) • Stronger TC Project management being developed • Efforts to improve DWCP quality (e.g. retrofitting tool) • Investment in training; growing competence • Outcome-oriented work planning & budgeting (being introduced) • Performance management initiative • Improving administrative and MIS systems (IRIS) • UN Reform • Donor pressure 	<ul style="list-style-type: none"> • Lack of a results-oriented accountability regime • Focus on delivery rather than results • Political nature of DWCP & the need to gain consensus across 3 constituent groups • Too many changing systems • Too little experience & skills in the field • Insufficient systematic performance monitoring and reporting • Lack of results-orientation capacity among constituents • Insufficient quality control to ensure appropriate results-oriented measures

It is interesting to note that most, though not all, of these factors are internally generated or, at least influenced by ILO actions. Further, much of this relates to a need to create the ‘architecture’ to manage for results. Many of the change initiatives identified in Section 3 represent critical pieces of that architecture. That said, looking ahead, it will be important for ILO senior managers to reflect on the experience of other organizations where a ‘results’ architecture was put in place but, for a variety of reasons, still failed to have a well functioning RBM approach. That is, many elements of the approach were simply not functioning satisfactorily, in spite of the advancements made with results-based systems.⁴³ A continued and concerted effort is required well beyond the putting in place of systems.

Table 12 below highlights a number of areas where, according to the literature,⁴⁴ an organization on the path to implementing RBM into its business should focus while introducing the approach. The benchmarks are shown in green and the areas where the DWCP-RBM Project has contributed in yellow.

⁴² This listing does not pretend to be comprehensive, but merely an identification of some of the obvious factors that could influence the success of the DWCP-RBM Project.

⁴³ This was one of the findings from the evaluation of RBM in the UNDP. See UNDP (2007)

⁴⁴ UNDP (2007).

Table 12 Themes Associated with ‘Managing for Results’	
What should be expected	What is found in the ILO
Demonstrated senior management leadership and commitment	<ul style="list-style-type: none"> • 2008 Declaration on Social Justice for a Fair Globalization (SJD) strengthens the commitment to M&E • SPF 2010-2015 & new P&B 2010-2011 introduces outcome based work planning
Informed demand for results information	<ul style="list-style-type: none"> • All managers acknowledge the importance of results, but to date results generally not being measured or used • Needs to be deemed a sufficiently high priority with sustained investment and support in order to improve the ability to measure and use results information
Supportive organizational systems, practices and procedures	<p><u>New systems under development or being introduced:</u></p> <ul style="list-style-type: none"> • Outcome-based work planning & budgeting • HR performance management • IRIS support system
A results-oriented accountability regime	<ul style="list-style-type: none"> • Currently does not exist, but HR performance management system under development
A capacity to learn and adapt	<ul style="list-style-type: none"> • Development and delivery of training has been a key part of the DWCP-RBM Project efforts associated with ILO Outcome # 3 • A critical factor will be the level of funding for training and capacity building beyond the current period of Project funding
Results measurement and results management capacity	<ul style="list-style-type: none"> • Capacity building, via training, the development of tools and guidelines and efforts at building M&E capacity in HQ and the Regions have been a key part of the DWCP-RBM Project activities related to both ILO Outcome # 3 and # 6 • As above, more capacity building needed for ILO field staff. Will this be sustained beyond 2009 at a sufficient level?

What is an over-riding issue that many organizations face at the stage where the ILO currently finds itself is, beyond the investment in systems (i.e. the necessary results architecture), does the organization maintain adequate support needed to *implement them properly*. And, do they carry out the necessary health checks to verify whether the new systems have actually helped foster a results culture in the organization?

7.2 The Theory and Logic Behind the DWCP-RBM Project

The basis for the DWCP-RBM Project is a theory of change, as illustrated in **Table 13** below. The current efforts of the Project have been to produce the ‘Outputs’ identified in the table and some level of ‘Immediate Outcomes’.

Where there has been an increase in knowledge about RBM and its application to DWCP, it is clear from findings of the evaluation study that more in-depth skill building is required for those ILO officers who will be working to develop the results-oriented DWCP. And, for this, capacity building efforts (i.e. beyond the current training) are needed as part of the ‘next phase’ work program.

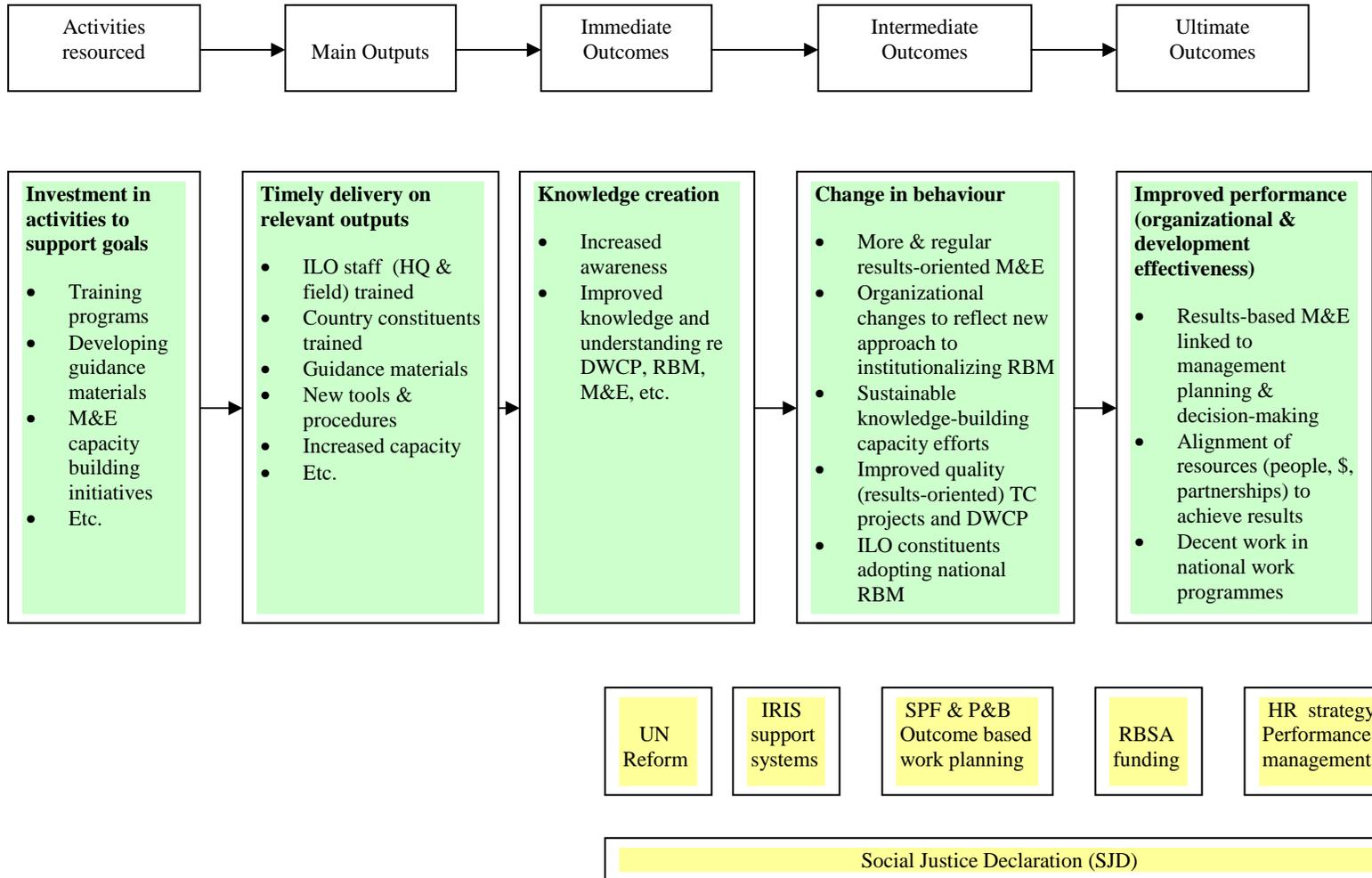
The theory for the Program is sound, particularly given the broad set of other change initiatives currently underway or planned for the ILO. These are shown in Table 13 as the elements shaded in yellow. Together, these represent the critical elements of the results architecture, discussed in the previous section.

As noted elsewhere in the report, several factors emerge from the logic model of Table 13 that ILO management needs to appreciate in planning for the way forward:

- The movement to Immediate Outcomes really represents the easy part of the journey towards a culture of results measurement. The elements cited under ‘Change in behaviour’ typically require considerably more effort and time on the part of the organization to move to this Outcome. For the DWCP-RBM Project, the ease of moving to this Outcome will depend to a large extent on the quantity and quality of the capacity building initiatives that will be directed at targeted ILO field staff and constituents.
- This change process is one that represents years, not months.⁴⁵
- The wide range of changes in administrative and planning systems currently ongoing or anticipated for the ILO may have the effect of creating a ‘fatigue’ for change, particularly in field offices. This could impact the success of the Project in meeting its goals.
- Finally, defining ‘expected results’ for some DWCP may at times not be precise, given the nature of the consensus building that must go on in their development. That may change over time, with a strengthening of constituents’ awareness and understanding of the concepts of RBM and their application to DWCP. But, some flexibility is required, as well as avoidance of an *overemphasis* on any set of performance indicators and targets. The latter could result in officials becoming preoccupied with those indicators/targets rather than the wider results.

