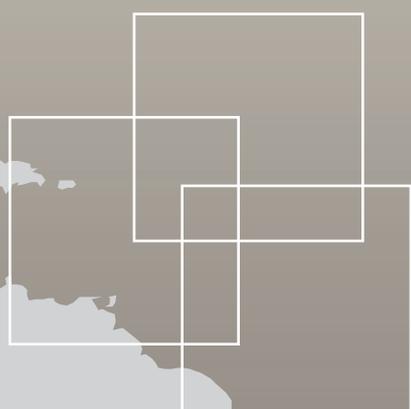




International
Labour
Office
Geneva

Independent evaluation of the ILO's field operations and structure 2010–2016

September 2017



EVALUATION
OFFICE

Independent Evaluation of ILO's Field Operations and Structure

September 2017

FINAL REPORT

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LIST OF ABBREVIATIONS

BPR	Business Process Review
CC	Country coordinator
CD	Country director
CO	Country office
CPO	Country programme outcome
DCOMM	Department of Communication and Public Information
DDG/FOP	Field Operations and Partnership portfolio
DDG/MR	Deputy Director-General Management and Reform
DDG/P	Deputy Director-General Policy
DW	Decent work
DWCP	Decent work country programme
DWT	Decent work team
DWA	Decent Work Agenda
EU	European Union
EVAL	Evaluation Office
FOS	Field operations and structure
FS	Field structure
GB	Governing Body
GED	Gender, Equality and Diversity Branch
GTT	Global technical team
HLE	High-level evaluation
HQ	Headquarters
HRD	Human Resources Department
ILS	International labour standards
IRIS	Integrated Resource Information System
ITC-ILO	International Training Centre of the ILO
M&E	Monitoring and evaluation
MIC	Middle-income country
MoL	Ministry of labour
MOPAN	Multilateral Organisation Performance Assessment Network
NC	National Coordinator
NEDLAC	National Economic Development and Labour Council, South Africa
NRC	Non-resident country

OBW	Outcomes-based workplan
P&B	Programme and budget
PARDEV	Partnerships and Field Support Department
PPP	Public-private partnership
RB	Regular budget
RBM	Results-based management
RBSA	Regular Budget Supplementary Account
RD	Regional Director
RO	Regional office
SDG	Sustainable Development Goal
SJD	Social Justice Declaration
SPF	Strategic Policy Framework
TC	Technical cooperation
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
UNICEF	United Nations Children's Fund
UNRC	United Nations Resident Coordinator
XB	Extra-budgetary
XBTC	Extra-budgetary technical cooperation

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Peter E. Wichmand, Senior ILO Evaluation Officer, was part of the evaluation team and managed the evaluation. Guy Thijs, Director of the ILO Evaluation Office, provided overall guidance and management.

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Any errors or omissions are the responsibility of the Evaluation Office.

EXECUTIVE SUMMARY

PURPOSE AND SCOPE

In 2011, the Governing Body (GB) decided to commission an evaluation of the ILO's field operations and structure (FOS). The evaluation was postponed on account of an internal review in 2013, which led to further reform in 2014 on the basis of 40 initiatives. The results from these processes ushered in a new field operations structure in 2015.

The evaluation used a mixed-method approach that obtained information from documents, interviews at headquarters, field missions to 14 countries in the five ILO regions, and a survey of ILO staff and constituents on their experiences and assessment of the reform process. A total of 351 individuals (36 per cent women) were interviewed and 513 individuals (120 ILO staff and 393 constituents) responded to the surveys. Stakeholders were consulted on methodology and findings, and provided feedback on the draft report.

The report did not evaluate how far objectives, principles and programmes are being achieved, but rather evaluated the extent to which steps taken to improve the support services to the field and tripartite constituents have had an effect during the 2010–16 period.

SUMMARY OF FINDINGS

In general, good progress has been made on the 2014 “Field Operations and Structure and Technical Cooperation Review: Implementation Plan”, although the pace has been somewhat slow. Of the 40 initiatives in the Implementation Plan, the evaluation found that 78 per cent were either complete or in progress. The areas of implementation with the highest level of full completion were “Improving our strategic management and programming” (81 per cent with 16 initiatives) and “Enhancing quality services to constituents” (77 per cent with four initiatives), with less completed in “Investing in our people” (50 per cent with 11 initiatives) and “Presence and partnerships” (44 per cent with nine initiatives). Key initiatives in the plan notably not completed or with “unknown status” included: a portfolio of services to constituents as per typologies of countries; policy or guidance on the ILO's operations in non-resident countries (NRCs); strengthening multilateral and regional partnerships; and significant progress on functional and geographical mobility.

With no major change in total resource allocations, a number of posts have been relocated from headquarters to the field (especially in the current and forthcoming programmes and budgets), reflecting the complicated processes of organizational change in a zero-growth environment, as well as the opportunities presented by an ongoing trend towards the downgrading of technical positions. Such moves have not always been sufficiently gender-responsive in addressing the gender gaps at various levels. The changes

in how the UN system operates in the field in the context of the Sustainable Development Goals (SDGs) have given the ILO an opportunity to build on its strong field presence to position itself in the UN system

A. Relevance

There was widespread agreement among tripartite constituents that the ILO's mandate and work are highly relevant, useful and increasingly important but that the current FOS is not always fully aligned with current and future needs. The FOS should facilitate the provision of higher levels of technical expertise that is more focused on knowledge generation and better aligned with the needs of different countries, such as middle-income countries. Increased normative work, with more emphasis being placed on regional and subregional entities, is needed with the ILO's capacity-building efforts being more directed to supporting constituents to implement policies and regulations.

B. Coherence

The level of coherence of the field structure varies. There are wide disparities in the number of countries covered by each regional office (RO), Decent Work Technical Support Team (DWT) and by each country office (CO), as well as in the office architecture. Constituents, staff and donors expressed concerns that the offices serving a large number of countries are unreasonably overstretched. There is no apparent systematic approach for addressing ILO's representation in NRCs, which also results in varying levels of demand being placed on DWTs and country offices. The inequities were greatest for Africa and the Arab States.

C. Effectiveness

The FOS followed the Organization's priorities and outcomes, and showed a general improvement in the services delivered at the country level as reflected in country programme outcomes (CPOs), Decent Work Country Programmes (DWCPs) and UN Development Assistance Frameworks (UNDAFs), although this was relatively slow and had major regional variations. Significant differences between resident and NRCs were observed. More generally, issues emanating from resource constraints have slowed the pace of reform. The reform process has resulted in real increases in resource allocations to the field in each programme and budget (P&B) over the period of the evaluation. Regular budget technical posts have been moved to the field, made possible in part by the cost differentials between staff at headquarters (HQ) and, in budgetary terms, less expensive field posts. In addition, the control and use of resources continue to be centralized at headquarters, although for the regular budget supplementary account (RBSA), regional offices pre-select proposals and extra-budgetary technical cooperation (XBTC) funds are largely decentralized in line with ILO policy. The extent to which programme and budget proposals are based on an assessment of needs is not clear as budgets only marginally change from one biennium to the next. There is some evidence, however, that changes in needs or demands for service may have been addressed through new sources of funding, such as public-private partnerships (PPPs) and modest in-kind contributions, although the latter are often not counted.

The number and level of achievement of CPOs, as measured by outcome-based workplans, have improved over time, particularly when the 2014–15 biennium is compared with 2016–17. While DWCPs have witnessed improvements in quantity and quality (except for gender responsiveness in CPOs), there are significant regional differences: greater progress was observable in Africa and Asia rather than in the Americas. Concerns remain about the extent to which DWCPs can be implemented, and about the level of effort required for their development. There is increasing use of results-based management (RBM) in field offices, though there are issues with reporting procedures, weak systematic monitoring, and under-resourced monitoring and evaluation (M&E) functions. In the context of the implementation of the SDGs, especially SDG 8 “Decent work and economic growth”, there is evidence that the ILO is becoming a more

effective participant in the United Nations Country Teams (UNCTs), and that its work is better reflected in the UNDAFs. In 22 UNDAFs reviewed by the UN system, all gave priority to SDG 8 and recognized the ILO's role in developing the UNDAFs. Significant differences in NRCs, however, were once again observed.

For the most part, constituents are satisfied with the technical support received. This is to some extent dependent on proximity and presence, with those in countries that host DWT/COs or regional offices/country offices being the most satisfied and those in NRCs being the least satisfied. In several areas, proximity correlated with the number of DWT missions, with significantly more missions seen to countries that provide the home base for DWTs and for country offices. There are also more missions to countries within the DWT/CO geographical competency than to other country offices.

Satisfaction levels were lower among staff than constituents, with concerns among those in the field that the FOS does not yet provide a fully effective and efficient enabling environment to carry out their work. The guidance and knowledge tools are generally well received, although considered somewhat heavy. The creation of the global technical teams (GTTs) is mostly seen as a positive development, having the potential to dismantle the walls of well-entrenched silos within the ILO by encouraging cross-engagement from HQ to the regions, as well as between regions, but the level of functioning varies. The numerous initiatives at HQ to focus attention on ILO issues and outcomes such as GTTs and outcome support group mechanisms are largely seen as having a headquarters-to-field focus, rather than two-way communication and learning systems. The staff and constituents praised the training offered through the ITC-ILO with the latter requesting continued efforts towards a more decentralized training approach.

D. Efficiency

With regard to efficiency, no significant increase in resources for field operations or in the flow of resources from HQ to the field in either the regular budget (RB) or from extra-budgetary sources was observed over the period. As raised in other reviews, the administration of field operations is still wanting in regards to adequate decentralization of decision-making; also staff and constituents perceive some procedures to have become more centralized and time-intensive. Delays related to human resource issues, particularly the length of time to fill posts, continue to be a major concern. The roles and responsibilities of ILO officials are reasonably well defined and resource allocation is being tracked by systems, such as the Integrated Resource Information System (IRIS), where it has been implemented. Programme support income (PSI) funding to support the FOS and as an incentive for resource mobilization remains centralized in allocation. Issues not yet acted upon include progress on reviewing the actual costs involved in supporting technical cooperation (TC), including the distribution of the collected PSI funds as indicated in the Implementation Plan and in a recommendation in the high-level technical cooperation evaluation on more timely and more transparent PSI distribution within departments and regions.

Increased staff mobility was a major expectation of the reforms. Although a staff mobility procedure is in place, there is minimal evidence of staff movement in practice, although some differences and variations between regions and departments were observed. This, along with issues about incentives for national staff being lower than in other UN system agencies, is a concern for many people.

E. Sustainability and impact

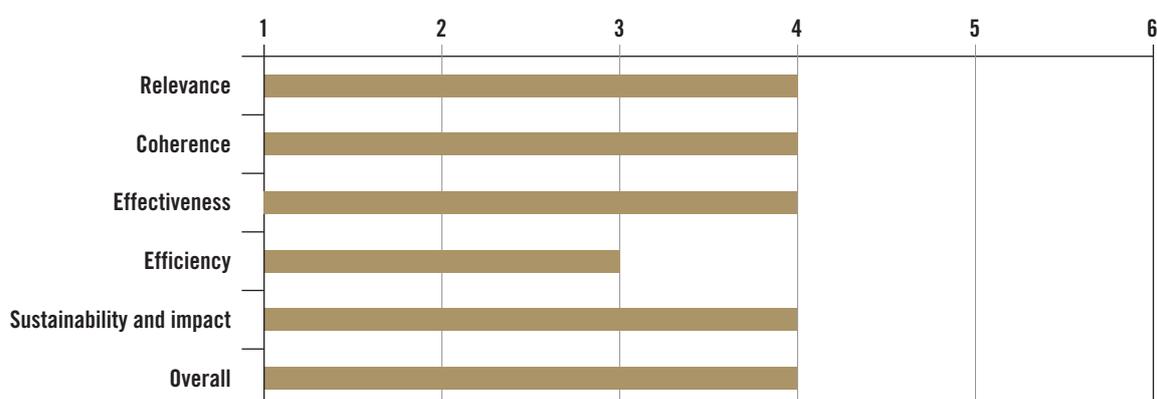
Staff capacity will continue to be an important variable in the sustainability of the FOS. If further restructuring takes place with more responsibilities coming to the field, an adequate level of support needs to be provided, including to the senior management of regional offices, DWTs and COs. The decrease in management and administrative positions, delays in filling core positions, the increasing number of mandates, and the number of countries without ILO representation, all pose challenges for the sustainability and impact of the ILO's work.

The ILO has been responding to changes, especially in the UN system review of operational activities in the context of the SDGs. Increased attention to international labour standards (ILS), including to human rights and gender equality, were particularly noticeable at country level, although technical posts relating to gender have been downgraded in a number of cases.

F. International labour standards, human rights and gender equality

The ILO's efforts on decent work and ILS is clearly embraced by constituents, the wider UN system and the donor community. There are increasing demands for these services especially in the context of greater market liberalization. Dedicated financial and staffing resources for the ILO's work on gender have generally declined over the review period, but the demand for ILO expertise and the opportunities for resource mobilization have been on the increase, particularly in the context of SDG 8 on decent work and SDG 5 on gender equality.

Figure 1. Overall evaluation ratings by criterion



Scale 6 = Highly satisfactory; 5 = Satisfactory; 4 = Somewhat satisfactory; 3 = Somewhat unsatisfactory; 2=Unsatisfactory; 1 = Highly unsatisfactory

CONCLUSIONS

The reform and improvement of the FOS are beginning to show results, although progress varies by region and type of outcome. Participation of ILO field offices in the UNCTs has also improved as reflected in references to the ILO in the UNDAFs. To retain this prominent place as the leader of decent work, the ILO needs to be as efficient and responsive as possible.

Redeployment of posts to the field has taken place within the existing resources, mostly in the P&B for the current and next biennium. More flexibility in financial and human resource management is needed for decentralization efforts to lead to decisions at the field level.

Provision of technical support appears to be driven more by supply than demand, including where donor resources are available. There does not appear to be a systematic process for determining demand at country or regional levels although the process of developing DWCPs partly serves this purpose. Whenever new technical needs emerge, the lack of agility or flexibility in the biennial budgetary and programming process, and lengthy recruitment and mobility processes, inhibit responsiveness.

In the field, there is low awareness of the reform efforts despite high interest, with the pace of reform generally perceived to be slow.

The effect of the FOS reform on the functioning of the tripartite system varies by region and type of country. Improvement of the future effectiveness of the FOS requires more strategic partners to accomplish a larger mandate on the basis of the traditional tripartite structure.

Evidence suggests that the ILO is less effective in countries lacking a resident designated ILO official. This is a major factor in determining whether or not the ILO is an effective partner in all UNCTs. Disparity in the number of countries covered by offices in the field needs to be addressed to ensure quality and equitable delivery of services.

It is still mostly a one-way connection between HQ and the field. Knowledge management and communication systems need to be improved in the context of a culture of sharing to make the work of the FOS more effective.

RECOMMENDATIONS

Recommendation 1: Undertake a systematic field operations demand inventory. The ILO should ensure this as part of a systematic exercise wherever this is not yet being done, taking into account regional planning exercises, so that a plan can be made defining the technical staffing requirements to meet national needs and feed this into regional plans and programme and budget exercises. This exercise should be complemented by the development of a portfolio of ILO services, reflecting cross-cutting policy drivers such as gender equality and discrimination and according to country typologies.

Responsible unit(s)	Priority	Time implication	Resource implication
Regional offices with the support of DDG/FOP and DDG/P	High	Starting in 2017, completed in 2018 and ongoing, as needed	Within existing resources

Recommendation 2: Improve decentralization efforts towards more agility of administrative decision-making at the field level. Improvement of the FOS in a period of zero regular budget resource growth should be addressed through an appropriate and staged decentralization process, taking into account the recommendation relating to demand inventories and country typologies for support services, combined with a continued plan to increase the deployment of posts/resources from headquarters to the field for both technical and management/administrative functions. In addition, administrative procedures for management of resources should be further modified to improve agility while maintaining accountability for decision-making relating to use.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, Deputy Director-General for Management and Reform (DDG/MR), Strategic Programming and Management Department (PROGRAM), Human Resources Development Department (HRD), regional offices	High	2017–19	No increase, but continued redeployment

Recommendation 3: Review configuration of the field structure using established models. While the field structure is basically sound, there are a number of adjustments that can be made to make it more effective and address several problems identified in the evaluation. This relates to standardization of modalities for ILO resident representation in non-resident countries, adjusting responsibilities for DWT and country office coverage where there are imbalances, and enhancing management support whenever required for directors of DWTs and country offices. Priority for additional support should be given to

combined DWT/COs and country offices where defined thresholds for the number of countries served, size of team and budget expenditure are met.

There should be a review of existing models of field structures, from DWTs to DWT/COs to country offices to non-resident countries, identifying the key functions, requirements and challenges. Principles for assessing the coverage and capacity needed should be established with a process for assessing which model to apply under what circumstance and in line with the portfolio of services. This is particularly the case for support to non-resident countries where two options for providing ILO representation in strategically important non-resident countries were identified in the evaluation. Firstly, more DWT members can be out-posted to a non-resident country to provide representation in addition to their work on the DWT; this option would require more formal recognition. Secondly, national ILO staff on regular budget funding can be designated official liaisons of the country director for work on UNCTs or other functions.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/MR, regional offices	Medium - High	2017–20 (review by end of 2018, implementation until 2020)	None for review of re-configuration and models; possible increase of resources for national posts

Recommendation 4: Improve results-based management reporting at field level. While results in a results-based management context are available for central reporting, they currently do not provide a clear basis for indicating the extent to which services provided by the FOS are leading to the expected results. To improve the process, regional and country offices should ensure that expected results, activities and outputs for the office are clearly defined at all levels and reflected in cascading workplans and reports. This will necessitate more systematic sex-disaggregated data collection and monitoring procedures, including of DWT and country office missions. It will also require changing how CPO results are reported, including a process/mechanism to better reflect work on multiple CPOs, as well as participation and work undertaken with UNCTs, and subregional and regional bodies.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, regional offices, PROGRAM	Medium	2017–21 (as rolled out; guidance done by end of 2018)	Increase, within existing resources

Recommendation 5: Improve staff incentives and mobility to equip field staff with right competencies. A key factor in ensuring that the FOS reform works is addressing: recurring human resource concerns of field staff, particularly staff mobility; caps on national staff grades; human resource procedures and conditions that take into consideration the situation in the field; and increasing national staff connections to the broader ILO family. The incentive-based staff mobility policy is not yielding significant movement, and further consideration should be given to phasing in a mandatory component with progressive targets for its implementation. The ILO also needs to do more to become an organization of choice to better attract and retain national talent. There should be systematic application for awarding grades beyond NO-B [National Project Coordinator], given the increasing demands upon and strategic importance of national staff. Further attention should also be directed to providing national staff with more access to training, mentoring, research and networking opportunities.

Responsible unit(s)	Priority	Time implication	Resource implication
HRD	Medium	2017–21	Unknown

Recommendation 6 : Improve communications functions for policy influencing. The ILO’s communications function at the field level needs to be elevated to the twenty-first century level. The ILO needs to improve its storytelling via media that are now the most relevant to target audiences, particularly through digital and social media. By omitting to do so, it is missing out on opportunities for raising resources and influencing decision-makers. Each office should aim at having a dedicated (or part-time) qualified country office communications position, and media competencies should be required for directors and developed in technical specialists through systematic media training. Increased internal communication is needed about the field reforms and progress made. The current web pages are useful, but need updating and promotion.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/MR, ROs, Department of Communication and Public Information (DCOMM)	Medium	2017–21	Low

1. INTRODUCTION

1.1 OVERVIEW OF ILO'S FIELD OPERATIONS AND STRUCTURE (FOS)

1. The ILO's field structure – through five regional offices, more than 40 country offices, and over 600 programmes and projects in more than 100 countries – is the main delivery mechanism for services and support to constituents through Decent Work Programmes and other activities linked to country programme outcomes in the ILO Results Framework. Recent reforms have aimed at further decentralization of ILO's activities and strengthening the field structure as an effective mechanism for supporting constituents. Structures and organizational processes at headquarters (HQ) are being fine-tuned to support these changes.

Context for the FOS

2. The Governing Body (GB) of ILO adopted the Terms of Reference of a review of ILO's field structure in 2007, which was brought to conclusion in 2009 and announced in 2011. The Reform Commitment launched in 2012 set out a far-reaching 11-point agenda that would enable the Office to achieve higher levels of quality and efficiency to meet the increasing demands and expectations of constituents, and to enable the ILO to exercise greater influence in pursuing its social justice mandate. The reform included: restructuring senior management in 2012; the reorganization of the Office in 2013; the implementation of new human resources initiatives in the context of the 2010–15 Human Resources Strategy (extended to cover the transitional period of 2016–17); an in-depth review of field structure and operations, and development cooperation; and a review of 'business' processes in order to generate efficiencies and improve the quality of services. It was envisaged that these efforts would transfer resources from administrative and support functions to technical work and services from which constituents benefit directly. Only two reform areas have required specific external expertise: communications and the review of business processes.

Context for this high-level evaluation (HLE)

3. This HLE focused on the relevance, coherence, effectiveness and contribution of the existing field structure and its supporting mechanisms in the light of the reform processes. It is forward looking in assessing if the field structure is fit for purpose, given the Decent Work Agenda (DWA) in particular but also the 2030 Agenda, and ongoing reform in the UN development system in view of the SDGs. It is a strategic institutional evaluation undertaken by the ILO's Independent Evaluation Office.

4. This evaluation was postponed several times and scheduled at this time to better complement several recent reviews of the field structure¹ and an evaluation on ILO's technical cooperation (TC) structure². Ongoing DWCP evaluations and reviews provide some of the key inputs to the evaluation. A proposed HLE for 2018 on ILO's capacity-building work will complement this evaluation.

1.2 PURPOSE, DESIGN AND METHODOLOGY OF THE EVALUATION

5. The GB had decided in 2011 to commission an evaluation of the field operations in the light of the reforms initiated in 2009³. This was postponed several times due to the internal review that took place in 2013 and led to the promulgation of a further reform initiative in 2014. As part of new developments on international goals and objectives, the independent evaluation was included in the evaluation plan for 2017. In addition, the Multilateral Organisation Performance Assessment Network (MOPAN) Institutional Assessment Report on the ILO noted in relation to the FOS:

Available evidence suggests that impact and sustainability of results are mixed, albeit with notable examples of significant achievement in a wide range of areas. It remains difficult to assess – and, under current frameworks and systems, will continue to be difficult to assess – whether the overall impact, efficiency and sustainability of the ILO is improving over time. There remains a gap between commitment and implementation, despite a real commitment to results-based management and evaluation, and to improving the systems and operation of the organisation.⁴(p. VII.)

6. One crucial element of the current evaluation has been to examine and document results, positive or negative, intended or unintended, that can be traced back to the field office reforms.

1.2.1 Purpose and scope of the evaluation

7. As set out in the High-Level Evaluation Protocol for Outcome Strategy Evaluation, HLEs are governance-level evaluations that aim to generate insights into organizational-level performance within the context of the results-based management (RBM) system. Findings from HLEs contribute to high-level decision-making on policies and strategies, and accountability. On the basis of the findings, conclusions and recommendations of the evaluation, further improvements can be made as the ILO continues its response to the priorities and outcomes of the 2008 Declaration on Social Justice and subsequent 2016 resolution, and align with the Transitional Strategy 2016–17, Strategic Plan 2018–21, related programme and budgets (P&Bs) and decent work country programmes (DWCPs), outcomes from regional meetings, the ILO Action Plan for Gender Equality 2010–15 and 2016–2017, five Flagships programmes, and the seven evolving centenary initiatives.
8. In structuring the evaluation, the terms of reference for the evaluation suggested 23 questions in six categories. After the needs assessment in the scoping mission, these were fine-tuned to 15 questions in seven categories as shown in Table 1. They are organized by question category consistent with United Nations Evaluation Group (UNEG) standards.

¹ ILO Field Operations and Structure and Technical Cooperation review [accessed 20 September 2017]

² Independent Evaluation of ILO's strategy for Technical Cooperation 2010–15 [accessed 20 September 2017]

³ Reports of the Programme, Financial and Administrative Committee, First report: Financial questions (GB.310/10/1(Rev 2), March 2011.

⁴ [http://www.mopanonline.org/assessments/ilo2015-16/Mopan%20ILO%20\[interactive\]%20\[final\].pdf](http://www.mopanonline.org/assessments/ilo2015-16/Mopan%20ILO%20[interactive]%20[final].pdf).

Table 1. Questions to be addressed in the evaluation by criteria

Assessment criteria	Questions to be addressed
Relevance and fit for purpose of the field structure	<ol style="list-style-type: none"> 1. To what extent does the ILO's Field Structure (FS) reflect the priorities and outcomes of the 2008 Declaration on Social Justice and subsequent 2016 resolution, and align with the ILO's SPF 2010–15, the Transitional Strategy 2. What mechanisms are in place to ensure continuing relevance and strategic fit vis-à-vis changing needs and new developments? 2016–17, Strategic Plan 2018–21, related P&Bs and DWCPs, as well as UN global (SDGs) and country (UNDAFs) strategies?
Coherence and validity of field structure set-up	<ol style="list-style-type: none"> 3. Is the ILO's FS set-up logical and realistic to support the objectives and outcomes of the ILO's strategy, programme framework, strategic plans and related strategies and policies, and measurable as judged by international standards?
Effectiveness	<ol style="list-style-type: none"> 4. Is the FS supporting ILO's result-based frameworks at all levels ranging from its SPFs and the Decent Work Country Programmes (DWCPs) to the Country Programme Outcomes (CPOs) and Outcome-based Work Plans (OBWs)? 5. What progress has been made to ensure that the FS enables achievement of outcomes and objectives specified in these result-based frameworks? 6. To what extent does the set-up of current FS enable coordination with other UN organizations and intergovernmental bodies, and ensure that ILO interests are reflected in system-wide approaches at the country level?
Efficiency	<ol style="list-style-type: none"> 7. To what extent does the FS ensure efficient use and conversion of resources into expected results? 8. What time and cost efficiency measures could be introduced without impeding the functioning of the FS? 9. To what extent are the roles and responsibilities of ILO officials responsible for the FS clearly defined? What mechanisms are in place for tracking the resource allocations and expenditures for the FS in terms of results?
Impact and sustainability	<ol style="list-style-type: none"> 10. To what extent can the observed changes and results be causally linked to the role of the FS and can be shown to result from an appropriate FS? 11. To what extent is the work and support of the FS sustainable and responsive to changing context? 12. What actions and conditions are required for achieving broader, long-term outcomes and impact of the FS?
Human rights, gender, equality and diversity	<ol style="list-style-type: none"> 13. To what extent have issues of international labour standards and human rights, and as well as gender, equality and diversity (GED) been addressed in the FOS and reform processes?
Others	<ol style="list-style-type: none"> 14. To what extent have the issues identified in past reviews of the FS been addressed in reforms, changes and action in the FS? 15. Are there any contextual factors and pre-conditions that will be essential to continued assessment of fit-for-purpose of the FS? 16. What other issues and adjustments of the field structure (e.g. organizational culture) should ILO consider in future reviews?

9. Because of its sweeping context, this evaluation has a large number and variety of stakeholders, which include ILO staff at HQ, ILO staff in regional and country offices, governments, employers' and workers' representatives in the GB, government counterparts at national level, employers and workers at national level, and donors and other civil society representatives connected to ILO-executed projects at country and regional levels. All of these categories of stakeholders were consulted for the evaluation.

1.2.2 Premises and assumptions that underpin the evaluation

10. As far as possible, the evaluation is intended to assess whether the reform of the FOS has led to its expected result, an improvement in the ILO's delivery of services to its constituents at country-level in implementing the Organization's objectives and principles. In doing so, it did not attempt to evaluate the extent to which those objectives and principles are being achieved, rather whether the reform pro-

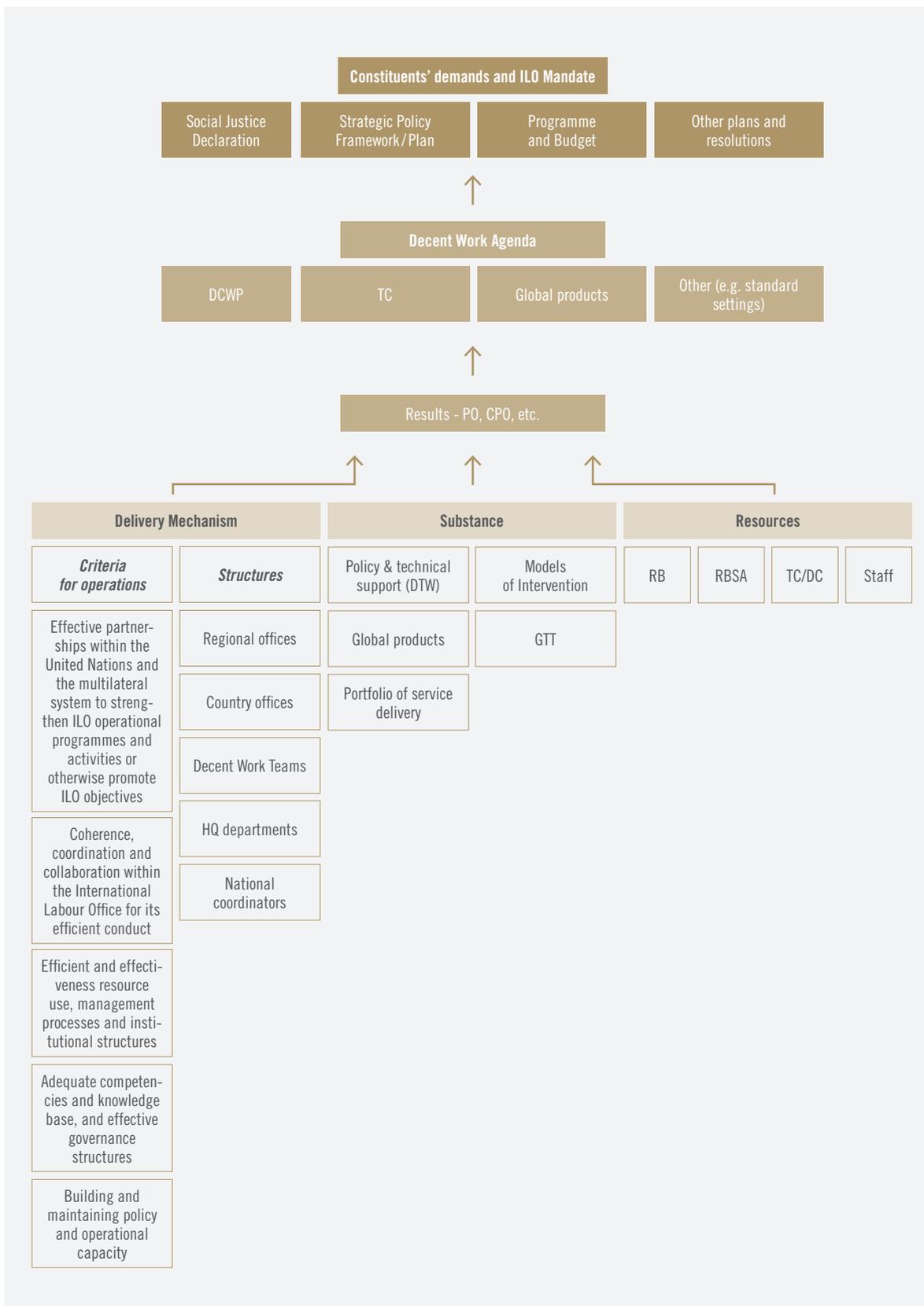
cess improves the services. The underlying assumption is that reforming the structure and operations at field level will lead to this improvement, and the evaluation makes an attempt to ascertain the validity of this assumption.

1.2.3 Theory of change and logical framework

11. The 2013 review report and the 2014 implementation plan provide an underlying, albeit implicit, theory of change on the field operations reforms (see figure 1). The overall objective of the field structure is to improve the effectiveness and efficiency of ILO's technical support for its work at country level in a manner that reflects its global priorities in terms of national coverage, constituent involvement, and relevance to national priorities, inclusive development and poverty eradication.
12. The theory of change reconstructed by the evaluation team underlying this objective connects to and emanates from the objectives of the Declaration on Social Justice. A well-designed, decentralized, and yet tightly knit field structure, under the aegis of the "one ILO approach" is expected to help ILO contribute to the achievement of this declaration as well as to the achievement of the UN's Sustainable Development Goals (SDGs). The field structure is expected to improve and harmonize various strategic documents and operational frameworks ranging from ILO's strategic plan and DCWPs to country programme outcomes (CPOs) and outcome-based workplans (OBWs).
13. As shown in figure 1, ILO expects five main result areas would facilitate the achievement of this objective. These are: (1) effective partnerships within and beyond the UN system; (2) increased coordination and coherence across the ILO; (3) efficient and effective resource management; (4) effective human resource and knowledge management; and (5) improved policy and operational capacity. While Decent Work Teams (DWTs) and DWCPs are expected to play a crucial role in aligning the interests of tripartite constituents, equally important is the quality of CPOs and OBWs. Thus, the field structure is expected to improve the quality of ILO's interventions in as many countries as possible, as well as align ILO's work with that of the broader United Nations system, as reflected in its strategic documents such as the United Nations Development Assistance Frameworks (UNDAFs). The reform process included an action plan set out in September 2014 describing actions that should be taken to improve the field structure and its operations with overall areas of work.
14. These changes are expected to reflect in the ILO's outcomes, including on the effective involvement of key constituents at country level. This improvement will be fostered by improvements in human resources policies that make technical and operational staffing more agile, by improving the amount of financing at country level including using non-traditional sources (e.g. public-private partnerships – PPPs – and contributions from constituents). It will also be improved by adjusting the reporting and management systems at country and regional levels to ensure the smooth provision of services, particularly of DWTs. It will also improve the communication between field offices and HQ through the creation and effective management of global technical teams (GTTs) involving field specialists with HQ personnel, connecting Outcome Coordination Teams (OCTs) with the field, and by establishing communications procedures that link field staff to HQ. The theory of change is operationalized within a results framework in appendix 4. The evaluation team created this logical framework, taking into account the FOS reform action plan, to incorporate specific objectives, outcomes, outputs, and performance indicators that provide the causal chain of expected relationships among various result-levels. The logical framework also shows data sources and collection methods necessary to measure these outcome results.
15. The field structure and operations are expected to help national constituents (governments, employers and workers) implement programmes and activities to achieve major organizational goals such as the ILO Declaration on Social Justice for a Fair Globalization and the SDGs, especially Goal 8 on Decent Work and Economic Growth. The evaluation does not seek to determine whether these larger goals

and objectives are being met, but rather whether the results that field operations try to influence have been achieved. There are three lines of results: (1) DWCPs; (2) finance and human resources for ILO actions; and (3) ILO participation in UN system-wide actions at country level to achieve the SDGs.