⁴⁵ By way of comparison, the Evaluation of RBM in UNDP concluded that “even under perfect conditions, it is unlikely that UNDP could have fully institutionalized a results-based management approach within eight years”. See UNDP (2008).

Table 13: Theory of Change for the DWCP- RBM Project



8. Recommendations

Recommendations are made below according to six broad areas related to the DWCP-RBM Project:

1. Managing expectations
2. Continuing the Project beyond the current funding period
3. Training and capacity building for ILO Staff
4. Training and capacity building for ILO constituents
5. Management and coordination issues
6. Funding issues

Each is examined in turn, with an overview of the study's conclusions, followed by specific recommendations for the way forward.

8.1 Managing Expectations

There is a tendency when officials introduce an RBM change process into the business of an organization that they under-appreciate the amount of time, level of effort and investment needed to move the organization to an effective results-oriented institution. There is much evidence from around the world though that these initiatives generally take years to implement, and considerable effort over the long-term process of implementation, learning and adjustment.

The DWCP-RBM Project was tasked to be a key mechanism to help move the ILO closer to its goal of results-oriented DWCP. Funded over three years (though start-up problems have limited this effectively to two), the Project has made good gains in a number of areas. In spite of this, it would be unrealistic to expect that the broad capacity building goals would have been achieved, even over a three-year period. What lies ahead for the ILO are the more difficult tasks associated with implementing the RBM concepts into DWCP. ILO Field Staff would appear to be engaged, but clearly need more support and a different type of capacity building efforts. ILO constituents are further back on the learning curve. If this is a priority initiative for the ILO, it needs to be recognized that this will require continued (and perhaps more) funding and more time (years). Additionally, if these efforts are to be sustainable, ILO field staff will need the proper support from their management.

Table 14 Recommendations RE (1) 'Managing Expectations'
REC (1.1) ILO management should acknowledge that the introduction of a results-orientation to DWCP is a goal that will require a long-term investment in special initiatives needed to support attainment of that goal.
REC (1.2) ILO management need to recognize that the process of moving to results-oriented DWCP will require considerable learning and adjustment by the field staff tasked with these responsibilities.
REC (1.3) ILO management need to recognize that early efforts at developing results-oriented DWCP may fall well short of the goal. That said, expectations should be built around demonstrating improvement over time to results-oriented DWCP.

8.2 Continuing the Project beyond the current funding period

Much work continues to be needed in support of achieving the goal of results-oriented DWCP. Much of this relates to capacity building efforts still required to support ILO field staff and for ILO constituents. Regardless of whether this is championed by a special initiative called the 'DWCP-RBM Project' or taken on by individual ILO Units, special efforts will still be required in order to move the ILO closer to this goal.

A dedicated team was created in 2008 after it was recognized that there was too little coordination of efforts and progress in relying on the three relevant ILO Units who had been operating separately from one another on the various aspects of this initiative. Most of the current DWCP-RBM Team members have been together for less than a year, and appear to be working well together. Creation of the special dedicated team was somewhat of an innovation within the ILO and has shown to have improved the communication and coordination of efforts across the relevant ILO units. There are good arguments to keeping a special dedicated team.

Work beyond the current funding period likely ought to be considered as a 'new phase', regardless of who is leading these efforts. As discussed below, appropriate strategies need to be developed for leading the capacity building efforts aimed at ILO field staff and constituents. A new work program should eventually result from the various strategizing. Should a dedicated Project Team stay together, there will need to be some adjustments in work assignments and potentially even expansion of the Team. Additionally, consultation and coordination between the Project Team and the three relevant ILO Units will be critical.

Table 15 Recommendations RE (2) 'Continuing the Project'
REC (2.1) A dedicated Project Team should be continued to support the efforts still needed to reach the ILO's goal of results-oriented DWCP. It is further recommended that the current team in place should form the nucleus of any continuing team.
REC (2.2) A new work program should be developed to support the continuing efforts still needed beyond the current Project funding period. This will require development of appropriate strategies for moving ahead and require the active involvement of all three ILO Units (PROGRAM, EVAL and PARDEV), along with the Project should it continue to exist.
REC (2.3) Should the Project Team continue to exist, a review of assignments will need to be undertaken, in line with the new work program. Some re-assignment might be needed and allowance should be made for possible additions to the Project Team (either on a full-time or temporary basis).

8.3 Training and Capacity Building for ILO Staff

Good progress has been achieved to date in terms of raising awareness and understanding among ILO field staff of RBM and its application to DWCP, along with the broader change management initiatives ongoing across the ILO. It is clear though (and not surprising) that field staff need additional support to move to the next level to develop results-oriented DWCP.

A 'next phase' capacity building strategy/program needs to be developed, targeting those ILO individuals who are tasked as lead players in developing results-oriented DWCP. The training

component ought to be more technically-oriented towards the practical application of M&E concepts in the development of results-oriented DWCP (for example, the practical application of logic models, development of performance indicators, targets, data needs for performance monitoring and ‘results’ measurement, quality control mechanisms, etc.). In addition to training, designers of the capacity building strategy ought to consider cost-effective mechanisms for responding to particular queries of field staff (for example, the use of regional networks and central information points).

Development of an appropriate and cost-effective approach will require involvement of all three representative ILO Units, the Regions (including Regional M&E Officers), and the Project Team. This will need to be a collaborative effort as it is rolled out, recognizing the broader ILO goal to be achieved.

Efforts should also be made to retain the current JCB training package in a cost-effective form that can be shared with a wider ILO audience. Some possibilities include developing a CD-ROM and/or working with the Turin Centre to mainstream key elements as a component of the staff development program. There is a broad audience amongst the ILO staff (both HQ and the Regions) who do not necessarily need to have a detailed or technical level of knowledge (such as would be expected via the ‘next phase’ program), but who should nevertheless have a sound appreciation of the various change initiatives.

Table 16 Recommendations RE (3) ‘Training/Capacity Building for ILO Staff’
REC (3.1) A cost-effective ‘next phase’ capacity building strategy and program, aimed at ILO field staff tasked with developing results-oriented DWCP, needs to be developed.
REC (3.2) It is recommended that development of the strategy and program be a joint effort of the three representative ILO Units and the Project, with the active involvement of the Regions. It is further recommended that the process to arrive at a suitable strategy and program be managed by the Project, under the overall supervision of the Project Management Committee.
REC (3.3) As a means of retaining the knowledge and expanding the reach to a broader ILO audience, it is recommended that cost-effective options be explored for delivering the JCB training package. Two possible options could include development of a CD-ROM and integrating key components into staff training and development at the Turin Centre.

8.4 Training and Capacity Building for ILO Constituents

Little progress has been made to date in terms of relevant training offered to ILO constituents. ILO field staff suggest the need to revisit the strategy and make some adjustments: offer a modified version of the training and materials that have been delivered to ILO staff; take account of regional and country differences in considering the type and level of training and capacity building to offer constituents; consider and be sensitive to the importance of language; recognize that (depending on the country) many ILO constituents are in all probability starting at a lower level of understanding of the concepts of RBM than are the ILO staff; and, recognize that, in some cases, the competing demands across the three constituent groups may render a ‘results

orientation' less relevant to the constituents. Regional feedback was clearly indicating that 'one size does not fit all' when it comes to rolling out capacity building efforts for constituents. There were several expressions from the Regions to indicate that there should be a 'needs analysis' of countries. But, the questions remain: Who would conduct this? And, How would it be resourced?

Though really just commencing with a program of training and capacity building, as noted above, there is much utility in working across the respective ILO Units. Any contact with ILO constituents should represent the ILO 'face', with messages and training that are coordinated. ACT/EMP and ACTRAV should be active, along with the three ILO Units, the Project and the Regions in developing a strategy and program considered appropriate to the constituents. A challenge will be in finding a cost-effective approach to training/capacity building.

Table 17 Recommendations RE (4) 'Training/Capacity Building for ILO Constituents'
REC (4.1) A strategy and program for capacity building that is appropriate for ILO constituents needs to be developed. Materials developed for ILO staff training provide a useful starting point, but any program needs to recognize the unique circumstances of the constituents.
REC (4.2) It is recommended that development of the strategy and program be a joint effort of the three representative ILO Units, representatives of ACT/EMP and ACTRAV and the Project, with the active involvement of the Regions. It is further recommended that the process to arrive at a suitable strategy and program be managed by the Project.
REC (4.3) It is recommended that whatever training for constituents gets rolled out be piloted, with the intent of learning and adjusting as needed.

8.5 Management and Coordination Issues

Management and coordination issues were problematic during Phase I (2006-2007) of the DWCP-RBM Project, a period when the three relevant ILO Units operated somewhat independently of one another. Creation of a dedicated Project Team and Project Manager, under the broad direction of a Project Management Committee, helped clarify accountabilities and improve coordination over Phase II (2008-2009). The net result was an improvement in delivery on what the Project was set out to accomplish.

With this historical background, and the many challenges that lie ahead in developing and rolling out a suitable set of capacity building strategies and programs for the 'next phase', it is recommended that future efforts in support of this ILO goal follow this structure.

With a key focus on ILO constituents in the 'next phase' work, it will be imperative that the various colleagues across ILO Units work together, providing a consistently communicated message on the various elements associated with RBM-DWCP. To this end, it may be that the Management Committee that oversees the Project may need to be more actively engaged, rather than simply meeting every couple of months.

Table 18 Recommendations RE (5) ‘Management and Coordination Issues’
REC (5.1) The management structure for the Project should continue; that is , a Project Manager directing the work of a dedicated Project Team under the broad direction of a Project Management Committee
REC (5.2) In developing and rolling out the various capacity building strategies and programs to ILO staff and constituents, there ought not to be ‘one-off’ events, unless first discussed with the Project and agreed to by the Project Management Committee.
REC (5.3) It is recommended that the Project Management Committee created for the DWCP-RBM Project meet at least once a month, with the Project Team acting as the secretariat to the Committee

8.6 Funding Issues

As noted above, special efforts to support attainment of the ILO’s goal of results-oriented DWCP are still needed beyond the current funding period. Whether treated as a special dedicated team or delivered by the individual ILO Units, dedicated funding will be required. The amount of funding needed will be a function of the work program (discussed above) that is eventually developed.

Since there are efforts associated with attainment of the goal that go beyond the Project, it may very well be that the funding estimate put forward for the ‘next phase’ work program represents funds needed for a dedicated Project Team as well as funding for relevant items delivered by any one of the three ILO Units.

The Evaluation Unit deserves special attention in any discussion of funding issues associated with the DWCP-RBM Project. A good part of the budget for EVAL has come via the Project. Additionally, funding to create Regional M&E Officer positions has been shared between the Project and the Regions. The Evaluation function, both in HQ and, now the Regions, is a critical factor in the successful implementation of RBM in any organization. Within the ILO, the Evaluation function has developed a solid infrastructure (thanks in part to the Project) and is key to moving ahead on a number of RBM-DWCP capacity building initiatives on an operational level both with ILO field staff and with ILO constituents.

Beyond the current funding period for the DWCP-RBM Project, the level of funding for the ILO’s Evaluation function needs to at least be maintained and, depending on the funding requirements for the ‘next phase’ work program, potentially even increased.

Table 19 Recommendations RE (6) ‘Funding Issues’
REC (6.1) In line with REC (2.2), it is recommended that the ‘next phase’ work program be costed and suitable funding be found in order to carry out the elements needed to sustain and advance the progress made to date on the DWCP-RBM Project
REC (6.2) In line with REC (2.1), it is recommended that a dedicated Project Team be funded appropriate to the ‘next phase’ work program and assignment of duties. It is also recognized that part of the new funding to support the ‘next phase’ work program may be directed to activities carried out by one of the 3 representative ILO Units

REC (6.3) Stable funding needs to be found for the ILO's Evaluation function and, in such a way that its independence is not compromised.
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REC (6.4) The level of funding for the Evaluation function needs to reflect its current activities and growing mandate (as per the DSJ). It is recommended that this be revisited after completion of the 2010 evaluation of ILO's Evaluation function.
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REC (6.5) Permanent and stable funding for the ILO's Regional M&E Officer positions needs to be found
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Annex 1
List of People Consulted*

Name	Role	Area
Project Management Committee		
Patricia O'Donovan	Executive Director	Management and Administration (ED/MAS)
Alette van Leur	Director	Department of Partnerships and Development Cooperation (PARDEV)
Moucharaf Paraiso	Director	Evaluation (EVAL)
Joe Thurman	Director	Bureau of Programming & Management (PROGRAM)
Project Team		
Bojana Sosic	Project Manager	Bureau of Programming & Management (PROGRAM)
Robyn Andrews	Capacity Building and Training Officer	Bureau of Programming & Management (PROGRAM)
Luz Maria Serrano	DWCP Quality Assurance Officer	Bureau of Programming & Management (PROGRAM)
Janet Neuebecker	Communications and Knowledge Management Officer	Evaluation Unit (EVAL)
Anthony Rutabanzibwa	Programme and Operations Officer	PARDEV/EXREL
Matthew Ripley	Project Design and Appraisals Officer	PARDEV/DCPM
Headquarters Officials Implicated in Project Funded Activities(**)		
Gerardina Gonzalez	Chief, Bureau for External Relations & Partnerships (EXREL)	Department of Partnerships and Development Cooperation (PARDEV)
Anita Amorin	Manager, UN Reform Team (EXREL)	Department of Partnerships and Development Cooperation (PARDEV)
Casper Edmonds	Technical Advisor, Resource Mobilization Unit (RM)	Department of Partnerships and Development Cooperation (PARDEV)
Tita Prada de Mesa	Manager, Development Cooperation Policy & Management Unit (DCPM)	Department of Partnerships and Development Cooperation (PARDEV)
Carla Henry	Senior Evaluation Officer	Evaluation Unit (EVAL)
Fransisco Guzman	Senior Evaluation Officer	Evaluation Unit (EVAL)
Alice Ouedraogo	Deputy Director	Policy Integration Department (INTEGRATION)
Maria Arteta	Coordinator, CEB Toolkit for Mainstreaming Employment and Decent Work	Policy Integration Department (INTEGRATION)
Other Headquarters Officials		
Marc Fillieux	Coordinator, Resourcing Unit	Staff Servicing Branch
Ilka Schoellmann	Technical Officer	Bureau For Employers' Activities (ACT/EMP)
Sanchir Tugschimeg	Technical Specialist	Bureau For Employers' Activities (ACT/EMP)

Sergey Popello		Bureau for Workers' Activities (ACTRAV)
Stewart Kershner	Section Head	Bureau of Programming & Management (PROGRAM)
Luciana Speranido	Deputy Department Director	Bureau of Programming & Management (PROGRAM)
Regional Officials (***)		
Guy Thijs	Deputy Regional Director	Asia and the Pacific
Karen Klotzbuecher	Chief of Regional Programming Services	Asia and the Pacific
Oktav Pasribu	Regional Programme Analyst	Asia and the Pacific
Poo Prinsulaka	Monitoring and Evaluation Officer (Asia Region)	Asia and the Pacific
Jean Francois Klein	Chief, Regional Programme Services	Arab States
Cynthia Yinusa	Chief, Regional Programming Unit	Africa
Jurgen Schettmann	Deputy Regional Director , Management, Admin and Operations	Africa
Carmen Moreno	Deputy Regional Director, Management and Administration Support	Latin America and the Caribbean
Florencio Gudino	Regional Programme and Technical Cooperation Unit Chief	Latin America and the Caribbean
Alena Nesporova	Deputy Regional Director	Europe and Central Asia
Pierre de Lame	Senior Administrator and Relations officer	Europe and Central Asia

Notes:

(*) All in-person interviews were undertaken in ILO headquarters in Geneva. All interviews and telephone consultations were undertaken over the period September 17-30, 2009.

(**) A number of activities involving other ILO units are partially funded by the Project.

(***) Regional officials were interviewed by telephone, except for officials of the Europe and Central Asia Regional Office who were interview

Annex 2					
Summary of Results from Survey of ILO Field Staff* (frequency in %)					
Survey Questions to ILO Field Staff	Strongly Agree	Agree Somewhat	Disagree Somewhat	Strongly Disagree	Don't Know
Building an understanding of Results Based Management (RBM)					
2. I understand the concepts of Results-Based Management (RBM).	61	37	3	0	0
3. I understand why managing for results is important to build into the planning and development of DWCPs.	74	26	0	0	0
4. The training on RBM and DWCPs has still not equipped me with sufficient ability to plan and manage for outcomes.	23	38	21	13	5
5. I can confidently explain to my colleagues and development partners the difference between an output and an outcome.	59	31	8	0	3
6. ILO constituents generally do not have a sufficient understanding of RBM.	44	44	8	5	0
7. I have trouble making a distinction between an 'indicator', an 'outcome' and a 'target'	10	23	21	46	0
Training and capacity building for results-oriented DWCPs					
8. Following the training, and with the support tools that I have received, I now have a better understanding of what is needed in the planning, developing and implementing of results-based DWCPs.	28	56	8	3	5
9. To put the training on RBM into practice, I need more support to help design objectives and indicators for a) decent work country programmes; and b) technical cooperation programmes and projects	51	36	8	3	3
10. The training I received covered too many topics and did not give me enough in-depth information about RBM and how to implement it in a DWCP.	29	29	26	11	5
11. The training and support tools have improved my ability to <u>understand</u> the various stages of results-based DWCPs.	38	33	15	5	8
12. Training on results-oriented DWCPs that is given to ILO constituents should be a modified (simplified) version of the training given to ILO staff.	56	21	3	5	15
13. The training on Technical Cooperation (TC) project cycle management will help improve technical cooperation design, implementation planning and management.	62	28	0	3	8