Figure 1. Overview of the field structure as a delivery mechanism for ILO



1.2.4 Methodology

16. The evaluation used a mixed-method approach in order to determine the extent to which the results expected from the reform of the FOS were achieved. This included an extensive review of documents, interviews at HQ, field visits to six regions with extensive interviews and focus groups in the field, and surveys that included samples of all constituents as well as ILO staff.

1.2.5 Evaluation criteria

17. As noted, the evaluation posed specific questions shown in table 1 about the FOS that were structured according to the main criteria used by the United Nations system: relevance, coherence, effectiveness, efficiency, impact and sustainability as well as several that are specific to the FOS. The evaluation team added the criterion of human rights and gender, and equality and diversity. Data were collected to facilitate the response to these questions.

1.2.6 Evaluation techniques and data collection methods

18. The evaluation used a standard mix of data collection methods. These are detailed as follows:

- Document review: After an initial desk review of background and context documents, specific document reviews started with country-level data on the status of DWCPs and UNDAFs. The evaluation team reviewed all DWCPs produced since the reform, as well as UNDAFs to see the extent to which new priorities are reflected and ILO participation was noted. These were entered into a country-level database. In addition, evaluations of DWCPs were examined for information regarding the effectiveness of the reform effort. Programme budget proposals for six biennia were reviewed to see the extent to which the FOS was reflected and, if so, any changes that could be observed. Finally, a comparative review of interim progress data drawn from OBWs for 2014–2015 and 2016–2017 was carried out to identify changes.
 - Review of statistics: Based on information on staffing figures, as well as on resource mobilization, the evaluation sought to determine the extent to which there have been changes since the reform.
 - Field visits: In order to observe the interaction between the staff at the regional and country levels and their country-level constituents, the evaluation team visited 14 countries. The field visit sites were purposively selected to ensure observations and interviews in the variety of places where ILO works in the field. These included five regional offices that, in some cases also have DWTs and serve as COs, as well as a range of other offices, including country offices with DWTs, country offices with no DWT, and countries with no formal ILO office. As can be seen from table 2, these constitute a mix of countries. In each of the visited countries, a member of the evaluation team interviewed and conducted focus groups with key stakeholders including representatives of governments, employers and workers, ILO staff, UN country teams and donors. The distribution of stakeholders consulted on these field visits are mentioned in annex II. The issues to be included in regional visit reports are found in appendix 7b. Annex II shows that 321 stakeholders in the field were consulted during this process, with 36 per cent being women, and 30 officials at HQ were interviewed. Of these, a third were women and 14 per cent were in the units concerned with field operations – Partnerships and Field Support Department (PARDEV), Multilateral Cooperation Department (MULTILATERALS), the Office of the Deputy Director-General (DDG) for Field Operations and Partnership or the FOS as such – while half were in programme and technical departments.
19. To determine field visits, a two-stage process was used. First, all five regional offices were selected for visits. In cases where there was also a country office, it was also visited. Then, countries with two types of ILO representation were selected. Based on the time and resources available for the visits,

as a general rule, two additional countries in each region were selected, ideally one with a CO and another that had no country office presence. However, given the number of countries involved, four different countries were selected in Africa, of which one, Kenya, did not have an ILO country office presence. In the Americas, because there was a meeting of country directors during the period of the field visit, only Peru and Nicaragua were visited, the latter being a country that does not have an ILO country office presence. In the Arab States, only Jordan was selected outside the regional office location (table 2).⁵

Table 2. ILO offices selected for field visits by region and country

Office	Country	Region	RO	DWT	CO	NC	Typology
Yaoundé	Cameroon	Africa	–	✓	✓	–	LMIC
Pretoria	South Africa	Africa	–	✓	✓	–	UMIC
Abidjan	Cote d'Ivoire	Africa	✓	–	✓	–	LMIC
Nairobi	Kenya	Africa	–	–	–	–	LMIC
Managua	Nicaragua	Americas	–	–	–	–	LMIC
Lima	Peru	Americas	✓	✓	✓	–	UMIC
Amman	Jordan	Arab States	–	–	–	✓	UMIC
Beirut	Lebanon	Arab States	✓	✓	✓	–	UMIC
New Delhi	India	Asia	–	✓	✓	–	LMIC
Dili	Timor-Leste	Asia	–	–	–	–	LDC
Bangkok	Thailand	Asia	✓	✓	✓	–	UMIC
HQ	Switzerland	Europe	✓	–	–	–	–
Chisinau	Moldova	Europe	–	–	–	✓	LMIC
Budapest	Hungary	Europe	✓	✓	✓	–	UMIC

Notes: LDC: Least developed country. LMIC: Lower middle-income country.

UMIC: Upper middle-income country (Income typologies as per the World Bank).

20. Survey of constituents and staff: A list of 2,255 constituents — governments', and employers' and workers' representatives — were invited to provide their feedback on the FOS via an online survey. Figure 2 shows that 393 constituents responded to the survey. Their role of engagement with the ILO by language of survey is shown in figure 2b. Overall, the response rate for this survey was 17 per cent, which is low but comparable to similar large surveys conducted by the ILO. Further, statistical tests revealed that the respondents were representative of the 'population' with respect to regional representation.⁶ However, these tests also revealed that the sample was biased by the respondent types, i.e. governments were under-represented while workers were over-represented compared to what is

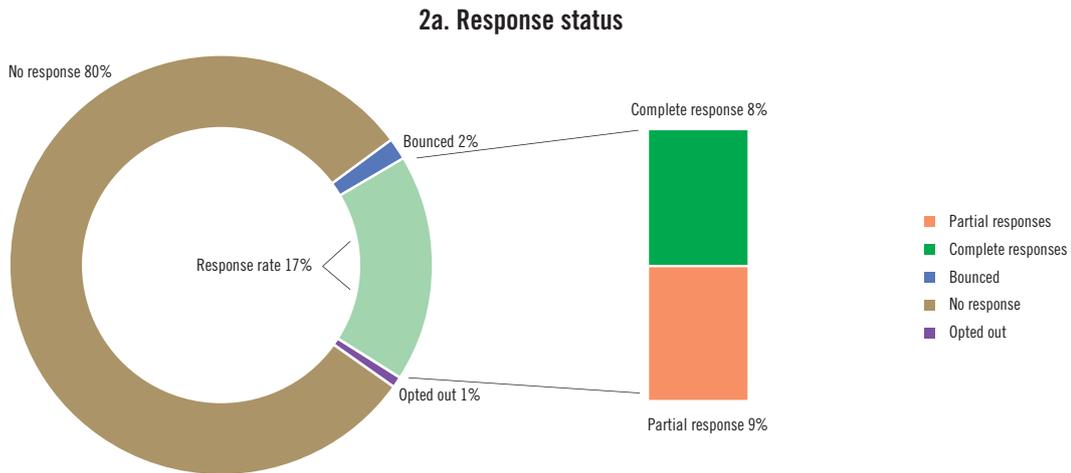
⁵ In addition, it was initially envisaged that the current HLE would use two limited case studies because data were being collected by other ongoing evaluations. However, no data had been received at the time of writing this report, and hence they did not materialize.

⁶ Proportion of respondents to the survey from Africa, Americas, Arab States, Asia and the Pacific, and Europe was 22 per cent, 24 per cent, eight per cent, 17 per cent and 28 per cent, respectively, as against overall representation of 19 per cent, 30 per cent, seven per cent, 19 per cent, and 25 per cent in total population. As Pearson's chi-square was statistically non-significant ($X^2= 6.5$, $p>.10$), it implies that there is no reason to believe that there is a regional bias in the sample.

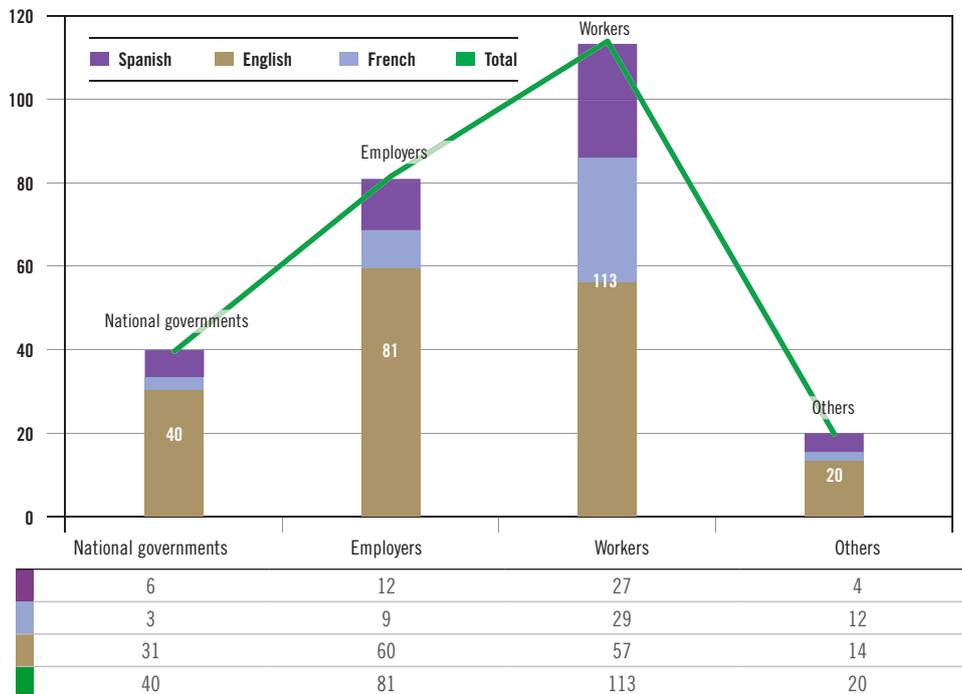
usually expected in an unbiased sample.⁷ A breakdown on gender categories was not available for comparison.

21. Figure 3 shows that 309 staff members (12 per cent of the potential population) were selected on the basis of a stratified random sample for an online survey, wherein stratification was carried out on the basis of their region, gender, category, grade, field staff position (or not), and DWT (or not). More than a third of these invitees, i.e. 120 staff members, responded to the survey. The survey response

Figure 2. Constituents' survey: Sample and response rate



2b. Constituents' engagement with the ILO

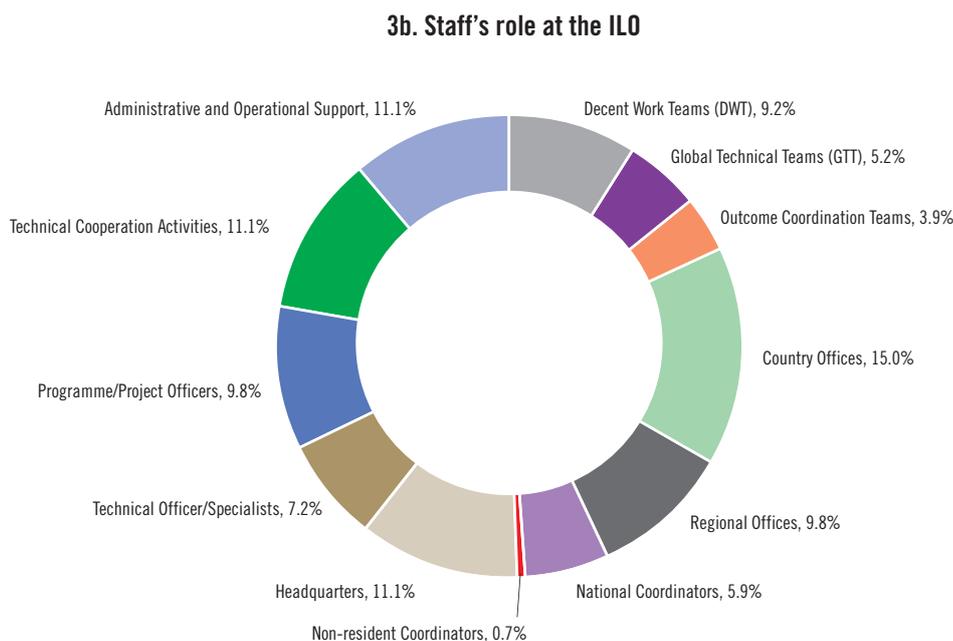
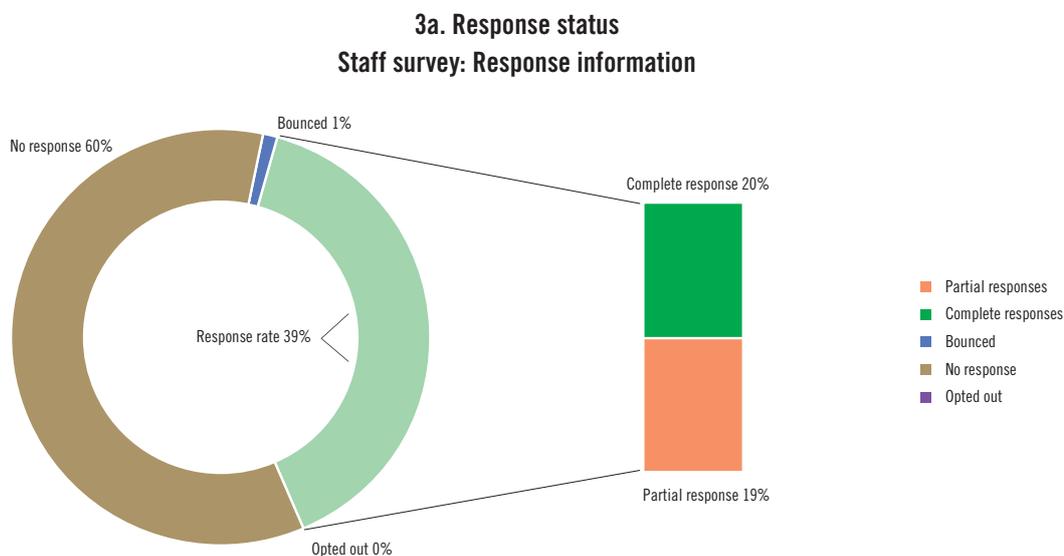


Potential respondents = 2,255; actual respondents: 393; response rate: 17%.
Language of survey response: English (60.1%), Spanish (20.6%), and French (19.3%).

⁷ Proportion of respondents to the survey representing governments, employers and workers was 24 per cent, 24 per cent, and 52 per cent, respectively, as opposed to 23 per cent, 39 per cent, and 38 per cent in total population. As Pearson's chi-square was statistically highly significant ($X^2 = 51.7$, $p < .01$), it implies that there is a strong reason to believe that there is a constituent-type bias in the sample. It should be noted that the list of workers and employers was more recently updated and therefore likely to reach individuals with a continued involvement with ILO.

rate was fairly decent (39 per cent), and statistical tests did not reveal any non-response bias. The sample appeared to be fairly representative of the stratifications used in drawing the sample.

Figure 3. Staff survey: Sample and response rate



Potential respondents = 309; actual respondents: 120; response rate: 39%, three duplicate responses excluded. Language of survey response: English (71.5%), Spanish (16.3%), and French (12.2%). Gender of respondents: Males (38%) and females (62%).

1.2.7 Limitations of the methodology

22. The methodology did not permit a thorough analysis of the extent to which the reform has led to improved results in terms of implementation of the DWCPs or UNDAFs. While it contained indicators of quality in the documents produced since the reform, it could not determine whether the improve documents were implemented successfully. Similarly, while the examination of a selection of case studies particularly of countries where there is no formal ILO representation has some validity, the fact that there were only a few visited suggests that the representativeness of the sample cannot be

fully determined. However, 14 field visits taken together, provide a fairly broad and representative cross-section of ILO's FOS. Therefore, it should not be a major limitation of the study.

23. The online surveys obtained response rates of 17 per cent and 39 per cent for constituents and staff, respectively. Both these surveys were administered in a narrow time window, which may have depressed response rates slightly; however, given the large sample size for the constituents' survey (2,255), a response count of (393) is fairly large. Typically, response rates on large sample frames tend to be lower, and yet given the law of large numbers, this may or may not be a major limitation. To test for this possibility, as noted in the previous section, the evaluation team conducted some basic statistical tests, and the results indicated certain biases in terms of populations represented. Specifically, the sample includes an under-representation of governments, but over-representation of workers (with regard to their overall 'population'). The limitations of the data precluded several other tests, and to that extent, due caution needs to be exercised in interpreting the results from this survey.
24. In the course of this HLE, a number of areas for further and more detailed analysis were identified, some of which are mentioned in the report. While this was not a limitation in the sense that the evaluation budget responded to the scope and focus of the evaluation that emerged from the scoping phase, it does suggest that further resources and time would have enabled such further data collection and analysis to have been done, enhancing the assessment of ILO's FOS for further organisational learning and improvement.

2. MAJOR FINDINGS

25. To implement the reform of the FOS, the organization in 2014 set out a plan to produce output leading to outcomes, taking into account the 2013 review of the field operations and structure. It is based on a series of outputs and actions in four areas: Improving ILO's Strategic Management and Programming, Enhancing Quality Services to Constituents, Investing in ILO People, and Presence and Partnerships. Within each area are a series of outputs and, as part of the evaluation, the extent to which these outputs had been produced and used was assessed by the evaluation. The full set of data is shown in Appendix 2, but as can be seen from Table 3, almost all of the expected output were reported by the Office to have been produced by 2015 or were in progress.