14. The workshop on evaluability and ‘retrofitting’ of a DWCP was useful in pointing-out gaps in the logical model and identifying areas that needed improvement to make DWCP more results-oriented.	15	13	3	5	64
Developing results-oriented DWCPs					
15. Standard DWCP operational guidance, support and implementation tools are always used.	18	44	13	8	18
16. There has been too little follow-up support following the training and capacity building that we received to really allow for the development of results-oriented DWCPs.	28	36	10	10	15
17. The appraisal mechanism for technical cooperation has, in general, improved the design and delivery of results-orientated projects which contribute to achieving DWCP outcomes.	13	41	15	5	26
18. The new training and support for results-based DWCP will likely strengthen the capacity of ILO constituents to understand and participate in the various stages of results-based DWCP.	33	31	10	3	23
19. I need more practical ‘hands-on’ advice regarding how best to develop a results-oriented DWCP.	56	36	8	0	0
20. I can explain clearly how technical cooperation project contribute to achieving DWCP outcomes.	51	36	10	3	0
21. We should not expect that ILO constituents will move to results-oriented DWCPs easily or quickly.	44	38	13	5	0
DWCP/DWA Contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAF)					
22. The efforts to strengthen the contribution of DWCP to UNDAF, PRSs and JAFs (including ‘Delivering as One’) are improving the application and delivery of results-based DWCPs.	16	32	16	8	29
23. Adequate support is provided to ILO field staff engaged in related activities (for example, ‘Delivery as One’ pilots; managing ILO’s contribution to new or renewed UNDAFs; implementing the HLCCM proposal for harmonizing business practices).	0	10	38	18	33
Monitoring and Evaluation					
24. The introduction of Biennial Country Programme Reviews (BCPR) and Decent Work Country Programme (DWCP) evaluations has helped strengthen accountability of ILO staff to apply RBM to the examination of country strategy.	10	33	8	5	44
25. An increasing number of DWCP now have	8	41	10	3	38

performance frameworks with relevant M&E and Implementation plans.					
26. Evaluation capacity in my regional and/or country offices is growing.	18	31	8	13	31
27. The quality of project evaluations across my region has improved since 2006.	18	21	13	0	47
28. Country programme evaluations really do little in terms of building constituents' awareness and appreciation of RBM and evaluation capacity	18	21	18	8	34
29. In spite of having monitoring plans, very few DWCP are yet reporting on performance.	11	32	16	3	39
30. Evaluation capacity of constituents is growing.	0	26	26	18	31
31. The i-Track is very useful for accessing Evaluation schedules, 'lessons learned' and monitoring and evaluation reports.	3	8	21	3	66
32. The introduction of a Monitoring and Evaluation (M&E) Officer in the Region has provided useful support for the design, monitoring and eventual evaluation of projects and DWCPs.	35	24	5	8	27
33. There is limited ability to monitor how well TC projects are performing against their objectives.	16	37	26	5	16
34. Applying the 'evaluability assessment' tool to DWCPs is a useful and practical way to raise understanding of how projects link to a DWCP and can be used to design results-oriented indicators and M&E implementation plans.	21	33	13	0	33

(*) Responses from 39 ILO Field Staff (of 170 surveyed over the period September 29-October 9, 2009). All respondents, covering all ILO Regions, had taken some form of training related to the DWCP-RBM Project, delivered over the period 2007to 2009.

Annex 3

General Comments from ILO Field Staff re DWCP-RBM Capacity Building

Much achievement of DWCPs is in the understanding and willingness of the ILO officials who are able to articulate the messages as well as the constituents who are to implement the programmes. Regardless of the amount and design of tools, it is necessary to achieve this 'buy-in' at all levels.

Monitoring and evaluation through reporting and other follow-up activities are not very evident, so I was not sure to what extent it exists.

Hands-on follow up support is needed after training workshop to really put RBM into practice. Some kind of monitoring of staff performance in the use of RBM is needed to ensure that the training has resulted in improved staff capacity.

We should provide more training to ILO constituents together with office programming staff, so as to have common understanding on results-based DWCP, and develop indicators and targets agreed by each party.

It will be nice to have some follow-up mechanism to ensure the application of tools shared during training sessions. It will also be nice to organize refresher training workshops on these themes because generally training is a one-off activity with no proper follow up.

More workshops to review DWCPs with the constituents – country by country, or on a sub regional basis - would be beneficial.

I have obtained my RBM (which in fact is a rather old-fashion tool) knowledge outside the ILO

What is probably missing is knowledge-sharing strategies and tools; for example, having an ILO platform (like papyrus, etc;) for DWCP, RBM, M&E, would be very useful.

Do we really have the real picture of the knowledge available in the ILO in terms of RBM, HRBA, and M&E? Or, do we "expect" people to be "learning by doing all the way long".

Proposals:

1 – Define that each newly appointed staff will have a particular training workshop to know the basis. And will be coached by a colleague from another Office.

2 – Identify a clear picture of the training that each staff had and the link to the work he is expected to deliver.

3 – Develop a 'Program Officer Manual'. We have a manual for TC, but nothing for planning positions: It is a non sense?

Good effort on trying to improve the RBM of the office so far but it should not be done as 'one off' thing. We need a very systematic kind of strategy/support (of course with serious budget and staff capacity) on RBM within ILO. This includes the systematic support to the countries etc. Short, medium and longer term plan may be needed to really look at the need within the ILO and among constituents on RBM.

Regional trainings have been organized a number of times but still not that effective. DWCP –RBM is a team effort so how to demonstrate that it's team efforts? ILO procedures (admin, finance and HRD) including the admin support may need revision to make it more responsive to the result based as well. HRD procedures, the grading of field staff, transparency recruitment, performance appraisal etc. have to some extent affected the results and quality of the work.

In general, number of ILO staff remains the same in COs but more and more expectation seems to be expected from them. It's hard to focus on RBM if the field staff have to deal with so many other issues at the same time. Programme Officers are having too many responsibilities and some are the focal points of so many issues including evaluation, UN reform, migration, gender, security, IRIS, standard, etc. High expectation from HQ, but to what extent the support is provided? RBM is not only the job of programming staff but everyone in the Office including specialists, director, admin staff, secretary etc.

What kind of support ILO HQ and RO can provide if DWCP is not evaluable after being assessed? Who is

<p>responsible? Is it the country office? Regional office? PROGRAM or EVAL or else? If we have a problem in regard to RBM concept e.g. the definition of milestone – who do we go to at HQ for clarification? There is no single unit at HQ that can provide one stop service kind of support. PROGRAM, PARDEV, and EVAL may give us different answers. We need to have common understanding among us internally (ILO staff at HQ, RO, SRO and then country level).</p>
<p>The exercise was rushed through and in my view was not well structured. In Africa not enough time and effort was invested in the training of specialists. It was really not successful or helpful at all!</p>
<p>ILO's efforts in promoting RBM for DWCP for projects needs to be more enhanced and demonstration should be made via concrete projects in the field.</p>
<p>It might be useful to have it handy a case of one particular country which can indeed be seen as the best example of the results-based DWCP (for various purposes, mostly for training purposes)</p>
<p>I am really happy to see the interest to increase the knowledge and capacities of staff in these issues, however, in the practice it is so hard to change mentalities and they still reports as output-approach- It is important to focus on managers and directors in order to promote the use of these tools.</p>
<p>ILO staff need more practical advice on RBM and monitoring and evaluation. The best way to build capacity in this areas is putting into practice what they have learned during training, by participating in monitoring exercises, evaluations and retrofittings of the projects and DWCPs in their regions.</p>
<p>It is essential you keep in mind French speaking constituents when developing tools and guidance</p>
<p>Most likely, RBM not properly understood by the social partners</p> <p>Specific awareness raising and training for the social partners for facilitating RBM are absolutely necessary</p> <p>Evaluation system – good to standardize but sometimes too bureaucratic</p> <p>Evaluation necessary not only for the projects with big budget but also small budget projects. There is no simplified and cost-effective evaluation system applicable to small budget projects existing in the organization</p> <p>Training for internal evaluation (for the officials) will be necessary for small budget projects which do not need external evaluators</p>
<p>I think the information has to be shared with FINANCE and ADMINISTRATION Unit; more training in those aspects has to be given to FIN & ADMIN colleagues in order to understand better and in this way to make our better efforts to support ILO .Good luck !</p>
<p>I feel that the efforts at Field Office level are not sufficient. Most Field Office staff including Director has not fully internalized the process. Neither they are serious towards it.</p>
<p>RBM and associated practices are useful to enhance the quality of ILO's work. However, the political commitments need to be translatable into practices. Field staff are left with no practical tools and guidance to implement RBM. Further it seems that the thinking is that one training session will improve a skill. What is lacking is a training strategy to make RBM common skills in ILO offices. It appears that support staff (secretary, admin and finance) has not been trained and given tools to engage with RBM, when they have critical roles to play in various aspects of RBM.</p> <p>ILO's attempt at RBM at the moment overemphasizes on the Logical Framework and M&E. This is fine but it is important that sufficient resources (time, budget, and staff competencies) are in place for RBM – as defined by logframe – are in place. There are instances whereby DWCP indicators and targets are sound in terms of the Logical Framework, M&E. But these indicators and targets – evaluable as they may be – are not realistic and not achievable to begin with. In other words, the ILO is moving towards a DWCP that is “theoretically correct” – outputs are stated as outputs; indicators as indicators; outcomes as outcomes. There</p>

<p>seems to be a lack of efforts to appraisal whether these ideal and beautiful Outcomes, outputs, indicators, targets are achievable or not? A quality DWCP should be defined in terms of its achievability. Which office has the responsibility to ensure that DWCP is realistic and achievable, taking into account operational environment within and outside the ILO?</p> <p>Results are achievable but will require that ILO staff across the board have common skills and competencies. This cannot be achieved overtime and has to be a matter of coaching and guiding in every day work. Tools have to be practical to ensure efficient use of resources within the office (staff time, budget, etc).</p>
<p>I really appreciate the major steps the office has taken. I believe that it will greatly improve on our monitoring and evaluation of results-based DWCPs.</p> <p>Particularly, the recent recruitment of the M&E officer in ROAF will further build our capacities in this regard.</p> <p>However, there is need to further build the capacities of the M&E focal points as well as constituents.</p>
<p>Efforts start to get seen but the process is very slow and does not reach Field Offices as it should. ILO technical specialists and field Directors should be trained too.</p>
<p>The Office needs to devote more attention and resources on training and support for results-based DWCP to better strengthen the capacity of ILO <u>constituents</u> to understand and participate in the various stages of results-based DWCP.</p> <p>Also, it has been seen in some countries that fully developed DWCP documents were never implemented to the letter till the end of the biennium. Efforts should be made in the present biennium to select only achievable outcomes for which the Office has the resources <u>and technical capacity</u> to support the constituents and the responsible ILO office.</p> <p>Considering that there is a drive for UNDAF and Delivery as One, the ILO should take a more proactive position in terms of resource earmarking for productivity, employment, and labour standards themes.</p>
<p>I strongly commend on the ILO move on establishing a way of developing operational DWCPs. For Tanzania DWCP not much could be said because the availability framework has been just developed this year. I hope for the New DWCPs including the coming Tanzania one this approach is very appropriate.</p> <p>I argue ILO to involve its constituents from the beginning to take them along in the process of DWCPs development, implementation and Monitoring and Evaluation.</p>
<p>We should not expect that ILO constituents will move to results-oriented DWCPs easily or quickly. They will, if they receive relevant training, otherwise their DWCP priority lists are not targeted at the problem areas, but more at 'comfort' zones; DWCP backgrounds do not reflect baseline situation and indicators that we seek to improve through consistent joint effort of DWCP (Kazakhstan, Kyrgyzstan, and Tajikistan may serve as examples).</p>
<p>We need more training on all these subjects.</p> <p>The ILO Specialists in the field must know what is mean all these topics. The Specialists are not involved in the process in the field because they are doing the ACTRAV and ACTEMP tasks.</p>
<p>An excellent initiative which needs a follow up. Some of us did not receive all types of training indicated above, so perhaps this statement is no longer valid.</p>
<p>The project should have been managed in a more transparent manner with a stronger component involving capacity building of the constituents. This would have been important because stronger capacity of the office on RBM could be a waste of time and resources if constituents do not understand and apply in their planning and programming.</p> <p>On a positive side, the project has produced a number of very useful tools that I use in my daily work.</p>

Annex 4

Background Documents

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World Bank (2009), Morra Imas, L. & Rist, R., 'The Road to Results, Designing and Conducting Effective Development Evaluations', Washington, DC

Annex 5

Interview Guide

Issues and Questions for Evaluation
<p><u>1. Results achieved by work funded by the project</u></p> <p>1.1 For each of the five⁴⁶ ILO Outcome Areas, were all of the main ‘outputs’ identified in the Results Matrix delivered as expected?</p> <p>1.2 If not, why not? And, what are the expectations re future delivery?</p> <p>1.3 Beyond the ‘outputs’ produced, has there been any change in ‘results’; that is, have the ‘measures of progress’ been achieved (partially or fully)?</p> <p>1.4 Have any of the ‘targets’ outlined in the Results Matrix been met?</p> <p>1.5 Does anything need to be done differently, either in HQ or in the field, to deliver on this ILO Outcome Area? (For example, stop some activities? Initiate some new activities? Change the approach/process of delivery on existing activities)?</p> <p>1.6 What is the assessment by stakeholders of the ‘outputs’ received to date (for example, quality; level of satisfaction; usefulness; etc.)?</p> <p>1.7 What are the ‘lessons learned’ in terms of the efforts to date and advice for the way forward for DWCP-RBM?</p> <p><u>NOTE:</u> For each ILO Outcome Area examined, more detailed enquiry/questioning will be required pertaining to the specifics of the activities/outputs; for example, development of guidance materials and the delivery of training.</p>
<p><u>2. Management and Coordination of Project Delivery</u></p> <p>2.1 Which ILO units are expected to deliver on each of the relevant activities of the DWCP-RBM project?</p> <p>2.2 Is there clarity around who is accountable for each of the five ILO Outcome Areas?</p> <p>2.3 Are there any issues that need to be considered re the delivery on the various activities; for example, timeliness? Efficiency? HR issues? Institutional support? Etc.</p> <p>2.4 Is the management and delivery of the project well coordinated across units in HQ?</p> <p>2.5 Is it well coordinated between HQ and the Regions?</p> <p>2.6 Does anything need to be done differently to improve coordination across the ILO?</p> <p>2.7 Is it well coordinated with other broader UN and donor-supported initiatives?</p> <p>2.8 Has there ever been a dialogue with other UN or international agencies on how best to coordinate with other initiatives which may have similar goals (for example, implementation of RBM into country planning)?</p> <p>2.9 How are the relevant constituents brought into the ‘partnership’ on this project?</p> <p>2.10 Has this worked effectively? Does anything need to be done differently?</p> <p>2.11 Did the administrative and management changes that took place for Phase II impact the implementation of the project in any way (for example, any impact on efficiency)?</p>
<p><u>3. Appropriateness of the Strategy and Work Program</u></p> <p>3.1 Is the work program designed for the DWCP-RBM project, as identified in the Revised Results Matrix, appropriate to the goals/objectives of the project?</p> <p>3.2 Are there any gaps or weaknesses that, if added or corrected, would make the project more effective?</p> <p>3.3 Does anything need to be done or delivered differently?</p>

⁴⁶ A sixth Outcome Area dealing with ‘Gender Dimension’ is not part of the scope of this evaluation. This has been confirmed with the ILO’s Evaluation Unit.

4. Achievement of Project Objectives

- 4.1 RE: Improving knowledge and understanding about RBM and results-based DWCP Has the project strengthened the understanding among ILO HQ staff? ILO Field staff? ILO constituents?
- 4.2 Is there adequate support to reinforce ‘sustainability’ of a learning environment beyond project funding?
- 4.3 Are there ‘lessons’ to be learned regarding how best to achieve this objective of the project?
- 4.4 RE: Changing behaviour so as to actively participate in the various stages of results-based DWCP Has the project led to greater participation in and support of results-based DWCP by constituents?
- 4.5 If so, how has this been demonstrated? Are there any specific examples to cite?
- 4.6 Has the project been responsive to countries’ needs in building national capacity to apply RBM to DWCP programmes and strategies?
- 4.7 If so, how has this been demonstrated? Are there any examples to cite?
- 4.8 Has the project led to greater emphasis and follow-through on results-based DWCP by ILO staff in the field? In HQ?
- 4.9 If so, in each case, how has this been demonstrated?
- 4.10 What is the expectation about the ‘sustainability’ (and indeed improvement) of this behaviour beyond project funding...for constituents? For ILO staff? Is there any evidence to suggest that progress in this area will continue?
- 4.11 Are there ‘lessons’ to be learned regarding how best to achieve this objective of the project?
- 4.12 RE: Fostering the use of results-based M&E information in management decisions (i.e. RBM) Has the project resulted in greater M&E capacity in the ILO...in HQ? in the Regions?
- 4.13 Has there been a greater frequency of ‘regular and periodic’ results-based evaluations of DWCP?
- 4.14 What is the nature of these evaluation studies: ‘formative’ in nature, addressing management issues? Output-oriented? Outcome-oriented?
- 4.15 Are the findings and recommendations of evaluation studies being used for program improvement or decisions on the future of a programme?
- 4.16 If so, are there any examples to cite?
- 4.17 What is the expectation of the ‘sustainability’ of an M&E capacity beyond project funding? Is there any evidence to suggest that progress will continue in terms of the use of M&E (results) information in management decision-making and planning?
- 4.18 Are there ‘lessons’ to be learned regarding how best to achieve this objective of the project?

Annex 6
Terms of Reference for the Independent Evaluation



Evaluation

**Project Title: Decent Work Country Programmes and Results-Based
Management: Strengthening ILO Capacity**

TC/SYMBOL: GLO/06/55/UKM, GLO/06/56/UKM, GLO/08/54/UKM, GLO/06/60/NET

- | | | |
|---|-----------------------------------|--|
| ○ | Type of Evaluation: | Final |
| ○ | Country(ies): | N/A |
| ○ | Project End: | GLO/06/55/UKM,
GLO/06/56/UKM,
GLO/08/54/UKM: 31 Dec 2009
GLO/06/60/NET: 30 Apr 2010 |
| ○ | Evaluation Manager: | Mr. Anthony Watson (IAO) |
| ○ | Administrative Unit: | PROGRAM |
| ○ | Technical Unit: | PARDEV, EVAL, PROGRAM |
| ○ | Evaluation Team: | |
| ○ | Date Evaluation Completed: | |
| ○ | Key Words: | |

A. Background

The project, which has operated from November 2006 through December 2009, was designed as a capacity development initiative to accelerate application of results-based management (RBM) in the ILO. Within this context, it specifically emphasizes country programming in the framework of UN reform. It targets the ILO's staff and constituents - governments and representatives of employers' and workers' organizations, in order to **strengthen their capacity to understand and participate in the various stages of results-based decent work country programmes.**

Operationally, the project's interventions mainly target ILO's field staff and constituents through various activities to make progress in priority areas. The combination of factors for success in building on existing capacities and changing organizational practices are reflected in the three immediate objectives set during the initial project design in 2006.