Table 3. Status of actions to be taken as per Field Review Implementation Plan, September 2014

Actions	Status of actions			
	In progress	Ongoing	Completed	Grand total
As per DG's message of 18 September 2014				
I. Clarifying roles and responsibilities	–	–	1	1
I. Geographical and functional mobility of ILO staff	–	1	5	6
I. Integrated and effective resource management	2	1	2	5
I. Presence in non-resident countries	1	–	–	1
II. Capacity and skills development in cooperation with ITC-ILO in Turin	1	1	3	5
II. Effective TC supporting ILO goals	1	2	1	4
II. Establishment of Global Technical Teams (GTTs)	2	–	1	3
II. Strengthening multilateral and regional partnerships	4	–	–	4
III. DWCP: a strong planning and programming tool	3	1	1	5
III. Structures, composition and geographical locations	2	1	1	4
IV. Portfolios of ILO services to constituents (typology)	1			1
V. A small number of large high-impact programmes	1	–	–	1
Grand total	18	7	15	40
Percentage	45%	18%	37%	100%

26. The evaluation then looked at the extent to which the actions could be said, by 2017, to have been completed. The result is shown in table 4. As can be seen, three-quarters had been delivered, while only two had not. There were a number of issues that, in the time available for the evaluation, lacked data. All of these factors are discussed in the specific evaluation questions.

Table 4. Extent to which actions as per Field Review Implementation Plan, September 2014, had been delivered

Actions	Status of actions				
	No.	Partially	Unknown	Completed	Grand total
<i>Per Field Review Implementation Plan, September 2014</i>					
<i>Improving Strategic Management and Programming</i>					
I. Integrated and effective resource management	–	–	–	5	5
II. Effective TC supporting ILO goals	–	1	–	3	4
III. DWCP: a strong planning and programming tool	–	1	–	4	5
IV. Portfolios of ILO services to Constituents (typology)	1	–	–	–	1
V. A small number of large high-impact programmes	–	–	–	1	1
<i>Enhancing quality services to constituents</i>					
I. Clarifying roles and responsibilities	–	–	–	1	1
II. Capacity and skills development in cooperation with ITC-ILO in Turin	–	–	1	4	5
III. Establishment of Global Technical Teams (GTTs)	–	–	1	2	3
<i>Investing in our people</i>					
I. Geographical and functional mobility of ILO staff	–	2	1	3	6
<i>Presence and Partnerships</i>					
I. Presence in non-resident countries	1	–	–	–	1
II. Strengthening multilateral and regional partnerships	–	–	4	–	4
III. Structures, composition and geographical locations	–	–	–	4	4
Grand total	2	4	7	27	40
Percentage	5%	10%	18%	67%	100%

2.1 RELEVANCE AND FIT FOR PURPOSE OF THE FIELD STRUCTURE

2.1.1 To what extent does the ILO's Field Operations and Structure (FOS) reflect the priorities and outcomes of the 2008 Declaration on Social Justice and subsequent 2016 resolution, and align with the ILO's SPF 2010-15, the Transitional Strategy 2016-17, Strategic Plan 2018-21, related P&Bs and DWCPs.

27. The Declaration on Social Justice, ILO's overarching framework is seen by stakeholders to encompass ILO's work and to be a means of reinforcing the decent work (DW) principles and core elements of the DWA. Beyond the Declaration, the FOS has had to incorporate increasing layers of priorities and demands for its services. In addition to those listed in the above question, the FOS has to take

into account the ILO Action Plan for Gender Equality 2010–2015 and 2016–2017, five Flagships programmes,⁸ the seven evolving centenary initiatives,⁹ UNDAFs, SDGs, and a range of humanitarian issues. ILO’s regional meetings (another “layer”) create an additional agenda including constituents’ agreed needs and priorities across each region, which also have to be addressed by ROs and DWTs (even though they may not all be reflected in the P&Bs).

28. The FOS is expected to implement the Declaration and the strategies through the CPOs that are developed at the country level and are within the policy outcomes in respective P&Bs. These reflect what the field operations agree with the constituents. The ILO’s current plan has 11 outcomes, but the previous strategy (for 2010–2015) had 19. Moreover, outcome results have been presented through a complex system that was not easy to analyse in the time and resources available for the evaluation. Moreover, they are only available for 2015. One of the measurable results of the field office reform should be reflected in the CPO’s, as reported in the OBWs. To see this, the evaluation analysed two sets of data drawn from OBWs in 2014–2015 and 2016–2017. Both were interim assessments of progress in achieving objectives of CPOs for the biennium. They were compiled after the first year of the biennium. They were chosen because the data for the current biennium were assembled in February 2017 and those for the previous biennium in February 2015. This 2015 date was just after the most recent effort to reform field operations. Thus, the 2015 data are a form of baseline while the 2017 data, by comparison with 2015, can be a realistic indicator of change.

Table 5. Number of countries reporting country programme outcomes by period

Region	2014–2015	2016–2017	Total no. of countries
Africa	42	48	54
Americas	30	30	35
Arab States	7	11	11
Asia and the Pacific	22	28	36
Europe and Central Asia	11	17	51
Total	112	134	187

29. One indicator of change is the number of countries for which CPOs are reported. Table 5 shows the number of countries reporting in both periods. As can be seen, the number has increased over the two periods, suggesting that progress is being made in developing CPOs. Table 6 shows the specific outcomes that were included in CPOs and this also shows an increase, with some differences in emphasis.
30. In the Arab States, all countries are now reporting outcomes. In Europe, however, most countries are developed and do not undertake ILO programming, but even there an increase can be noted. It should be noted that in some regions, there are subregional plans and individual countries do not always have CPOs. This is true of the Americas where the Caribbean countries are mostly covered by a subregional plan.

⁸ Flagship programmes (x5): Better work; IPEC+ (Elimination of Child Labour and Forced Labour); Social Protection and Floor for All; Global Action for Prevention on Occupational Safety and Health (GAP-OSH) Programme; and Jobs for Peace and Resilience.

⁹ Centenary initiatives (x7): Future of Work initiative, the End of Poverty initiative, Women at Work initiative, the Green initiative, the Standards initiative, the Enterprises initiative, and the Governance initiative.

Table 6. Percentage of outcomes included in CPOs by period

Policy outcome	2014–2015 (%)	2016–2017 (%)
Outcome 1: More and better jobs for inclusive growth and improved youth employment prospects	11.7	17.5
Outcome 2: Wide ratification and application of international labour standards	8.4	7.6
Outcome 3: Creating and extending social protection floors	18.4	8.6
Outcome 4: Promoting sustainable enterprises	1.0	8.6
Outcome 5: Decent work in the rural economy	3.3	2.9
Outcome 6: Formalization of the informal economy	16.4	5.1
Outcome 7: Promoting workplace compliance through labour inspection	9.7	11.0
Outcome 8: Protection of workers from unacceptable forms of work	1.0	8.8
Outcome 9: Promoting fair and effective labour migration policies	16.4	4.7
Outcome 10: Strong and representative Employers' and Workers' Organizations	12.7	19.6
Outcome A - Effective advocacy for decent work	1.0	5.6
Grand total	100	100

31. There has been little change, however, in the coverage of outcomes set out in the ILO strategies. As can be seen from table 6, outcomes 1, 8 and 10 have shown increases, while outcomes 3, 6 and 9 have shown decreases. Much of this could be due to how activities were classified in the CPOs rather than as a major change in emphasis.¹⁰
32. The HLE finds that although the ILO strategies and mandates are being taken up within the existing FOS, the increasing demands are becoming more difficult to absorb. Staff are concerned that this creates problems in adapting and performing effectively, particularly in a period of zero budgetary growth. They also feel there is a disconnect between high-level decisions that increase the number of initiatives and commitments, and the feasibility of their application. Rarely are decisions made to reduce commitments.
33. There are also regional and inter-regional differences in the extent to which the challenges are felt. The FOS in Latin America did not essentially change in 2009, since the existing structure met political and strategic goals, and generally continues to do so. Due to the political contexts that make it difficult for tripartite constituents to come together, most Latin American countries do not have DWCPs, although the ILO engages with all of the tripartite constituents in all of the countries. In Europe and Central Asia there has been some improvement in the FOS reflecting priorities and outcomes over the review period. The number of DWCPs has been increasing and the quality of recent generations of DWCPs has improved with the greater engagement of constituents. Given the nature of transition economies (e.g. in Africa, Asia, Eastern Europe), the FOS needs to deal with considerable complexity and conflicting demands. Some stakeholders in Asia suggested the DWCPs to be vision documents with limited implementation role. DWCPs generally reflect country priorities, even though they often need to be derived from complex negotiations. In countries such as India with limited resources at the disposal of field operations, it would be impossible to function without negotiated and agreed priorities. In Timor Leste, donor priorities play a very significant role as it is a project driven environment.

¹⁰ The policy outcomes for the current biennium 2016–2017 are used. As 19 policy outcomes were used in previous biennium, a conversion took place that allowed for several options for some outcome indicators. For conversion purposes one outcome had to be chosen. A full review of all CPOs, beyond the scope of this evaluation, would provide a more precise picture.

In Africa, it is felt that the FOS has to deal with more initiatives than is reasonable. Stakeholders generally recommended that, in the context of limited resources, ILO should focus on a smaller number of issues in order to make more significant changes. Alternatively, it was suggested that ILO should streamline its processes so that it could more easily engage in partnerships that bring financial resources.

34. The evolving centenary initiatives, specifically the Future of Work (FOW), appear to have been well received particularly because of their relevance to the SDGs. FOW events have been held in several countries and have created good visibility for the ILO. This is particularly the case for the events in the Czech Republic and Lebanon, both of which were attended by the Director-General. However, even though managed by HQ, these are generally seen as additional layers for the ILO's FOS that do not always fit easily with specific areas of ILO's technical interest and expertise, nor with existing budgetary provisions.
35. Stakeholders provided a mixed response as regards the alignment of the FOS with the flagship programmes (FPs) and their associated projects. The FPs are welcomed in some regions; those highlighted included the Social Protection Floor involving DWT-Budapest as well as the Jobs for Peace and Resilience, particularly in Bosnia, Jordan and Ukraine, for internally displaced persons, and the subregional child labour projects part of the IPEC+ – e.g. CLEAR in Macedonia and the Syrian Refugee Response programme in Jordan. However, in Africa, implementation raised more concerns. Missions by HQ staff to manage those programmes are often felt to be disruptive, and it was suggested that it would make more sense for the COs to provide more direct oversight and support, based on an agreed programme framework and operation approach.
36. ILO's regional meetings create an additional agenda including constituents' agreed needs and priorities across the region, and these should be taken into account and addressed by RO and DWTs. When the regional meetings agree on a plan, this will set priorities for the next period, as noted for the Americas.

2.1.2 To what extent is the ILO's FOS relevant and fit for purpose in meeting the demands arising from the UN global (SDGs) and national implementation plans, as well as country (UNDAFs) strategies?

37. The ILO's Strategic Plan for 2018–2021 states that:

48. As a global partner, the ILO will contribute to the follow-up and review mechanisms which will ensure accountability in the implementation of the 2030 Agenda. The work proposed during the period of this Strategic Plan also aims at strengthening the capacity of ILO constituents and member States to conduct regular and inclusive reviews of progress and to identify the most suitable regional forums for this purpose. In addition, as possible custodian of approximately 13 SDG indicators, the ILO will look to ensure that member States have the capacity to collect the necessary data and to monitor the SDG indicators.

38. The ILO has a strong presence in the implementation of the SDGs, as reflected in the UNDAFs. A 2016 review of 21 UNDAFs by the United Nations Development Operations Coordination Office (DOCO) found that all included Strategic Objective 8 on employment, the only objective covered in all.¹¹ The ILO Implementation Plan – 2030 Agenda for Sustainable Development issued in August 2016 primarily focuses on the country level including support to national implementation, policy advice on decent work, decent work indicators for monitoring of SDG progress, and strengthening constituents' capacity of engage in national strategies.

¹¹ UN DOCO: United Nations Development Assistance Framework, Desk Review, 2016 (New York, NY, United Nations Development Operations Coordination Office, 2016).

39. The ILO participates to varying degrees in UN coordination mechanisms. Where there is a country presence, the ILO is a regular participant and frequently leads committees. Its presence, overall, has become more involved during the period under review. ILO is constrained in meeting demands arising from plans when it cannot bring resources to the table, especially in countries that do not have a formal CO led by a country director, as noted in the HLE TC (p. 21) but its core mandate and expertise is valued.
40. In all cases, United Nations Resident Coordinators (UNRCs) interviewed are very supportive of the role and mandate of the ILO. UNRCs in Kenya and the Republic of Moldova, for example, would like to see more ILO international presence at the country level, including DWTs and HQ specialists on mission. In an interesting and supportive development, the UNRC in the Republic of Moldova is going to present the UNDAF to ILO's constituents.
41. However, in most of the non-resident countries (NRCs) visited, ILO's participation in UNCTs is much more limited but no less wanted. In one country where ILO currently has no international staff, the UNRC office expressed dismay that ILO was not more involved especially as youth unemployment is seen to be a major issue in the country. "We are in the process of developing the next UNDAF – so what are we to say about labour? ILO must be at the table, otherwise who has the gravitas, the data and the mandate to push this? Others are involved in the work but don't bring the same perspective. ILO cannot be effectively engaged with such a thin team and needs to be more serious about their presence here." The ILO is extremely active in the UNCT in Jordan where ILO has an international Country Coordinator (CC) – a technical specialist out-posted from the DWT in Beirut. Similarly, the Republic of Moldova, where the ILO is represented by a National Coordinator (NC), is also active in UNCT and UNDAF implementation.
42. ILO initially faced challenges in Timor Leste, which is also an NRC. In fact, the then Liaison Officer, who was a project CTA, was asked to leave the first meeting of UNCT. However, gradually ILO seems to have gained acceptance. ILO is now considered an integral part of the UNCT and the UNDAF reflects its priorities. DWCP and UNDAF essentially mirror each other. ILO's success in working with the national government (as a result of ILO consultants being embedded within relevant focal ministries and working closely with their national counterparts) has helped ILO overcome its challenges in dealing with other UNCT members as well as donors, who see the value of ILO's business model as well as its existing relationships. Some UN organizations, notably the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF), have adopted similar business models in the country.
43. In NRCs where ILO does not have a seat at the table, in addition to not contributing to UN processes, ILO is missing out on opportunities for project funding. In one case, there was a \$200 million funded project which the resident coordinator's office said would have benefited from ILO's participation. The situation is similar in Timor Leste where, again, it was suggested that ILO is missing out on opportunities by not investing in field operations. Timor Leste currently has a Chief Technical Adviser (CTA) filling in the role of country operations. This poses two issues. One, the CTA cannot be too active and visible as they need to focus on project-specific work funded by donors. There can be concerns that if project funded CTAs take up the responsibility of country operations, it would take their focus away from the effective implementation of the project. In this context, higher visibility becomes an issue. However, if ILO maintains a lower visibility, it can adversely affect its effectiveness in the country. Further, stakeholders indicated that by not "investing" upfront, ILO may be forgoing important opportunities in a country that is very receptive to technical assistance, and where ILO can make a big difference. In addition, in the absence of any ILO presence, it has been found that other agencies tend to move into ILO's traditional space, such as the United Nations Development Programme (UNDP) with employment specialists, and UNICEF with social protection specialists.

44. The experience of Colombia and Jordan shows that appointing a technical specialist as a Country Coordinator has been an innovative and successful way of increasing ILO's presence in a non-resident country (NRC). It has enabled ILO to play a prominent and useful role within the UN and "One UN" in Jordan, including being a part of UN's Senior Management Team and Country Management Team. It has also enabled ILO to leverage access to programme resources. The structure in Jordan is further discussed in section 5.2.
45. Table 7 shows the number of countries in each region with UNDAFs before and after 2015. It shows that the greatest number are in Africa (75 per cent), and the fewest are in the Arab States and Latin America.

Table 7. UNDAFs by region and dates designed, and regions without UNDAFs

Region	Before 2015	2015–2017	No UNDAF	No UNDAF (%)
Africa	37	6	14	25
Americas	15	3	16	47
Arab States	6	0	6	50
Asia and the Pacific	19	1	16	44
Europe and Central Asia	15	1	6	27
Grand total	92	11	58	36
Percentage	57%	7%	36%	0%

46. Although efforts are being made to align DWCPs with UNDAF programming cycles, in West Africa as well as other regions, this has not yet happened to a significant degree. In the Americas, there are few DWCPs and the focus has been on the UNDAFs.
47. ILO has clearly been an effective contributor to SDG debates at the global level, as evidenced by SDG 8 being framed in terms of decent work. However, at field level, ILO's participation in these conversations and ownership of SDG 8 have been somewhat limited by the Organization's reach, although it has set up a strategy for dealing with implementation.¹² With other major actors working on SDG 8, particularly UNDP and the International Organization for Migration (IOM), ILO can demonstrate that it provides good value for money and not assume entitlement because of its history. Senior managers in Africa and the Americas were concerned that although ILO has a comparative advantage related to its mandate, it needs to focus more on using an informed and articulated competitive advantage and process for working with constituents in institutionalizing SDG 8. It should be noted that because of the FOS, ILO has one of the largest and most accessible complement of technical specialists in each region, funded from the regular budget, in those areas of the SDG's that fall within its competence.
48. With respect to SDG monitoring, ILO is the custodian of 14 SDG indicators and is a partner in providing oversight on four other indicators. Its role in supporting governments to monitor progress appears to be one which it is well suited to carry out. However, its ability to be effective can be influenced by the limited number of specialists and the scope of the task. This is a particular concern of interviewees in Africa where ILO only has two statisticians (and one vacant position) for

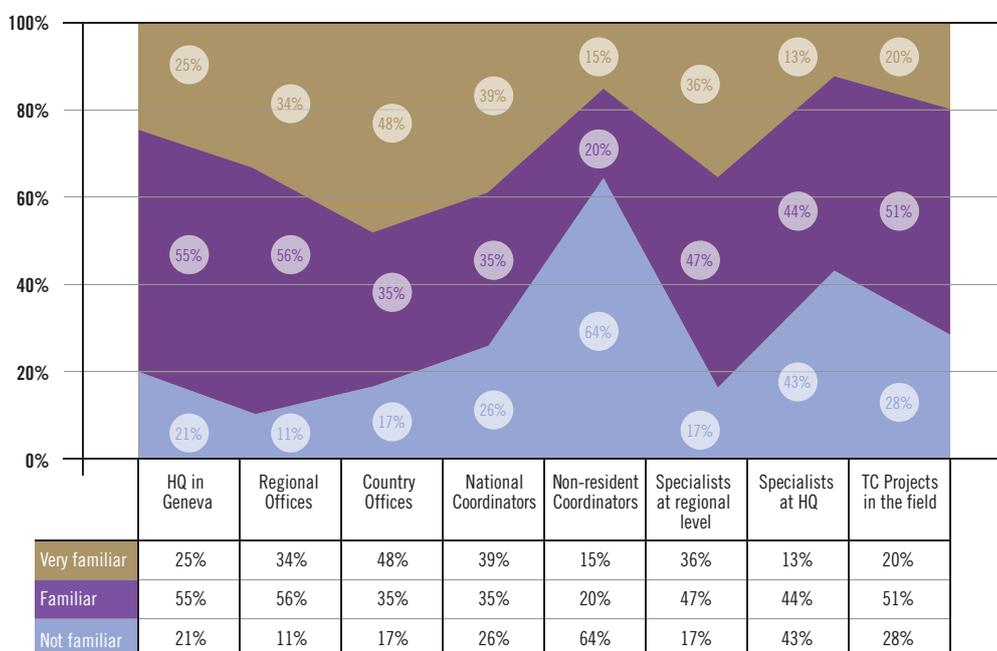
¹² ILO: *ILO Implementation Plan 2030 Agenda for Sustainable Development* (Geneva, 2016).