- I. ILO constituents in countries participate in and support results-based DWCP;
- II. ILO staff effectively coordinates and implement results-based DWCP;
- III. Findings and recommendations from regular and periodic evaluations of decent work country programmes support their further development.

Included in the above objectives are areas of work such as linking ILO programming to United Nations Development Assistance Framework (UNDAF) and UN Country Team (UNCT) processes, monitoring and evaluation planning of DWCPs, management and follow up to DWCP evaluations; training in results-based project design and implementation, and resource mobilization within the new UN and donor-endorsed development frameworks.

Constituents in particular were targeted for training in RBM and UN reform as it is applied to DWCP, and for participation in monitoring and evaluation planning and follow up. The project approach has relied heavily on development of guidance materials and training of ILO officials.

In 2008 with an expanded budget (over \$2 million in additional funding) important activities were funded to accelerate work on systems development to reinforce the quality and results-orientation of DWCPs and projects. This has taken the form of greatly enhanced appraisal, monitoring and review policies, capacities and practices aimed at projects and DWCPs. Targeting the UN system at country-level, the project's resources also helped to finance the development and roll out of new tools for mainstreaming decent work in UNDAF, and for up-to-date guidance and training on rapidly evolving practices with regard to UNDAF, UNCTs and Pilot ONE UN good practices. In the area of review and evaluation, the project resources were used to augment ILO activities to build capacity and use evaluation to enhance the relevance, effectiveness and efficiency of ILO's technical programming at country level. Finally, knowledge sharing tools and capacities have been enhanced through the project's resources.

The initiatives supported through the project are a major means of action for achieving the higher objective laid out in the DFID-ILO Partnership Framework Agreement (PFA) 2006-09, which was revised in 2008 to read as 'to enable the more effective performance of the ILO as a results-based organisation fully engaged in the processes of the United Nations reform at the country level through effective implementation of Decent Work Country Programmes'.

The final evaluation of the PFA, which is scheduled to coincide with this independent evaluation, will consider the broader organizational changes taking place over the partnership period, and will complement the findings of this project-specific evaluation. The evaluation of this project will focus on the value-added of the project (through augmented budgets, accelerated roll out of activities, and integrated approach) to ongoing ILO organizational initiatives within those areas funded.

The PFA evaluation, which will be managed directly by DFID, will examine whether the implementation of the PFA has had a positive impact on ILO's:

- I. Strengthening of RBM systems and transition to a DWCP approach;
- II. Accelerated implementation of results-based and quality controlled DWCPs in Africa;
- III. Enhanced evidence of the impact of global policy and advocacy work;
- IV. How the ILO works with other UN agencies in achieving results at country level.

B. Results framework , indicators and targets

The results matrices, indicators and targets for the RBM/DWCP project exist at two levels. First, in the 2006 project document, the logical framework for the project set up the set of indicators and targets shown in table 1, below. In addition, through a redesign exercise in early 2008, it was decided that the initiatives supported by the project should be understood as integral components of the results matrix and performance framework for the DFID-ILO Partnership Framework Agreement (PFA), though the latter calls for changes reaching beyond what the project has been able to financially support.

Following negotiations with DFID and agreement on the second phase of the project (2008-09), a new PFA results matrix was created (attached in Annex I), with specific outputs and activities that are aligned with the original objectives set out for the project, and the delivery of which was based on partial or full

support of project funds. The matrix revised the baselines, indicators and targets for the PFA and introduced new components to be funded through the project: Integrated Resource Information System (IRIS) business processes and procedures expansion, introduction of a donor dashboard; and stronger DWCP contribution to UNDAF, Poverty Reduction Strategies (PRs) and Joint Assistance Frameworks (JAFs) were added as PFA outcomes to be at least partially supported through project activities. Additionally, in 2008, the project underwent administrative restructuring and re-planning in order to increase coherence in delivery.

It is proposed that the evaluation considers work done to achieve both sets of outcomes/indicators associated with the project's use of funds but with the intention of identifying the added value of the project resources to the wider ILO effort.

The overall resources for the project were set at \$5.6 million (including both the UK and the Netherlands' funding), which were programmed in two phases, with a different management approach for each.

Phase 1 (2006-07):

The total allocations received from both donors in 2006-07 are \$3,706,402 (\$2,861,023 from the UK, and \$845,379 from the Netherlands). These funds were used to support the achievement of the indicators and targets listed in the table below. The detailed budget breakdown for this phase of the project can be found in Annex II.

Table 1: GLO/06/55/UKM, GLO/06/56/UKM and GLO/06/60/NET (2007)	
Constituents support the implementation of focused and results-based decent work country programmes.	Target: 50 countries
Constituents support decent work country programmes as components in UNDAF results matrix.	Target: 65 countries
National development priorities are reflected in decent work country programmes which contribute to UNDAF results matrixes.	Target: 15 countries
Focal points for technical cooperation in ILO field offices are trained in project cycle management, including project design, appraisal, implementation, monitoring and evaluation.	Target: 300 staff
Seventy per cent of new programmes and projects funded through extra-budgetary sources between 2007 and 2009 directly relate to DWCP priority outcomes. Periodic independent evaluations lead to plans to improve country programmes.	Target: 15 countries (5 by end 2007; 10 by 2009)
Biennial decent work country programme reviews generate plans for enhanced implementation and performance reporting.	Target: All major country programmes carry out one review every second year, approximately 20 countries by 2007; 40 countries by 2009.
Recommendations from periodic internal reviews are applied by ILO to remove key organizational performance constraints.	Target: 10 cases support application of lessons learned through internal reviews.

Phase 2 (2008-09):

In 2008, the project underwent administrative re-planning and restructuring. This included: i) combining all the UK unspent resources from 2006-07 with additional 2008 allocations into a common project budget, and ii) revision of the PFA results matrix. The project funds were jointly planned to support the initiatives listed in the PFA matrix, as outlined in the table below. The detailed budget breakdown can be found in Annex III.

2008-09 Allocations: 100655-GLO/06/56/UKM, 100680-GLO/06/55/UKM, 101241-GLO/08/54/UKM, 100766-GLO/06/60/NET			
#	ILO Outcome	Main Outputs and Activities	Budget (USD)
1	ILO has systems to report on results and impact vigorously	<ul style="list-style-type: none"> - New performance management system designed and implemented Office-wide (2009) - Guidelines developed and issued (2009) - Training and support available to managers and staff (2009) - New/streamlined business processes designed and reflected in IRIS (2009) - Guidance on new procedures developed and changes communicated (2009) - Training and support to managers and staff available (2009) - IPSAS Implementation (2009) 	102,568
2	Increased transparency in governance and programme management	<ul style="list-style-type: none"> - ILO-wide RBM work planning solution and guidelines developed, issued (2008) - Solution/system developed (2009) - Training and support available (2009) - Dashboards implemented to facilitate transparency, monitoring, reporting and timely decision making (2009) - IRIS rollout to the field executed to the pilot and at least one region (2009) 	547,116
3	Enhanced reach, quality assurance and coherent delivery of Decent Work Country Programmes (DWCPs) and TC projects	<ul style="list-style-type: none"> - RBM and DWCP training strategy, curriculum and training materials in place (2008) - First round of training execution for ILO staff and constituents completed (2009) - A revised process for independent (Arms-Length) DWCP Quality Assurance Mechanism (QAM) established (2008) - TC project cycle management training delivered to all relevant staff in HQ and Field (2009) - Revised TC management office procedures in place (2009) - Requirements for the TC management dashboards developed (2009) 	1,444,788
4	Stronger DWCP contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"	<ul style="list-style-type: none"> - Review of existing UNDAFs and "Delivering as One" Pilots performed (2008) - Training executed on integration of Decent Work Agenda (DWA) into UNDAFs for all relevant staff in HQ and Field (2009) - Continuous support provided to ILO field staff engaged in "Delivering as One" pilot countries (2008-09) - Frameworks, business models and ILO lessons learnt shared with all ILO staff responsible for managing ILO's contribution to new or renewed UNDAFs (2008) - HACT reviewed, tested and adopted (2008-09) - ILO actively involved in implementing HLCM proposal for harmonizing business practices (2009) - New RCs oriented on the Decent Work Agenda (2008) - LO field office directors and staff trained on the RC firewall, the role of the UNDP country director and UNDP business practices (2008-09) - Decent Work toolkit knowledge sharing platform operational (2008-09) - Toolkit training delivered for relevant staff (2009) - Capacity strengthening and ongoing support provided to enable the active participation of ILO's tripartite constituents in United Nations reform processes 	373,188
5	Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality	Guidance, support and capacity building provided to key headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan and named as having 'primary responsibility' for achieving the three result	<i>this outcome of the PFA corresponds to a GENDER-funded project, which is evaluated separately</i>
6	Evaluation function strengthens management effectiveness and accountability for results of ILO's work	<ul style="list-style-type: none"> - Comprehensive internal and independent evaluation plans and reports completed that guide country programmes and technical strategies (2008) - The Office plans follow-up and reports implementation progress against agreed evaluation recommendations within 6 months; monitoring reports recorded in i-track. (continuous) - Evaluation circulars and directives issued that confirm organizational authority, role and accountability of evaluation within the Office. (2008) - Evaluation capacity within the ILO (and of constituents) strengthened (2009) - ILO evaluation practices harmonized within the UN system by ILO contributing substantively to UNEG activities (2009) - Evaluability assessments conducted that profile strengths and shortcomings of results frameworks and monitoring plans. (2008 and 2009) 	1,384,403
Programme Support Costs and Provisions for Cost Increases:			702,499
Total Allocations 2008-09:			4,554,562

C. Purpose and objectives of the evaluation ⁴⁷

The purpose of the evaluation is to determine areas in which the ILO's support to constituents and staff has been more or less effective in improving their understanding and participation in the various stages of results-based decent work country programmes. The evaluation will recommend appropriate changes into the joint strategy, and identify possible future interventions of the ILO to accelerate the change process.

The main objectives of the evaluation will be to:

- Evaluate the progress towards achievement of the results as identified in the project documentation;
- Assess the appropriateness of the synergies and complementarities between work being done to build capacities and change practices;
- Review effectiveness of the overall interventions, their main achievements, responsiveness to the expanding countries' needs in building national capacity to apply RBM to decent work strategies and programmes;
- Review and assess the partnership with the government bodies, social partners and international organizations in implementation;
- Review the relevancy and comparative advantage of the ILO with regard to constituents in linking into the broader UN and donor-supported initiatives;
- Review and assess the efficiency of implementation and management arrangements of the project over the full duration;
- Review sustainability of the achievements undertaken by the ILO;
- Identify gaps/weaknesses in the current strategy design and provide recommendations as to improvement;
- Identify lessons learnt from previous and ongoing interventions;

D. Scope and coverage

The evaluation will review all areas of work funded through the project and included in the results frameworks. This will include work done to:

- I. Link ILO programming to UNDAF and UNCT processes, PRSs and JAFs, including "Delivering as One
- II. Rollout of monitoring and evaluation planning and management of DWCPs
- III. Training project design and implementation, and resource mobilization
- IV. Information systems and policy changes related to improved governance and programme management
- V. Ensure quality and coherent delivery of Decent Work Country Programmes (DWCPs) and TC projects
- VI. Improve technical cooperation management, transparency and oversight
- VII. Use evaluation function to strengthen management effectiveness and accountability for results of ILO's work

Internally, the evaluator will also assess the internal partnership between PARDEV, PROGRAM, EVAL and the Regional Offices to consider various dimensions of the partnership approach. This will include the following:

- Values and Capacity
 - a. Organizational capacity
 - b. Organizational cultures
 - c. External environment

⁴⁷ The ILO requires all evaluations to adhere to the UN standards and norms set by the UN Evaluation Group.

- Process
 - a. Communication and collaboration within the partnership
 - b. Communication and collaboration outside the partnership
- Impact
 - a. Impact on the common issues
 - b. Impact on the partner members
 - c. Impact on target groups

E. Expected outputs

The key product expected from this evaluation is a comprehensive analytical report, a summary of the report, using the ILO template format, and a set of actionable recommendations regarding how to move forward. This report should follow the ILO Evaluation Report Template and include all sections recommended therein (see evaluation guidance). The report should include, but is not limited to, the following components:

- Executive summary;
- Introduction;
- Description of the evaluation methodology;
- Analysis of the situation with regard to outcome, outputs, resources, partnerships, management and working methods;
- Key findings based on scoping questions;
- Conclusions and recommendations for the future programme implementation (with reference to the proposals for the next phase of programming)
- Lessons learned

F. Audience

The evaluation is intended mainly for the ILO's senior managers, the national constituents and UN partners who have worked with the ILO on various project-related initiatives, but will also inform the donor and ILO staff regarding what is working and what may need changing.

G. Methodology

The ILO approach to all evaluations is to encourage participation of key stakeholders in the process. At country level, this will involve designing an evaluation survey that gathers feedback from our national constituents, staff and other partners about the ILO's above-mentioned RBM/DWCP programme of work.

In addition, the evaluator should develop suitable methodologies for the following:

- Desk review of relevant documents
- Discussions with field senior management and technical programme staff supporting DWCP and UN reform in the field and HQ;
- Interviews of ILO constituents, partners and other stakeholders;
- Consultation meetings and interviews:
 - Interviews with relevant project staff;
 - Internet surveys of participants in training and technical support missions.

The means by which to gather information and develop the methodology for the evaluation will be submitted by the evaluator in a short inception report. In addition, the ILO will make available at the start up of the evaluation a written self evaluation report prepared by the project.

H. Evaluation Team

The Evaluation Team will consist of one independent international consultant (Team Leader), who will work under the overall direction of the ILO evaluation function, and under the direct coordination of the evaluation manager.

Qualification requirements for the international consultant/team leader:

- Higher education (a degree) in economics, business administration or any other social sciences related to the pro poor economic growth and poverty reduction;
- Extensive experience in conducting evaluations, strong working knowledge of the ILO and its tripartite constituents, and working with state public authorities in the field of international standards.
- Extensive knowledge of result-based management evaluation, policies, procedures, as well as participatory monitoring and evaluation methodologies and approaches ;
- Minimum 7-10 years professional expertise in international development;
- Experience in working with the UNDAF;
- Demonstrated analytical, communication and report writing skills;
- Teamwork capacity to work with the target group representatives;
- Fluency in written and spoken English.

The Evaluation consultant will have overall responsibility for the quality and timely submission of the final evaluation report to ILO. Specifically, he/she will perform the following tasks:

- Lead and manage the evaluation mission;
- Design the detailed evaluation methodology and approach;
- Conduct the evaluation in accordance with the proposed objective and scope of the evaluation;
- Draft and communicate the evaluation report;
- Finalize the evaluation report in English and submit it to ILO.

I. Management arrangements

The ILO supports **independent** evaluation of ILO projects and programmes as a means of validating the achievement of results and drawing attention to where and how there is need to change. To ensure independence, independent evaluations are managed under the direction of the ILO evaluation unit or designated evaluation officers at the regional level. These evaluations will be conducted by an external evaluator who will prepare the final report.

A list of stakeholders for this project will be kept informed and will be expected to provide input regarding the planning, conducting, finalization and follow up of this evaluation.

J. Timeline and schedule (tentative)

The evaluation will commence in September 2009. The duration of the assignment is 25 working days, including writing of the final report.

Activity	Timeframe	Place	Responsible Party
Finalize TORs	July		Evaluation Manager
Contracting of consultant	July		Evaluation Manager
Information inputs/self evaluations/final progress report	August		
Desk review	September		Evaluator
Interviews with project & ILO staff directly implementing project	September	Geneva	Evaluator
Interviews with ROs; Electronic survey to country-level staff & constituents	September	Geneva/ Video	Evaluator

		conference	
Draft report written	Mid - October		Evaluator
Circulation and comments	Mid - October		Evaluation Manager
Final report	End October		Evaluator
Management response & action plan			PARDEV, PROGRAM, EVAL

K. Documents for study by the evaluators

Guidance on conducting this evaluation:

[Concept and policies for project evaluations](#) (pdf, 301 KB)

[Planning and managing project evaluations](#) (pdf, 313 KB)

[Considering gender in monitoring and evaluation of projects](#) (pdf, 289 KB)

[Preparing the summary of project evaluation reports](#) (pdf, 139 KB)

[Quality checklist for evaluation Terms of Reference -](#) (doc, 89 KB)

[Quality checklist for evaluation reports -](#) (doc, 127 KB)

[Checklist for selecting an evaluator -](#) (doc, 82 KB)

[Evaluation summary template -](#) (doc, 134 KB)

[Evaluation Title Page Template -](#) (doc, 35 KB)

Annex I

Revised results matrix (GLO/06/55/UKM, GLO/06/56/UKM, GLO/06/60/NET and GLO/08/54/UKM)

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs and Activities
1	ILO has systems to report on results and impact vigorously	1.1 There is a dedicated established reform team to accelerate the pace of reforms and evidence that new HR strategy and IRIS are contributing to efficiency and good management practice 1.2 A clear institutional framework exists for reporting on results and impact and funding of allocations is driven by strategic objectives and priorities	(i) Current performance management system is ineffective. (ii) Analysis of simplification and streamlining of business processes and procedures started.	(i) New staff performance management system introduced. Staff assessed thought the new system in line with the RBM principles (ii) Business process areas which could result in reduced numbers of staff executing them identified and streamlined.	- New performance management system designed and implemented Office-wide (2009) - Guidelines developed and issued (2009) - Training and support available to managers and staff (2009) - New/streamlined business processes designed and reflected in IRIS (2009) - Guidance on new procedures developed and changes communicated (2009) - Training and support to managers and staff available (2009) - IPSAS Implementation (2009)
2	Increased transparency in governance and programme management	2.1 Planning and delivery of Regular Budget (RB), Regular Budget Supplementary Allocations (RBSA) and Technical Cooperation (TC) funds is transparent to the donors, management and staff 2.2 Independent Audit Oversight Committee has agreed workplan and targets for its work	(i) RBM workplans available outside of IRIS for all the units of the Management and Administration Sector. (ii) No reporting dashboards available to facilitate basis for quantitative and qualitative implementation reporting	(i) All technical sectors and regions have a high-level workplan in IRIS in 2009 (ii) Technical cooperation (donor) reporting dashboards implemented and used by end of 2009; other dashboards in progress	- ILO-wide RBM work planning solution and guidelines developed, issued (2008) - Solution/system developed (2009) - Training and support available (2009) - Dashboards implemented to facilitate transparency, monitoring, reporting and timely decision making (2009) - IRIS rollout to the field executed to the pilot and at least one region (2009)
3	Enhanced reach, quality assurance and coherent delivery of Decent Work Country Programmes (DWCPs) and TC projects	3.1 Standard DWCP operational guidance, support and implementation tools produced and programme staff training is underway 3.2 Processes in place for improved technical cooperation management and oversight	DWCP Quality Assurance Mechanism is currently ineffective. Lessons learnt to date are being collected. TC project quality assurance checklist exists but is not systematically applied	50 per cent of DWCPs and TC projects go through their respective revised Quality Assurance Mechanism. Improvements and changes in their design are tracked.	- RBM and DWCP training strategy, curriculum and training materials in place (2008) - First round of training execution for ILO staff and constituents completed (2009) - A revised process for independent (Arms-Length) DWCP Quality Assurance Mechanism (QAM) established (2008) - TC project cycle management training delivered to all relevant staff in HQ and Field (2009) - Revised TC management office procedures in place (2009) - Requirements for the TC management dashboards developed (2009)