54 countries. There is a huge demand for labour statistics but national capacities are low and, even within ILO, efforts to collect data in the region are not always coordinated. Other agencies have centralized systems that increase efficiency and data quality. An ambitious training programme is being facilitated by the RO for regional and national-level entities but there are few resources for country missions to provide direct oversight and coaching.

2.1.3 To what extent is the ILO's FOS relevant and fit for purpose in meeting the needs and expectations of the ILO's tripartite constituents?

49. ILO constituents' perception of the FOS was measured in the survey of constituents. As can be seen from figure 4, there was general familiarity with the FOS units or elements, the major exception being coordinators for NRCs and, to a certain extent, HQ personnel.

Figure 4. Constituents' familiarity with the various FOS units



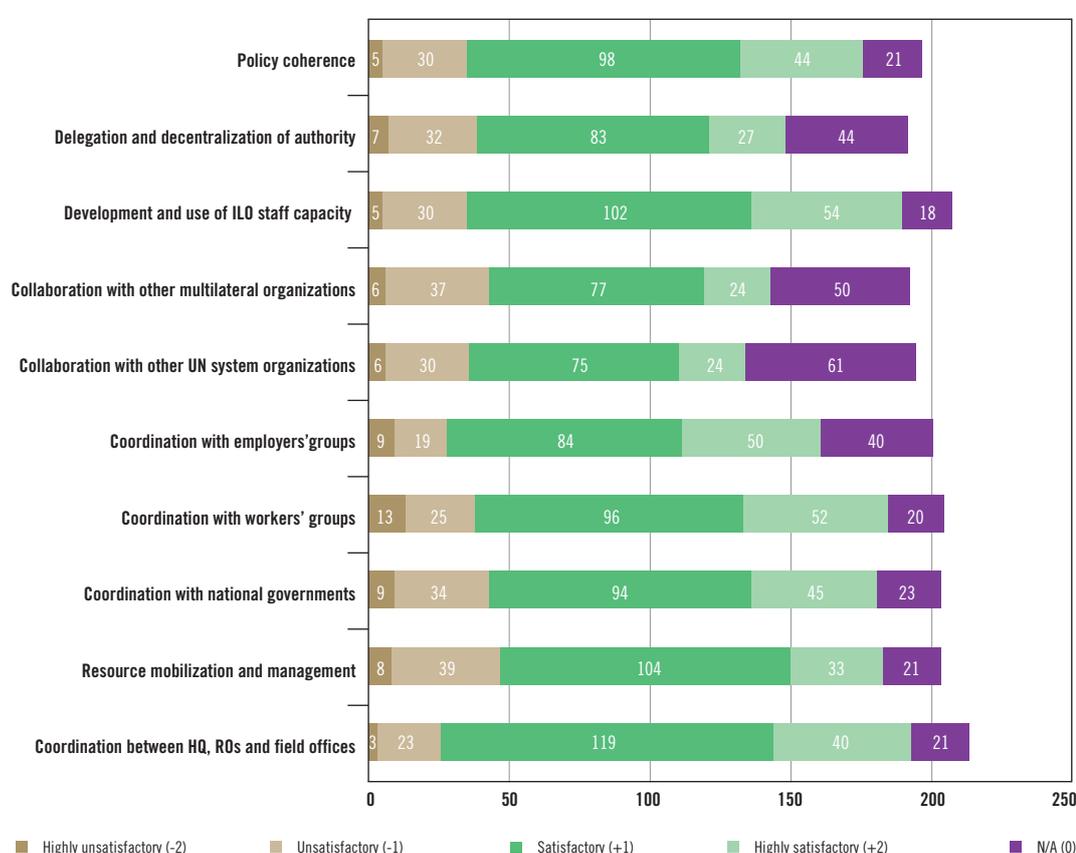
Source: The Survey, 2017.

50. In terms of satisfaction with the way in which the FOS functions are being performed, most constituents surveyed (as shown in figure 5) indicated satisfaction to some degree: The rating average of a little below 1 on most dimensions indicates marginally positive satisfaction. The two lowest appraisals were ILO's collaboration with other United Nations system organizations and other multilateral organizations.

51. In interviews during the field missions, where constituents were interviewed in all the countries visited, there was widespread agreement amongst tripartite constituents that ILO's mandate and work are highly relevant, useful, and increasingly important. However, most also feel that the current FOS does not fully align with the extent of their needs. Expectations and hopes for support are high and, to some extent, further fuelled by countries' embracing the SDGs, and increasing recognition of the need for ILO's expertise in achieving and measuring progress towards these goals.

52. In Africa constituents interviewed indicated that the impact of ILO's work is less now than before restructuring.¹³ There is widespread acceptance that ILO has to operate in a resource-limited environment but, as to be expected, not general agreement on how restructuring was carried out. There is a concern that staff levels are too thin to cope with the extent of the demand, and that this situation is affecting the quality of services and, in some cases, the health of staff. Overall levels of satisfaction appear to be dependent on proximity and presence, with constituents interviewed in countries with DWT/COs or in RO/COs being the most satisfied and those in NRCs being the least satisfied. NRC constituents also feel that linkages between ILO and partners have been weakened since the reforms. "We meet only when there are workshops, when a contract is signed, or when visitors come to events. We want more regular interactions so we can really be involved in decision-making and implementation, and not just be rushing to a short workshop which, although useful for its specific purposes, doesn't allow for those larger types of larger discussions."

Figure 5. Constituents' satisfaction with various functions of the FOS



Source: The Survey, 2017.

53. Constituents' satisfaction also varies with the types of project and their levels of involvement. Jordan provides a good example of the constituents' engagement. Partners are involved in a number of TC projects: Government work permits are being administered through the workers' organization (GFJTU); the employers' organization (JCI) carried out research for ILO; officials from Ministry of Labour (MoL) have been seconded to work within ILO projects and this has strengthened their know-how as well as their collaboration with the trade unions (TUs). In countries where ILO manages

¹³ Further verification through review of evaluations and other reporting on impact of country programmes and development cooperation projects were not within the scope of this evaluation but reference is made to other evaluations and meta-studies carried out by the ILO Evaluation Office.

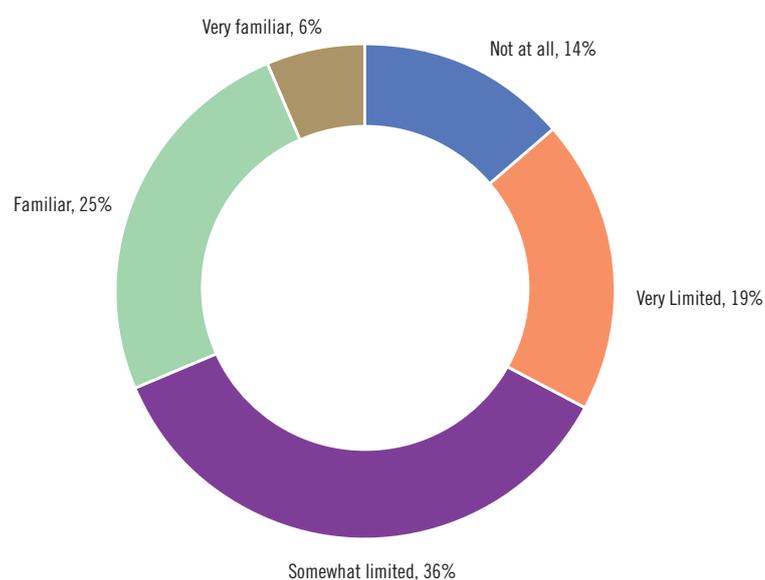
projects with little involvement by constituents, tripartite groups said they would like to be more involved, or at least consulted, in management processes (e.g. recruitment).

54. The direct support provided to social partners at the country level by both the ILO Bureau for Employers' Activities (ACT/EMP) and the ILO Bureau for Workers' Activities (ACTRAV) was highly appreciated by informants in all regions. Despite being part of the DWTs, the ACT/EMP and ACTRAV specialists have their own modest budgets, and this flexibility was noted and appreciated by workers' and employers' organizations. However, several managers expressed concerns over the departments working on their own and not taking their needs and preferences into account. Some managers expressed a desire for more options to determine needed TC positions and felt that ACT/EMP and ACTRAV are over-represented. For instance, it was observed that the intended process is for ACT/EMP field specialists to work with RBM principles to deliver on Outcome 10 results on the basis of a needs analysis that includes talking to the constituents concerned to determine needs and whether the ILO can effectively respond. This is to be translated into a biannual workplan, which is shared with DWT and CO directors, and reflected in the Strategic Management (SM) module of IRIS.¹⁴
55. As is to be expected, expressed needs vary widely. Constituents in Eastern and Southern Africa focus more on ILO's normative work. They would like more assistance in preparing for high-level meetings (ILO meetings, as well as regional and global forums), including in developing unified country positions with their tripartite colleagues. They would also like ILO to focus more at subregional level on issues such as the harmonization of labour laws across countries, and the implementation and enforcement of conventions and regulations.
56. As a fast-growing middle-income, federal country, India is a large and complex environment for ILO. It has variegated needs that stakeholders feel ILO is currently not equipped to meet. Firstly, the scale of ILO's operation is too miniscule to make much of a difference. Given funding constraints, technological solutions need to be at the forefront of ILO's operations. Secondly, given the heterogeneity in development of various states, ILO's operations within India need to be decentralized. ILO cannot afford to ignore state governments as most development implementation happens at that level. Moreover, some stakeholders also suggested that the other South Asian countries currently served by DWT in New Delhi would be better served if DWT specialists were more decentralized to locations nearer their project areas (e.g. Sri Lanka from Bangalore and Bangladesh from Kolkata).
57. The survey of constituents measured the perception of the FOS elements affected by the reform and their usefulness. There was a general awareness of the reforms, as can be seen in figure 6. Looking at specific elements of the FOS affected by the reform, on the whole constituents found these to be useful as shown in table 8. The least useful was support to NRCs, although that was largely affected by non-responses to the question. The second less useful was Technical Specialist at HQ. The most useful elements of the FOS affected by the reform, according to the survey was TC programmes and projects. As can be seen in table 9, however, ILO staff perceived the degree of usefulness differently. For the staff, after the high rating for TC projects, the COs had the next highest rating.
58. Issues were raised in several interviews about whether ILO is providing the right type of capacity building support to constituents, which is now predominantly focusing on training events. Although feedback on ILO training (including that provided by the ITC-ILO) was very positive, staff and constituents would like to see ILO adopt a broader approach to building capacity particularly in respect to MoLs and their capacity to implement, promote and enforce labour-related regulations and laws. There is broad concern about MoLs being amongst the weakest ministries making it difficult to get their issues including DW on the national agenda and into national development plans. From consultations with various parties, and in particular from the downgrading of the Labour Ministry

¹⁴ Verifying the extent to which this was applied was beyond the scope of evaluation

while the evaluation team was in the Republic of Moldova, there was heightened interest in lobbying for the MoLs to be designated as “economic ministries”.

Figure 6. Constituents’ level of awareness regarding the recent FOS reforms



Source: The Survey, 2017.

Average rating: 1.91 [on a scale of 0 (Not at all) to 4 (very familiar)], N=224

Table 8. Constituents’ perceived usefulness of FOS

FOS	Not useful (0)	Somewhat useful (1)	Very useful (2)	Essential	N/A
Technical specialist at regional or subregional level (e.g. DWTs)	0	6	30	21	7
Decent work country programmes	1	4	33	21	5
Technical specialist at HQ level	0	11	23	16	11
Regional offices	1	5	31	20	4
Country offices	2	3	25	22	8
Programme & budget (e.g. CPOs)	1	10	23	19	6
National coordinators	2	1	22	19	14
Support to non-resident countries	2	3	22	8	21
TC programmes/projects	1	4	27	26	4
Other ILO units you have interacted with	0	1	29	16	10

Source: Constituents’ survey, 2017.

Table 9. Staff's perceived usefulness of FOS

	Not useful	Somewhat useful	Very useful	Essential	N/A
Decent work teams	2	14	25	21	2
Decent work country programmes	1	18	19	24	3
Global technical teams	2	16	19	13	15
Regional offices	6	12	23	21	2
Country offices	1	7	16	39	2
Outcome-based workplans	2	13	24	22	4
Programme & budgets	1	12	25	25	2
National coordinators	1	12	17	26	9
Support to non-resident countries	2	13	12	27	9
TC programmes/projects	1	7	19	38	0

Source: Constituents' Staff survey, 2017.

59. An observation on this was provided by a regional director who stated:

[in the many countries visited] the only mention of DWCPs was by Ministries of Labour, but they are the weakest government department. We need to think about how we position the agenda of DW at the center of the national agenda. Rarely is DW or DWCP built into National Development Plans (NDPs) and budgets. We want evidence that the government is committed and if they put money in or assign people to work on DW then that shows some sort of investment. Otherwise there is no status from which to influence national debates. Job creation and employment should be central to NDPs. In most countries, it is stand-alone. We're good technically at doing DWCPs but most governments have no clue about them.

60. There is considerable interest amongst staff, particularly in Africa and Asia, in having further and more comprehensive discussions about expanding the circle of partners to include civil society and other types of workers' groups, where possible and relevant. In many places, most or all of the tripartite partners are not necessarily powerful enough or well-placed enough to cover the full range of issues, and while building institutional capacity to strengthen the ability to cover the relevant issues is continually needed, it will often involve engaging more strategically and directly with other partners. This is particularly so where tripartite organizations are fragmented or for some reason considered politically compromised.
61. Some stakeholders feel that ILO needs to consider reaching out beyond the tripartite structure "to achieve its mandate". They feel there is a need to bring in other strategic partners including small and large civil society organizations (Oxfam was flagged for its research abilities) to complement and support the positions of the traditional social partners. The National Economic Development and Labour Council (NEDLAC), a South African organization funded by the Department of Labour provides an interesting model. It brings together multiple government departments, organized business, trade unions and civil society groups (including youth councils, a women's coalition, and a cooperatives association, as well as an association representing people with disabilities). Its structure includes a DWCP sub-committee that is now in the process of developing the next DWCP. NEDLAC is currently focusing on a minimum wage policy.

62. During the period under review by the HLE, ILO clarified through updated guidance, that DWCPs would be the main mechanism to determine the priorities, strategies and plans for addressing the needs of countries and partners, and provide the framework for collaboration. In countries where DWCPs are developed, evaluation respondents have generally found the process of developing them arduous but the end product useful. This approach, which has RBM as a central tenet, is generally welcomed by staff and by constituents for providing a more focused set of plans. One director noted that “using RBM has been a paradigm shift for governments and ILO at almost the same time”. A number of interviewees noted that since DWCPs are not provided with funds for implementation, they were frequently described as being “aspirational”.

2.1.4 What mechanisms are in place to ensure continuing relevance and strategic fit vis-à-vis changing needs and new developments at the global, regional and national levels?

63. In addition to changes within the ILO itself, a major development is the process of changing and improving the role of UNCTs in the context of the SDGs. A major change is the role of technical staff within these teams in providing direct advisory services to governments. The previously noted review of UNDAFs in terms of SDG implementation as well as field visit interviews show that the ILO, thanks to its many DWTs is most equipped to provide these services.