#	ILO Outcome	Measure of Progress (Indicators)	Baseline	Target	Main Outputs and Activities
4	Stronger DWCP contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"	<p>4.1 Number of Delivering as One pilots as well as new or renewed UNDAFs in UNDAF Roll-out and innovative 'self-starter' countries that incorporate ILO's priorities</p> <p>4.2 ILO adopts HACT and jointly implements the new HLCM proposal for harmonization of business practices</p> <p>4.3 The new RC system is supported in benefit of the entire UN system</p>	<p>6.1 Number of Delivering as One pilots as well as new or renewed UNDAFs in UNDAF Roll-out and innovative 'self-starter' countries that incorporate ILO's priorities</p> <p>6.2 ILO adopts HACT and jointly implements the new HLCM proposal for harmonization of business practices</p> <p>6.3 ILO is reviewing UNDPs revised proposal for a "functional firewall". ILO will continue to orient future RCs on the decent work agenda, as well as ILO field office directors and staff about the RC firewall, the role of the UNDP country director and UNDP business practices</p>	<p>6.1 At least 6 pilot countries incorporate ILO priorities. ILO priorities incorporated in 50 per cent of new/renewed UNDAFs</p> <p>6.2 HACT is adopted by the ILO. HLCM is being implemented</p> <p>6.3 Firewall proposal adopted with ILO field office Directors fully aware of the need to support a RC system that benefits the entire UN system</p>	<ul style="list-style-type: none"> - Review of existing UNDAFs and "Delivering as One" Pilots performed (2008) - Training executed on integration of Decent Work Agenda (DWA) into UNDAFs for all relevant staff in HQ and Field (2009) - Continuous support provided to ILO field staff engaged in "Delivering as One" pilot countries (2008-09) - Frameworks, business models and ILO lessons learnt shared with all ILO staff responsible for managing ILO's contribution to new or renewed UNDAFs (2008) - HACT reviewed, tested and adopted (2008-09) - ILO actively involved in implementing HLCM proposal for harmonizing business practices (2009) - New RCs oriented on the Decent Work Agenda (2008) - LO field office directors and staff trained on the RC firewall, the role of the UNDP country director and UNDP business practices (2008-09) - Decent Work toolkit knowledge sharing platform operational (2008-09) - Toolkit training delivered for relevant staff (2009) - Capacity strengthening and ongoing support provided to enable the active participation of ILO's tripartite constituents in United Nations reform processes at the country level (2008-09)
5	Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality	Extent to which targets for result areas are achieved within the Action Plan's first and second sections: (i) enabling institutional mechanisms, including provisions for promoting greater gender balance in management and leadership positions; and (ii) targets are met for gender-related indicators in the ILO Programme and Budget for 2008-09	Internal assessment of implementation of ILO Gender Equality Action Plan 2003-05 and reporting on gender-sensitive indicators in implementation report for ILO's Programme and Budget for 2006-07	50 per cent of targets are achieved within the Action Plan's first section on enabling institutional mechanisms and 50 per cent of targets are achieved within the Action Plan's second section on the Strategic Objectives of the ILO Programme and Budget 2008-09	<p>Guidance, support and capacity building provided to key headquarters-based units and staff identified as accountable and having a key implementation role vis-à-vis the Action Plan and named as having 'primary responsibility' for achieving the three results in the areas of:</p> <ul style="list-style-type: none"> - staffing - substance - institutional arrangements (2009)
6	Evaluation function strengthens management effectiveness and accountability for results of ILO's work	Extent to which the targets for the following initiatives have been met: (i) Completed Office-wide evaluation work plans and schedules as reported in ILO Annual Evaluation Report, (ii) Documentation on follow up actions by Office on all major evaluations,	<p>(i) No consolidated project-level workplan and schedule for evaluations exist.</p> <p>(ii) Evaluation follow up reported to PFAC favourably reviewed.</p> <p>(iii) Results of annual evaluation appraisal report in 2007</p>	<p>(i) All evaluation plans for 2008 and 2009 recorded in i-track</p> <p>(ii) Evaluation follow up reported to PFAC favourably reviewed.</p> <p>(iii) Results of annual evaluation appraisal and evaluability reports in 2008.</p> <p>(iv) 50 per cent of DWCP have monitoring plans and associated reports by end 2009</p>	<ul style="list-style-type: none"> - Comprehensive internal and independent evaluation plans and reports completed that guide country programmes and technical strategies (2008) - The Office plans follow-up and reports implementation progress against agreed evaluation recommendations within 6 months; monitoring reports recorded in i-track. (continuous) - Evaluation circulars and directives issued that confirm organizational authority, role and accountability of evaluation within the Office. (2008) - Evaluation capacity within the ILO (and of constituents) strengthened (2009) - ILO evaluation practices harmonized within the UN system by ILO contributing substantively to UNEG activities (2009) - Evaluability assessments conducted that profile strengths and shortcomings of results frameworks and monitoring plans. (2008 and 2009)

2006-07 Allocations

(100680-GLO/06/55/UKM, 100655/06/56/UKM, 100766-GLO/06/60/NET)

Immediate Objective 1: ILO constituents participate in results-based decent work country programmes	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM	100766 - GLO/06/60/NET
\$189,000	\$85,000
Immediate Objective 2: ILO staff effectively coordinates results-based decent work country programmes	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM	100766 - GLO/06/60/NET
\$918,000	\$285,000
Immediate Objective 3: Findings and recommendations from regular and periodic evaluations of decent work country programmes support their further development	
United Kingdom (DFID)	The Netherlands
100655 - GLO/06/56/UKM	100766 - GLO/06/60/NET
\$730,000	\$430,000
Programme Support Costs & Provisions for Cost Increases	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM	100766 - GLO/06/60/NET
\$348,547	\$45,379
Additional Allocations Dec 2007:	
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM	100766 - GLO/06/60/NET
\$675,476	\$0
TOTAL Allocated in 2006-07	
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM	100766 - GLO/06/60/NET
\$2,861,023	\$845,379
Total Spent in 2006-07	
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM	100766 - GLO/06/60/NET
\$1,124,226	\$0
Rephased into 2008-09	
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM	100766 - GLO/06/60/NET
\$1,736,797	\$845,379

Annex II:

2008-09 Allocations*

Outcome 1: ILO has systems to report on results and impact vigorously	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM 101241 - GLO/54/08/UKM	100766 - GLO/06/60/NET
\$93,543	\$9,025
Outcome 2: Increased transparency in governance and programme management	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM 101241 - GLO/54/08/UKM	100766 - GLO/06/60/NET
\$494,499	\$52,617
Outcome 3: Enhanced reach, quality assurance and coherent delivery of Decent Work Country Programmes (DWCPs) and TC projects	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM 101241 - GLO/54/08/UKM	100766 - GLO/06/60/NET
\$1,192,940	\$251,848
Outcome 4: Stronger DWCP contribution to UNDAF, PRSs and Joint Assistance Frameworks (JAFs), including "Delivering as One"	
United Kingdom (DFID)	The Netherlands
101241 - GLO/08/54/UKM	100766 - GLO/06/60/NET
\$355,219	\$17,969
Outcome 5: Gender dimension is integrated in ILO's core RBM systems through strengthened implementation of the Action Plan for Gender Equality	
United Kingdom (DFID)	
GLO/08/53/UKM - Gender mainstreaming in ILO	
<i>Funded by GENDER project</i>	
Outcome 6: Evaluation function strengthens management effectiveness and accountability for results of ILO's work	
United Kingdom (DFID)	The Netherlands
100655 - GLO/06/56/UKM 101241 - GLO/08/54/UKM	100766 - GLO/06/60/NET
\$1,001,221	\$383,182
Programme Support Costs & Provisions for Cost Increases	
United Kingdom (DFID)	The Netherlands
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM 101241 - GLO/08/54/UKM	100766 - GLO/06/60/NET
\$571,761	\$130,738
TOTAL Allocated in 2008-09	
100680 - GLO/06/55/UKM 100655 - GLO/06/56/UKM 101241 - GLO/08/54/UKM	100766 - GLO/06/60/NET
\$3,709,183	\$845,379

Annex III:

- * includes:
- administrative restructuring and re-planning of resources
 - pulling all unspent DFID resources from 2006-07 (\$1,736,797) into one DFID project and rephasing into 2008-09
 - additional allocation from DFID (\$1,972,387)
 - rephasing of all Dutch funds (\$845,379) into 2008-09
 - includes new results matrix for the PFA

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November 2009