Flexibility in responding to future needs

64. A recurring theme throughout the field missions and discussions at HQ was that a clear challenge is for the FOS to be sufficiently flexible to respond to the future needs and demands of its constituents as well as to the rapidly changing contexts in which ILO operates. Key issues identified by stakeholders included the need to work differently in the increasing number of designated middle-income countries (MIC), major shifts in the development cooperation landscape (continuing uncertainty regarding resource availability to ILO and similar organizations, and competition for funding with more nimble development actors), challenges to ILO leadership in the area of decent work and other competencies, and continuing/emerging crisis contexts. These require more agile administrative systems, surge capacity, and shifting technical skill sets that many feel the ILO is not currently sufficiently agile to provide. Although steps have been taken towards decentralization, actions like moving posts from HQ to the field, or providing more agility in financial management in regional and COs identified in the reform plans to achieve more flexibility are perceived by those in the field to be happening far too slowly. There was palpable frustration at the pace of decentralization with ILO being characterized in several cases as a dinosaur, belonging to a different era. There is widespread concern that especially in a time of shrinking resources, the ILO risks losing its prominent place as the leader of decent work if it cannot be more responsive.
65. The emergence of more MICs¹⁵ and vast differences between them requires ILO to do business differently. There were calls for ILO to follow through on formulating a typology of countries to guide the Organization in responding to the range of MIC and other contexts. The inability of still fragile MICs to access the regular budget supplementary account (RBSA) is of particular concern. Stakeholders in Africa noted that ILO needs to shift its work from the sphere of ‘authority’ to the sphere of ‘influence’ as MIC member States hold the cards and will no longer respond to being told what to do. The new DWCP guidance was cited as an example of what does not work well in MICs. As discussed further later, another major impediment identified for operating in MICs is ILO’s policy of channeling locally mobilized resources through Geneva and returning a diminished resource for application at country level.

¹⁵ In September 2016, the World Bank ranked 108 out of 138 countries in this category: 56 were classified as upper middle-income countries and the remainder 52 as lower middle-income countries.

66. At the same time, there are a number of initiatives highlighted as good examples of how ILO has responded to emerging needs. These include the recent emphasis on the informal economy (as per Recommendation No. 204 concerning the Transition from the Formal to the Informal Economy, 2015) and the recruitment of more migration specialists (although the process has been slow). The increased participation of ILO in UNCTs and as part of the One UN delivery team in many countries is seen as enabling the Organization to be more aware of broader emerging national needs and to bring constituents needs to the UNDAF process. Examples cited include decent employment now being reflected in the national development plans in the Republic of Moldova and South Africa. The Future of Work (FOW) initiative is also welcomed for provoking important and high visibility discussions at the national level. Although in India there were concerns that the emphasis on technology focuses discussions on the better off sections of the economy when the majority of the population has no access to even basic technology infrastructure. In this environment, skills development (called “upskilling”) and entrepreneurship are a major priority that the FOW needs to capture to a greater degree.

ILO as more of a knowledge generator

67. There were also discussions about the need for ILO to become more of a knowledge generator with DWTs doing more comparative analysis of the main issues and patterns in the countries they cover and sharing lessons drawn. Although this is being done by some DWT specialists, concerns were raised about others using standard approaches even to the extent of using the same slide presentations for each mission. Stakeholders in India said they do not want “generic” research any more. They want more fieldwork within India, but maybe in a comparative setting with other countries. For example, one chamber of commerce representative stated that, “ILO needs to conduct research and field work. We would like ILO to collaborate with us. If ILO is open, we are prepared to share resources and help expand its reach.” Similarly, civil society organizations indicate that, “ILO reports are very relevant to us, but they could be more sector specific and updated quicker”, and that “these should be developed with community participation.” ILO staff also pointed to the need for international experts to work more closely with national counterparts to better understand the local context.

Crisis and post-crisis contexts

68. In the last decade, ILO's work in fragile states has increased tenfold, with \$40 million being allocated to these efforts in Africa from 2014–2016 alone, 90 per cent of which went to four countries (Democratic Republic of Congo, Liberia, Sierra Leone and Somalia).¹⁶ However, stakeholders in Africa and the Arab States expressed concern that budget inflexibility as well as limited human and financial resources mean the ILO is not positioned to act in a timely manner to emerging crisis. Neither can it easily engage in joint actions with other actors. This situation is most pronounced in NRCs with staff in Kenya opting out of even participating in UNCT discussions on the expanding refugee situation in the north of the country. Similarly, the DWT in Yaounde said it was not feasible for the ILO to easily engage in countries, such as the Central African Republic and the Democratic Republic of Congo that are moving from crisis to reconstruction, because the FOS is not flexible enough to respond to changing conditions. A notable exception is Jordan where ILO was credited with responding well to the Syrian refugee crisis, in large part due to its ability to transfer a DWT specialist position from Beirut to Amman to be a Country Coordinator. However, as described in Section 3.2, the position was not given administrative or programming support.

¹⁶ ILO: *A Framework Strategy for ILO's Engagement in Promoting Decent Work in Fragile States in the Africa Region* (ILO, Geneva, 2016).

2.2. COHERENCE AND VALIDITY OF FIELD STRUCTURE SET-UP

2.2.1 Is the ILO's Field Structure (FOS) set-up logical and realistic to support the objectives and outcomes of the ILO's strategy, programme framework, strategic plans and related strategies and policies, and measurable as judged by international standards?

Configuration and responsibilities of COs and DWTs

69. To assess the coherence of the FOS for meeting ILO's objectives and outcomes, the evaluation team considered the configuration and responsibilities of the COs and DWTs in each place visited. Although many aspects of the restructuring are found to be logical, some adjustments are needed to the system in order for it to realistically support and measure the achievement of ILO's agenda in all regions. The major concerns are discrepancies in responsibilities of offices in certain cases (particularly in Africa), uncertainty about how to support NRCs, and the challenges in measuring results.
70. Within ILO there has been an ongoing debate about whether there are greater advantages to having critical mass (the clustering of DWTs into fewer and larger teams and whether constituents are better served by having a larger pool of specialists who can work in a more integrated way and offer a wider array of expertise), or proximity (having specialists who are more widely dispersed and therefore geographically closer but without the added value and synergies of a larger team).
71. This question was raised during the field visits, as will be shown. The structure of field operations is shown in table 10. As can be seen, there is considerable regional variation in the coverage provided by COs and DWTs. The structure of field operations since 2010 has been relatively stable, with only a few changes (such as the movement of the Africa Regional Office, which had relocated from Abidjan due to political issues in Cote d'Ivoire). One issue raised was concerning the discussions about coverage and some confusion about using the term "Country Office" (CO) to refer to offices covering multiple countries. The 2013 review had recommended that it should revert back to "Area Office" (AO) to underscore the fact that the staff have broader responsibilities than just in the country in which they are located.

Table 10. ILO's presence around the world

Region	No. of countries	No. of DWTs	No. of countries/DWTs	No. of COs	No. of
Africa	58	4	9–18 (average of 13.5)	13	2–6 (average of 4.2)
Americas	42	4	3, 5, 8, 23* (average of 5.3)	7	1, 1, 2, 5, 8, 23* (average of 4.2)
Arab States	12	1	12	1	12
Asia/Pacific	35	2	17.5	11	3.2
Europe/Central Asia	51	2	19 and 10**	2	19 and 10

* DWT/CO-Port of Spain covers 23 Caribbean countries and territories, and is not included in calculations of averages.

** DWT/Budapest covers 19 countries; DWT/Moscow covers 10; RO/Europe is responsible for the remaining 22 countries, including Branch Offices in Ankara, Brussels, Madrid, Paris and Rome.

72. The regional differences need to be taken into account in devising broader findings and recommendations. They are clearly based on the history of ILO involvement, but also reflect a perception of needs

that led to the assignment of technical and other staff to the offices. In addition there are a number of global, or all-ILO points that need to be taken into account.

Africa – need for more logical configuration reflecting coverage of countries:

73. Four DWTs now cover the region's 55 countries resulting in a high ratio of countries served by each DWT (an average of 13.5). A common theme emerging from the consultations was that the configuration of countries covered by COs and DWTs is not in all cases logical or equitable. The rationale behind some of the geographical divisions is not understood, for example Angola being covered by the Kinshasa CO. There are disparities in the number of countries covered by each CO, for example, in Eastern and Southern Africa the Harare CO covers only Namibia and Zimbabwe (which do not share a border) while the Dar-es-Salaam CO covers five countries. The Kinshasa CO covers six countries, three of which are fragile states, with only nine staff (including drivers). There are also inconsistencies in the DWT divisions. Most notable is the Pretoria DWT which covers 13 COs and 18 countries stretching from Kenya to South Africa, making it the largest in the ILO. All groups of stakeholders interviewed (constituents, staff and donors) in the DWT coverage area expressed concern that the number of countries and the distance between them place too much of a strain on the DWT, administrative staff and the DWT/CO Director. All agreed that staff are overstretched, and that there is an urgent need for the Deputy Director's position to be used to enhance management in support of the Director. The Director alone cannot adequately undertake and be responsible for political representation, resource mobilization, and programme, finance and administrative responsibilities for multiple countries. A further issue is that the set-up of each office is different. Again, Pretoria seems to be disproportionately affected by having relatively few finance and administrative support staff to support a large team.

Americas – providing services based on requests:

74. The structure, which underwent only minor changes during the reforms, is considered to be basically sound in this region. There are four DWTs and seven COs, two of which, Argentina and Brazil, cover only the host country. One DWT/CO has responsibility for the 23 Caribbean countries and territories; this is made somewhat more manageable by having them all included under one DWCP as was noted in the independent evaluation of the DWCPs in the Caribbean.¹⁷ The main concerns are that coverage is uneven in NRCs and that there are political complexities. In Central America, for example, Nicaragua is somewhat of an outlier. This seems to be related to the fact that UNDP has been expelled from the country and the Resident Coordinator function revolves among remaining agencies on a monthly basis making coordination very difficult for the CO in San Jose, Costa Rica. In the Andean Region, Venezuela is another outlier as demonstrations pit the three constituents against each other. More importantly, in the Americas, there was not always a good match between specialist needs and sub-regions. Some stakeholders noted an absence of systematic planning of the technical specialists' responsibilities. Rather, there seems to be an opportunistic method of providing services based on responses to requests. In some cases, specialists are shared among offices (e.g. a specialist on occupational safety and health is located in Santiago but also covers Central America; a gender specialist – the only one in the region – is in Central America and covers all other offices).

¹⁷ ILO: *Independent Evaluation of the ILO's Decent Work Country Programmes, strategies and actions in the Caribbean* (2010–2015) (Geneva, 2015).

Arab States – need for typology of countries and “policy” on ILO’s in NRCs:

75. Both the RO and the DWT operate out of Beirut (Lebanon) and cover 11 additional NRCs, with varying degrees of presence in some of these. Given the unique structure of the region (one RO, one DWT – covering all 12 countries), it would benefit from a having typology of countries and a “policy” on ILO’s operations in NRCs. The DWT Beirut would like to see stronger representation in Jordan and Yemen to increase and reinforce the ILO’s presence, as well as in the Gulf States. The ILO Regional Office for Arab States (ROAS) and DWT incur very high costs when carrying out missions to countries such as Iraq, Syria and Yemen, due to the additional security costs and accessing essential facilities. This is difficult with limited resources.

Asia-Pacific – field office restructuring:

76. The region covers 35 countries with 11 COs and two DWTs. There has been some field office restructuring in the region (e.g. the DWT for East Asia and the Pacific was discontinued and staff transferred from Manila to Bangkok in 2010/11). In the most dynamic economic region with a population of 3.7 billion people with countries large and small, the need for more flexibility is apparent. As in Africa, most stakeholders stressed the importance of deputy country director positions (Beijing, Delhi and Dhaka have one, but Bangkok and Jakarta, and most other offices in the region do not). They stated that while they understand the importance of more technical specialists in the field, someone still needs to attend to management functions. In the absence of a designated Deputy Country Director (DCD), either the CD or technical specialist still need to do the work as the work itself has not gone away. Only the formal designation is absent, which somewhat weakens the position of the second, and only other, international staff in most countries.

Europe and Central Asia – support of technical specialists and their location:

77. The region covers 51 countries with two COs and two DWTs. While Budapest is an acceptable location for the DWT as there is a critical mass of some 1,000 UN-related officials in the city, some stakeholders questioned the appropriateness of having the DWT in Budapest, as opposed to Istanbul or Vienna. Questions were also raised about the appropriateness of having the ILO/EUROPE RO based in Geneva (e.g. as opposed to Brussels, the site of the European Union). Some Branch Offices have been re-profiled in the region, Ankara Office has been turned into a Branch Office (BO) with a “national” as manager (in line with not having nationals as office “directors”) and some offices are acquiring expertise to meet their challenges, e.g. a political officer for ILO Brussels BO.
78. In Europe, all specialists are located in DWTs in either Budapest or Moscow. According to the 2013 Review, the region is disadvantaged in terms of DWT specialist coverage in all countries, and this situation does not appear to have improved. ILO Europe wants to build further technical capacity and adopt a coherent approach to selecting specializations – e.g. adding a Statistics Specialist to Budapest or RO,¹ an additional technical specialist for Moscow, and a Political Officer for Brussels. DWT Budapest has only four technical specialists (in addition to workers’ and employers’ specialists) for 19 countries and does not have any specialist covering Enterprises, Informal Economy or Migration, although there is considerable demand from constituents. Also, constituents would like to have greater access to ILO’s technical experts, over and above the employers’ and workers’ specialists.

Global: Ensuring more field-based technical specialists:

79. Recent developments that should go some way in supporting the FOS include the decision to have at least one international staff position (P-level) in addition to the country director (CD) in each CO, and to allocate 22 more field-based technical specialist positions. The resources to do this have come

about from the reallocation of funds from HQ to the field and cost-efficiencies. As recruitment has not been completed, it is too early to gauge the extent to which these actions will reduce pressure on the field. This is discussed in more detail in section 2.3.2.

Global: NRCs:

80. The challenges faced by ILO in countries where it does not have a permanent presence are well-known and have been raised earlier in the report. They were also raised in the MOPAN 2017 Institutional Assessment Report where it was noted that “the challenges were being addressed by strengthening ILO cooperation with other UN bodies, in particular by liaising with the UN resident coordinator in those countries.” Although all resident coordinators interviewed during this HLE were very supportive of the ILO, there was no evidence that progress had been made in overcoming the challenges. The importance of “having a presence on the ground” cannot be overstated. ILO suffers from a lack of representation compared to other UN agencies, and it sees UNDP taking over employment and labour roles as it has more “employment specialists” and UNICEF taking over social protection roles for the same reason. The Director-General’s announcement¹⁸ provides an “Update on the structure, composition and geographical location of ILO offices”. On that basis, it is clear that the regional directors (RDs) are responsible for NRCs in the regions and that function is often delegated to the DWT or CO directors, and through them to a country-based official in terms of day-to-day work and representational functions.
81. In discussions with the evaluation team, the Multilateral Cooperation Department (MULTILATERALS) indicated that there had been no movement on the proposed “policy for NRCs” (which was to be a reform activity), and that this idea is now covered in the recent SDG Implementation Plan (ILO Implementation Plan: 2030 Agenda for Sustainable Development – not dated). The message was that a “policy” is viewed as a straightjacket that would work against the desired agility and flexibility. A mechanism along the lines of a “policy for ILO’s presence in non-resident countries” remains an important issue. It would be preferable for ILO to formulate a set of models for NRC as part of overall models for the FOS, that could be considered, depending on the circumstances in particular countries (e.g. along the lines of “National Coordinator”, “Country Coordinator”, “CTA/international expert-led”, “constituent-based”, and “Honorary Consular”). Each model should be clearly and realistically constructed, and resourced in order to improve the sustainability of the mechanisms and provide greater transparency and understanding for all parties, including the “representatives” themselves. Given resource constraints, in most places, it is likely that representatives will also need to have a technical portfolio in at least one of the key areas of expertise required at country level.
82. The National Coordinator (NC) model, as applied in up to 12 countries in the Europe Region, is funded from ILO’s regular budget, thus providing a basic level of security and sustainability otherwise missing from TC-funded country representation. This approach started in Europe (from 2007 onwards) and has been a model for ILO ever since. NCs play an important role as they can: open doors, facilitate work, flag needs at country level, help guide the selection of programmes, enhance participation in the UN as they are recognized by the UN system, and should be acceptable to all constituents. They have been referred to as the “eyes and ears” of the ILO in NRCs. Undoubtedly, the presence of an ILO person in the NRC is well appreciated. However, without an administrative and operational budget, the NCs are extremely limited in what they can do since they cannot respond easily to requests. As nationals, they are often not fully accepted as equal partners in the UN system at the country level (Senior Management Team – SMT, UNCT, UNDAF committees). The SWOT analysis (appendix 6) on the NC system highlights many of the known strengths and weaknesses of this approach. As NCs, they are not regarded as “ILO officials” and cannot apply for internal ILO positions. Furthermore, the

¹⁸ Internal Governance Document System (IGDS) No. 442 (Version 2) of 24 December 2015 (internal document).

salary scale applied is the NO-A/B scale and to date ILO does not offer NO-C as applied by other UN agencies, which severely limits the career and pay prospects for the NCs (although some administrative and management support functions at the NO-C level appear on the staff list).

83. The experiences of the NCs in EUROPE and the innovative way that Jordan is covered, clearly provide lessons which can be drawn. There should be a review of the NC system and greater clarity about the role of NCs and their eligibility for NO-C positions using as the basis the assessment of the Strengths, Weaknesses, Opportunities and Threats of NCs and other ILO presence in NRCs included in appendix 6.

Global: Balancing coherence, governance and de-centralization:

84. There is a tension between ILO's need for centralization and decentralization, which is recognized by many stakeholders, especially, in Asia. Some remarked that HQ's primary concern was to respond to the needs of the GB and donors in Geneva. As donors seek accountability, ILO has set up layers of administrative verification to ensure that every expense is verified and re-verified. These financial and administrative systems can at times work against the stated objective of decentralization of authority. These stakeholders hinted at a need for a broader internal discussion on incorporating devolution of authority (without compromising on safeguards).
85. It was not just the ILO staff, who felt that ILO was too centralized. Even national counterparts felt that the CO's need to seek HQ approval on everything, big and small, was counterproductive to effective performance.¹⁹ One interviewee, for example, remarked

Processes should be subordinated to products and results. Unfortunately, most international organizations – and the ILO is not an exception – tend to use process controls to ensure compliance and conformity. Bureaucracies, however, delight in manipulating processes to their own ends and rapidly learn to comply in form, but not in substance. Thus, a focus on process is self-defeating and provides false reassurance. This flexibility should be combined with structures, Collaborative working methods should be adopted that utilize staff in cross practice teams in order to focus on identified policy priorities and achieve greater integration of advisory services [.....] and their connected themes.

86. Similar sentiments were echoed across all regions. Many stakeholders felt that HQ did not want to let go of authority to the field offices, and that several new (governance-related) procedures were “making our lives difficult” in the field. Others wanted this HLE to convey to the GB and HQ that decentralization efforts were not felt in field: “I hope the evaluation will reflect back to the GB (and HQ) what they reality is. Last year there was a review of SJD at the GB, a lot of discussion about the ILO now having a more bottom up approach. The GB and HQ think it is. But it is not, and, if anything, is perhaps getting more centralized in some ways, particularly finance and admin structure.” Yet others opined that ILO could do a much better job in using technology to make work more collaborative and effective. All aspects of knowledge management and virtual collaboration were identified as issues of critical importance.

¹⁹ Further analysis beyond the scope of the current evaluation could usefully look at the various potential administrative and financial processes, for instance those related to the processing of GB meeting forms, and the average number of days it takes to establish a service contract when using a decentralized process. The ongoing Business Process Review initiative is likely to address many of these.

Global: Measuring results:

87. Evaluation is substantially under-resourced throughout the organization.²⁰ There are no dedicated evaluation positions in the field. There are also no M&E positions at the CO-level, although each CO has an Evaluation Focal Point. Some of the larger projects have M&E officers who are based in COs. At the time of this HLE, each RO had one post for a Senior M&E Officer, which was in the process of being regularized with extra-budgetary (XB) funding being used to provide a national officer (NO)-level assistant position, as feasible. In Africa, which has carried out the highest number of evaluations over the past six years of any region (178), the M&E Officer is expected to provide a level of oversight for M&E for 150+ projects in 54 countries, and the 25 independent project-level evaluations that are held each year.
88. Interviews with field staff and the review of OBW and CPO documents indicate that there are issues with the way that results are reported, and that limit effective RBM. Staff are concerned that contrary to the Social Justice Declaration (SJD), which promotes integration of work across specializations, the OBW process requires specialists to be assigned to a specific outcome (CPOs). They can only report on that outcome. They suggest that when resources and performance assessment are tied to that outcome, this produces competition and it is difficult to mobilize multiple specialists to collaborate on and report on activities that require team-based approaches. An example was given of a successful ILO-Tree project that three specialists worked on but their work could not be captured in the system. This situation also affects work on gender and social dialogue as these are cross-cutting themes that are not easily reportable and, as a result, are not being given the attention that they used to receive. It was suggested that clearer guidance on collaboration under this system and work on cross-cutting themes would help to mitigate the increasing focus on individual performance. Staff also expressed frustration about the recording system being focused on contribution to shorter term outcomes as well as about the lack of processes for systematically tracking ongoing programme/project monitoring. The function of the outcome coordinators assigned to each policy outcome area and the outcome coordination team should perhaps be reviewed in this context.
89. Overall, there has been uneven progress in the stated objective of decentralization, which has somewhat limited the ability of the FOS to realistically support the objectives and outcomes of the ILO's strategy, programme framework, strategic plans and related strategies and policies across various regions. Without improved decentralization of administrative decision-making, and more field-oriented M&E, the FOS will not have been effectively reformed.

2.3 EFFECTIVENESS**2.3.1 Is the FOS supporting the development and implementation of ILO's result-based frameworks at all levels ranging from its Strategic Planning Framework and the Decent Work Country Programmes to the Country Programme Outcomes and Outcome-based Work Plans?**

90. The issues used by the evaluation team to explore this question include the extent that frameworks are being achieved and the processes that are used to plan for and support demand. Based on the analysis of the OBWs for two periods, it is clear that generally the results-based frameworks are improving, at least as reflected in reporting on outcomes. The extent to which this has been affected by guidance, such as the guidebooks on DWCPs or for CPOs is not clear from the data. In some regions, interviewees reported that they were not familiar with the guidance documents. However, looking at the

²⁰ This was also a major conclusion of the recent ILO: *Independent Evaluation of the ILO Evaluation function, 2011-2016* (Geneva, 2016).

DWCPs, the proportion of countries developing them is relatively small, as can be seen in table 11, showing that the number has not increased over time and in all regions in 2014 and after. Also, the quality of the DWCPs has not improved since the issuance of new guidance, as measured by a quality assessment undertaken for the HLE.

91. As it was agreed as part of the reform efforts that DWCPs would constitute ILO's means of action (with some flexibility given to countries in crisis and MICs), these documents were reviewed in terms of numbers and quality. As can be seen in table 11, the initial analysis of DWCPs noted that the number of DWCPs after 2014²¹ was much lower than in the previous period. However, there are a substantial number of DWCPs in the process of being developed that were not taken into account in this analysis including 16 in Eastern and Southern Africa alone.

Table 11. DWCPs by formulation date and region

DWCP by formulation date	Africa	Americas	Arab States	Asia and the Pacific	Europe and Central Asia	Total
Pre-2014	28	10	3	11	7	59
2014 and after	10	2	0	3	7	22
None	19	22	9	22	7	79
Total	57	34	12	36	21	160

Table 12. Quality of DWCPs by region and year formulated (percentages)

12a. Quality of DWCPs by region					12b. By year of formulation					
Region	Excellent (%)	Good (%)	Fair (%)	Unsatisfactory (%)	Share of DWCP (%)	Year done	Excellent (%)	Good (%)	Fair (%)	Unsatisfactory (%)
Africa	5	55	30	5	46	Before 2014	9	32	55	5
Americas	0	0	80	0	12	2014 and after	11	17	72	0
Arab States	0	50	0	50	5					
Asia-Pacific	43	57	0	0	16	12c. By type of ILO Representation				
Europe and Central Asia	0	100	0	0	21	Country office	23	38	38	0
Grand total	9	58	23	2	100	National coordinator	0	100	0	0
N =	4	26	10	3	–	No office	4	61	22	13
						Grand total	9	60	12	7

N = 43; Share of DWCP = Percentage of DWCPs reviewed from a particular region

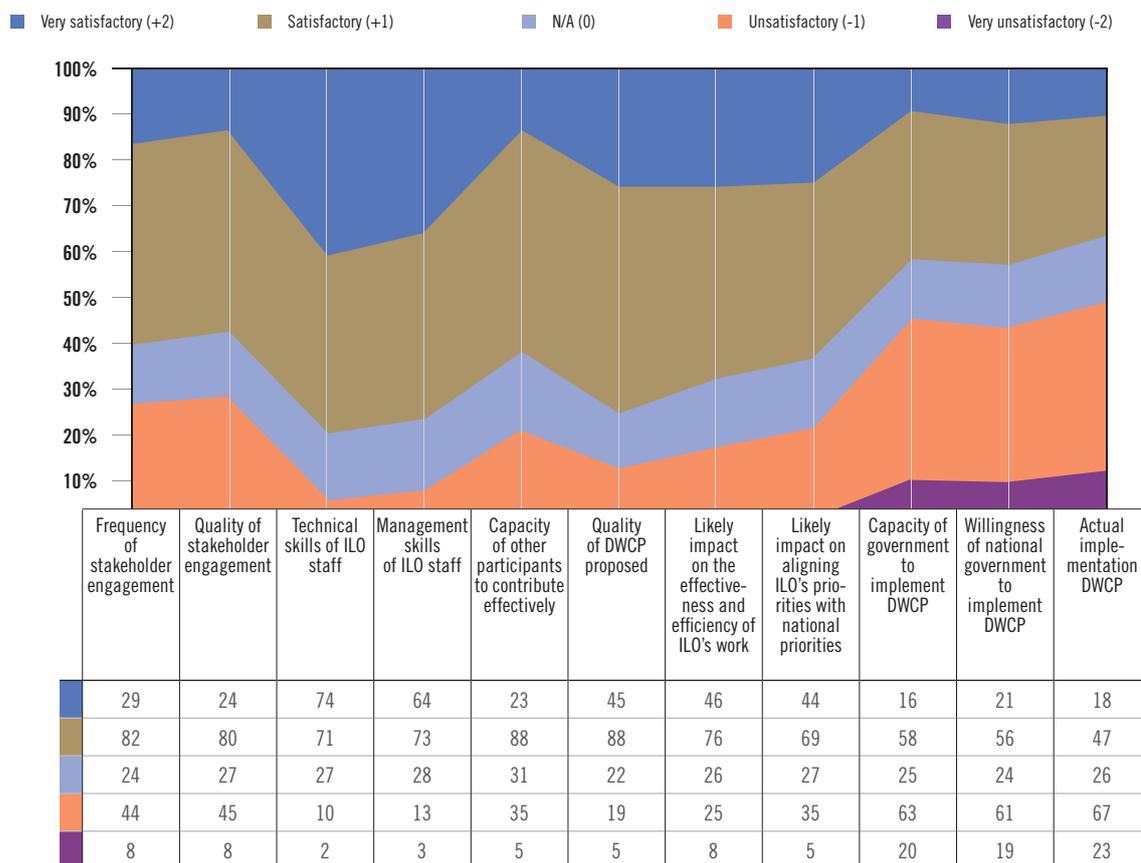
92. With that as a context, all of the DWCPs produced in 2014 or after as well as a one-third stratified random sample of countries were coded according to criteria using the template found in the appendix 7b. DWCP's were rated in terms of whether they were excellent (all elements are present and are of good quality), good (most elements are present and are of good quality), fair (some, but not most, of

²¹ The year 2014 was chosen because it was the start of the implementation of the latest reform process.

the elements are present and are of generally good quality) or unsatisfactory (the elements are not found in the document). In part 12a of table 12 above, over half were found to be of good quality, although this varied by region. However, there are some explanatory factors. In the Americas, while the percentage of “fair” was high, there were in fact, very few DWCPs. Of more interest is the fact that if the date of the DWCP is taken into account, part 12b of the table shows that later DWCPs have a slightly lower quality. Of slightly more importance is the fact that in part 12c the quality of the DWCPs prepared is a slightly better in those countries with an ILO CO, but the difference is not that significant if excellent and good ratings are combined.

93. Figures 7 and 8 show how constituents and staff survey respondents rated the usefulness of the DWCPs. The quality of DWCPs was rated highly by constituents, with staff indicating that it improved consultations with tripartite members, and the effectiveness and efficiency of ILO's work, and helped align ILO's work with UNDAFs and SDGs. On the other hand, they are seen to complicate staff's work planning processes. Also, notable in figure 7 is that constituents are concerned about the capacity and willingness of national governments to implement the plans.

Figure 7. From the perspective of the constituents, DWCP help...



94. The evaluation looked at the CPO results that have been reported in the OBW. There is a distinction in reporting between CPOs that are being implemented (target) and those that are either being considered (pipeline) or have a potential importance (maintenance). In order to see the extent to which there is improvement in the CPOs as reported in the OBWs for different countries, the evaluation examined, by region, the average number of CPOs present by country, by the number and percentage of those that were considered to be targeted, and then looked at these against the type of ILO representation in the country (table 13). As can be seen, the number of CPOs is higher in countries with a

Figure 8. From the perspective of the staff, DWCPs help...

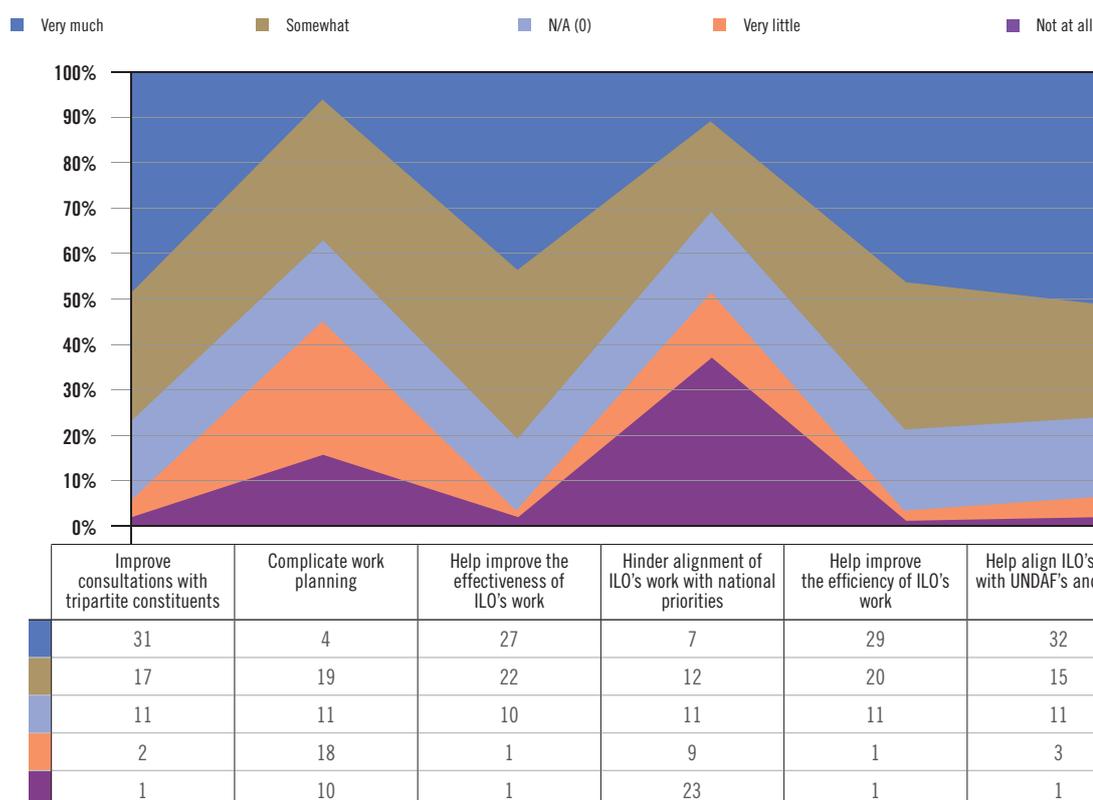


Table 13. Reported country programme outcomes in OBW reports in 2016–2017, by region

Region	Type of ILO representation	Number of entities	Average number of outcomes	Average number of target-level outcomes	Outcomes at target level (%)
Africa	Regional	1	19.0	9.00	0
	Subregional	6	5.8	2.83	33
	Country office	13	19.2	12.38	63
	No representative	42	12.5	8.88	36
	TOTAL (%)				42.3
Americas	Regional	1	33.0	15.0	0
	Subregional	1	10.3	23.0	30
	Country office	7	23.4	13.1	86
	No representative	35	10.0	6.1	59
	TOTAL (%)				61.6
Arab States	Regional	1	12.0	1.0	25.0
	Subregional	1	2.0	0	0
	Country office	3	14.3	1.3	72.0
	No representative	9	12.8	3.8	59.6
	TOTAL (%)				61.6
Asia and the Pacific	Regional	1	9.0	1.0	0
	Subregional	3	4.0	0.7	30
	Country office	12	18.0	7.8	86
	No representative	32	7.6	1.9	59
	TOTAL (%)				51.3
Europe and Central Asia	Regional	1	9.0	0.0	25.0
	Subregional	2	14.5	0	0
	Country office	2	7.0	0.5	72.0
	No representative	45	7.4	1.3	59.6
	TOTAL (%)				27.0

CO, suggesting that support has been more effective in those countries. This is true for three of the largest regions (Africa, the Americas, and Asia and the Pacific) but not for the Arab States nor for Europe and Central Asia. In Europe, where there is no CO, there are national coordinators.

95. The analysis then focused on the target CPOs by comparing those reported for 2016–2017 with those reported earlier.

Changes in target Country Programme Outcomes after the reform

96. One of the measurable results of the field office reform should be reflected in the CPO's, as measured by the OBWs. To see this, analysis was done of two sets of data drawn from OBWs in 2014–2015 and 2016–2017. Both were interim assessments of progress in achieving objectives of CPOs for the biennium. They were compiled after the first year of the biennium. This time period was chosen because the data for the current biennium were collected in February 2017 and those for the previous biennium in February 2015. This latter date was just after the most recent effort to reform field operations. Thus, the 2015 data are a form of baseline while the 2017 data, by comparison with 2015, can be realistic indicators of change.
97. The key variables in the analysis are the specific expected outcomes, whether they were being achieved as planned or were behind schedule (shown as green or yellow in the OBWs), and the type of field operation in the country on which the report was drawn up. These are interim indicators and it is expected (but not proved) that, by the end of the period, all of the targets will be achieved, at least according to the reporting.
98. Table 14 shows the extent to which planned CPOs were “on schedule“ or “behind schedule“ by region. Several findings emerge from this table. First, the number of outcomes reported has more than doubled in 2016–2017, from 284 to 719. Second, the percentage “on schedule“ has increased from 34 per cent to 58 per cent, almost double. There are regional differences. The most pronounced is the Americas region, where the number increased from 78 to 212 and the proportion under the “on schedule“ columns from nine per cent to 70 per cent.

Table 14. Status of CPOs by region (2014–2015 and 2016–2017)

Regions	2014-2015					2016-2017				
	No.		%		No.		%			
	On schedule	Behind schedule		On schedule	Behind schedule	On schedule	Behind schedule	On schedule	Behind schedule	
	Total				Total					
Africa	39	53	92	42.4	57.6	119	118	237	50.2	49.8
Americas	7	71	78	9.0	91.0	148	64	212	69.8	30.2
Arab States	2	14	16	12.5	87.5	31	22	53	58.5	41.5
Asia-Pacific	32	46	78	41.0	59.0	77	82	159	48.4	51.6
Europe & Central Asia	17	3	20	85.0	15.0	39	19	58	67.2	32.8
Grand total	97	187	284	34.2	65.8	414	305	719	57.6	42.4
Average Percentage	34.2%	65.8%	100%	–	–	57.6%	42.4%	100%	57.6%	42.4%

– = nil; Average Percentage = Average percentages by region across all types of representation

99. When these figures are broken down by the type of ILO representation, table 15 shows that, with the exception of the Americas region and Africa, the on schedule percentage is higher in countries with COs. In Africa, there is almost no difference, whereas in the Americas, the percentage is higher in countries with no office, mostly reflecting the work in the Caribbean subregion. Overall, this analysis suggests that in terms of the specific services of CPOs and DWCPs, the reform has shown some improvement in quality, although this has been slow and varies by region.

Table 15. Status of implementation, by region (2016–2017)

Region	No. of country programme outcomes (CPOs)			%	
	On schedule	Behind schedule	Total	On schedule	Behind schedule
Africa	119	118	237	50.2	49.8
In-country CO	50	52	102	49.0	51.0
No in-country CO	68	65	133	51.1	48.9
Subregional	1	1	2	50.0	50.0
Arab States	31	22	53	58.5	41.5
In-country CO	13	5	18	72.2	27.8
No in-country CO	17	17	34	50.0	50.0
Regional	1	–	1	100.0	0.0
Asia and the Pacific	77	82	159	48.4	51.6
In-country CO	54	40	94	57.4	42.6
No in-country CO	22	40	62	35.5	64.5
Regional	1	–	1	100.0	0.0
Subregional	–	2	2	0.0	100.0
Europe and Central Asia	39	19	58	67.2	32.8
In-country CO	1	–	1	100.0	0.0
No in-country CO	38	19	57	66.7	33.3
Americas	148	64	212	69.8	30.2
In-country CO	48	31	79	60.8	39.2
No in-country CO	95	31	126	75.4	24.6
Subregional	5	2	7	71.4	28.6
Total	414	305	719	57.6	42.4

CO = country office, – = nil.

DWT mission coverage:

100. The evaluators then looked at how field-level work units, in particular DWTs, organize to support the achievement of outcomes. Field missions were used as an indicator.²² Internal field-level planning processes to address both constituents and organizational needs include regional planning meetings that are convened at least once a biennium to set priorities. These are attended by directors, programming staff, and specialists. Some regions (e.g. the Americas) seek to hold quarterly meetings of the CDs with the RD and Deputy Director, including one in Lima in May 2017, attended by the lead evaluator. The extent to which DWTs subsequently plan their support to COs seems to vary considerably. Some teams used a request-based response to demands arising from COs, while others have a more comprehensive process that ties missions to CPOs. The process used by the DWT for Southern and Eastern Africa has been highlighted as a model to improve planning and monitoring, and is described in box 1.

Box 1**Good practice for planning and monitoring DWT engagement**

The Pretoria DWT has 15 specialists covering 13 COs that in turn support a total of 18 countries. The team has a biennium planning process that brings all CDs together for one week to review progress and determine priorities for each country for the next two years. This also becomes the basis of resource planning, particularly for how the DWT will be used.

On a quarterly basis, the entire DWT meets remotely with each CO for two hours. The focus is on reviewing all plans, determining where support is required for each outcome area (CPO), and the nature of that support. The first priority is given to requests for technical support that are in line with the plans and CPOs, and then other requests are accommodated where feasible. This has helped the country teams to be more prepared for missions, particularly as the country programme officers are now more involved in the planning stage. The DWT then has monthly meetings to review upcoming missions. Finance and administrative staff are also part of the meetings to help everyone “understand and buy into the big results”, ultimately ensuring the team has the needed support.

Missions are tracked by a specialist and by a CPO to enable the team to see what costs are linked to current CPOs. Prior to using this tracking system, 70 per cent of missions were not aligned with CPOs but were instead for pipeline or other issues. The performance of specialists is also reviewed in relation to their work on outcomes, target CPOs, and other priorities from COs – with targets being the highest priority.

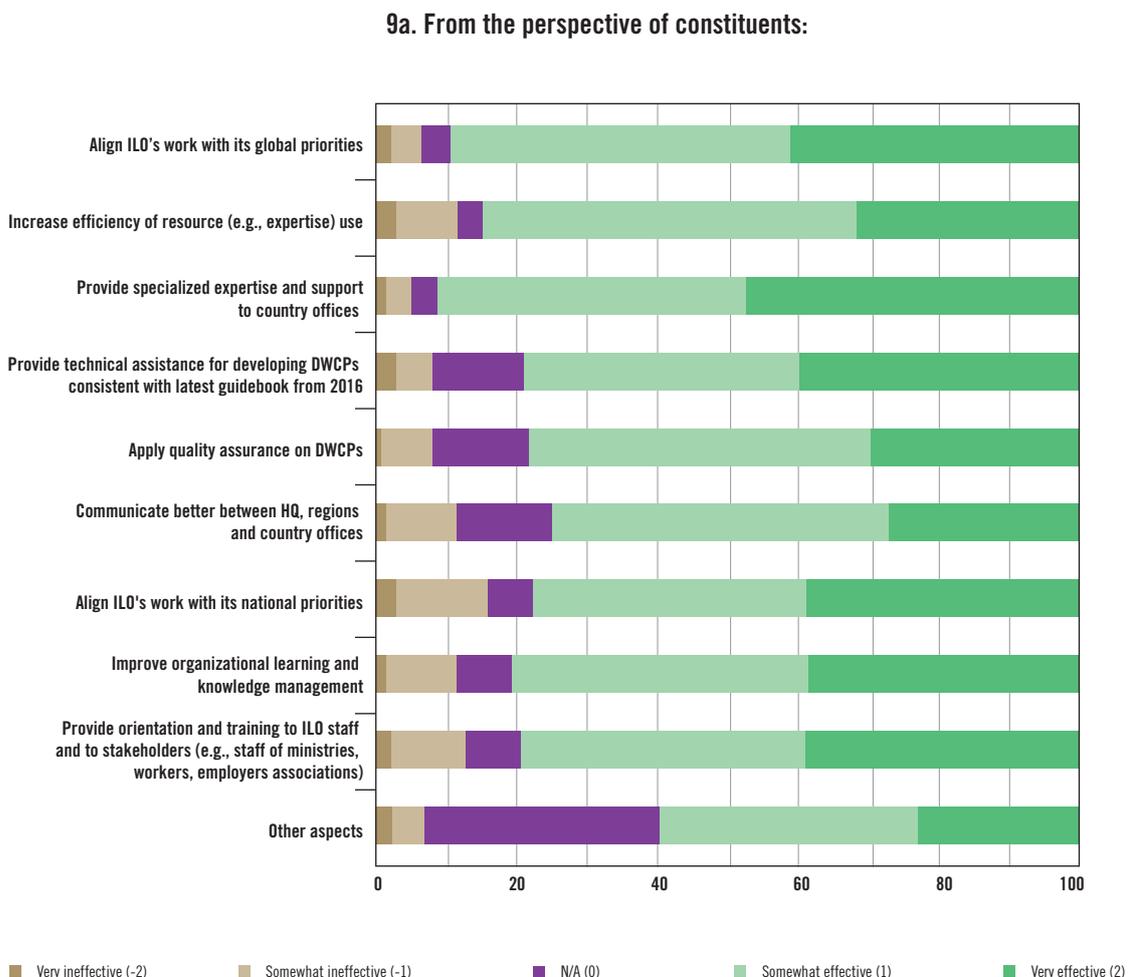
101. Data were collected on DWT mission coverage by country for some of the COs and subregional offices for 2016 (with the exception of Cameroon which combines 2015 and 2016). It should be noted that not all regions systematically collect these data. It was produced by the DWT teams in San Jose, Cameroon, Pretoria, Bangkok and New Delhi and is attached as appendix 3. There are variations by team. For three teams, there is a clear advantage to proximity with the home base of the DWT/CO. All show substantially more missions to the countries within their catchment area than to other COs. Where data is tracked on within or close by to the host city, it also shows more missions to the host country than to other countries within that CO. The Eastern and Southern Africa data also show there are fewer missions to the most distant CO (104 within South Africa and 42 to the United Republic of Tanzania). Furthermore, for nine out of 12 COs for which full DWT mission data were available, there were more missions to the CO-base country than to the NRCs. This is to be expected but the disparity is quite large in some cases, for example, one CO base country received 23 missions compared to a combined total of 19 for the four other countries it serves. While this is

²² It is recognized that a number of other factors explaining the trend in missions could be considered such as cost-effectiveness, administrative ease, higher occurrence of sub-regional/regional meetings, safety issues, political challenges etc.

unsurprising given that the location of host countries is probably chosen on the basis of the expected amount of work, it does account for the concern expressed by NRC constituents interviewed.

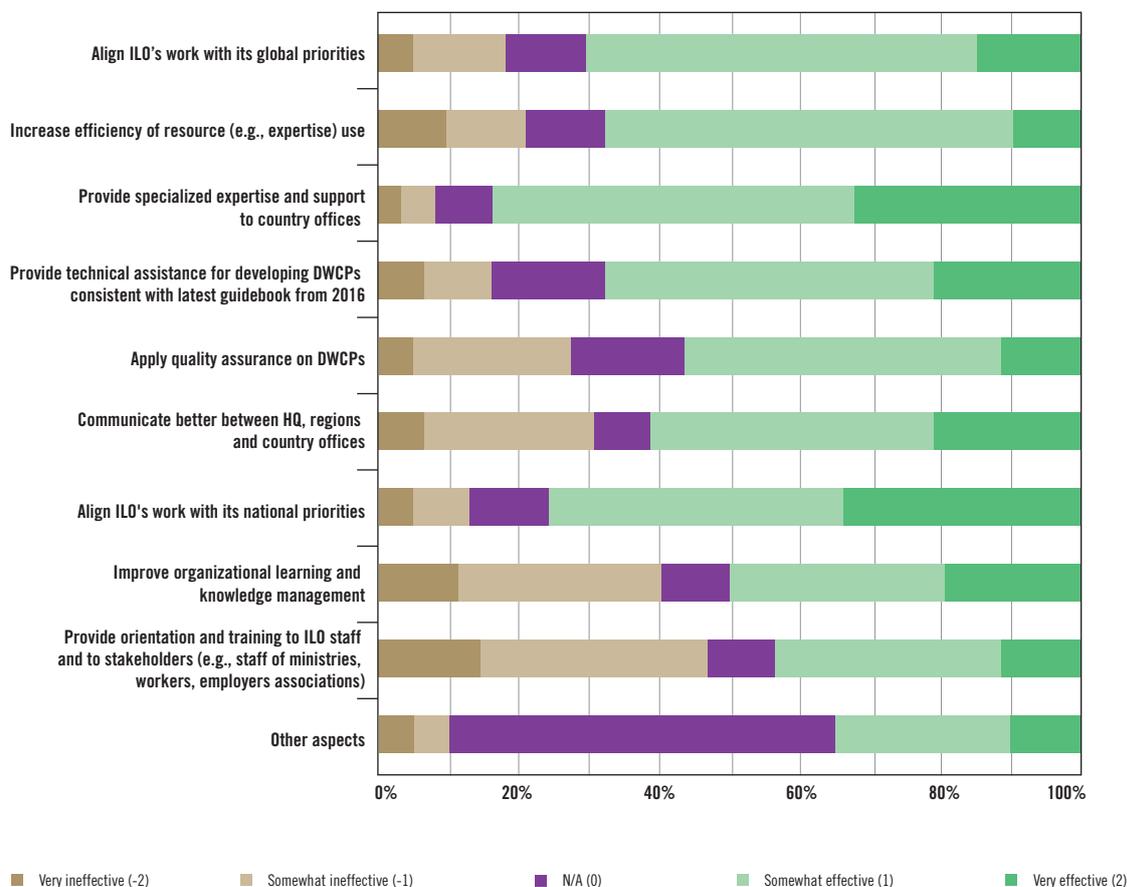
102. In contrast, Costa Rica, the home country of the DWT in San Jose had a low percentage of the missions, at least as reported. The country with lowest visits, Nicaragua, is one where there are political issues with all UN system organizations, making consistent involvement from the CO difficult. The Cameroon-based DWT had far fewer missions than other DWTs but they were more equally spread between countries, including NRCs. DWT mission data would seem to be beneficial for management practices. While some DWT teams systematically produced and used these data, other teams were able to assemble it for this HLE but with varying degrees of ease.²³
103. Figure 9 shows the level of satisfaction with the technical support provided as indicated in the survey. Constituents consistently rated the services higher than staff did. In the case of providing specialized expertise and support to COs, 46 per cent of constituents and just 32 per cent of staff rated it as ‘very effective’.

Figure 9. Technical specialists in the field (e.g. DWTs) help



²³ It is understood that where IRIS is used, such data can more easily be produced, illustrating the need to roll out IRIS to the field as soon and as comprehensively as possible.

9b. From the perspective of staff:

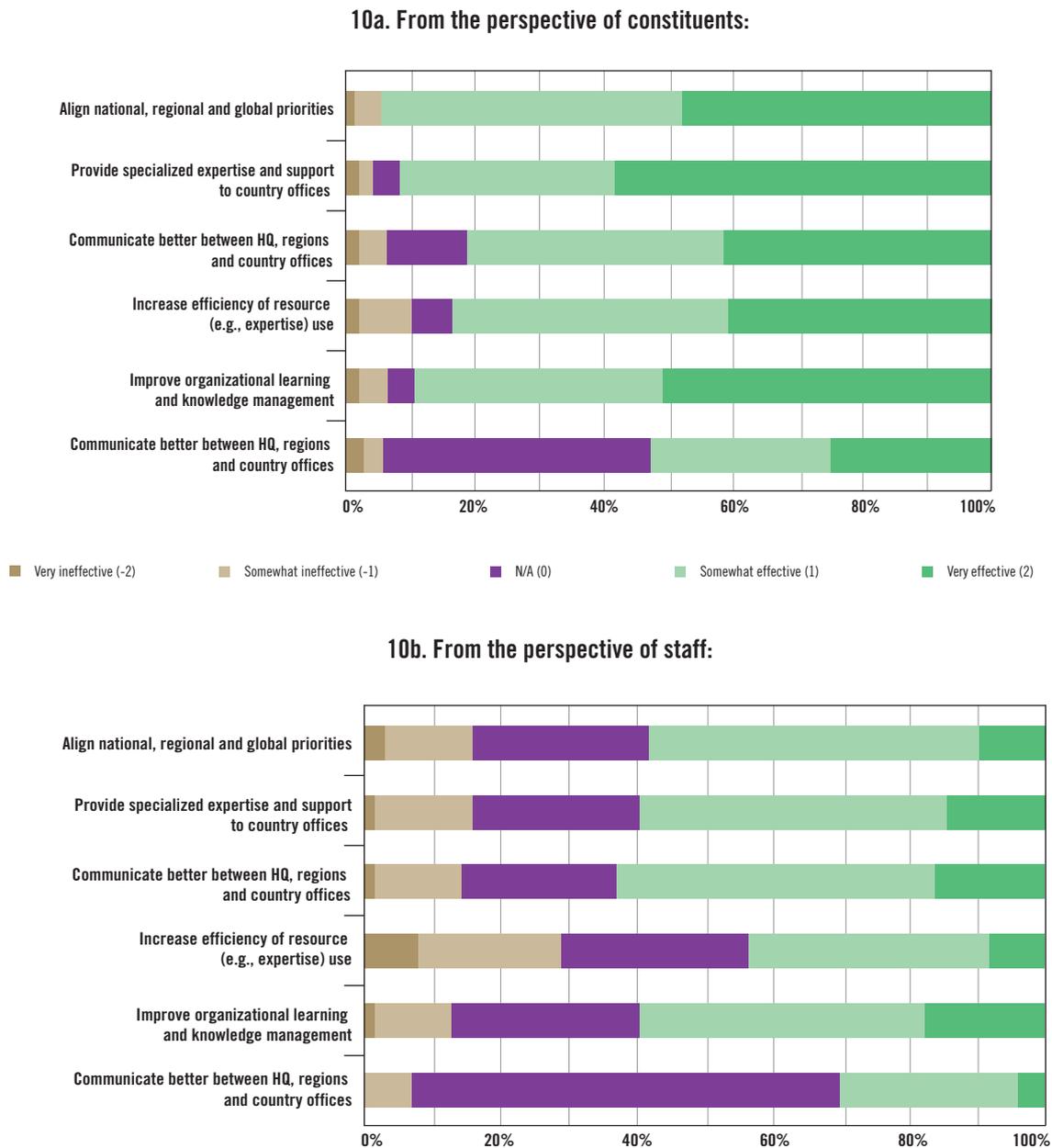


104. Interviews with staff in two regions confirmed that they have concerns about the quality of the services provided. In some cases, it is felt that the short duration of missions restricts quality, and others are concerned about the level of proficiency of technical support. As discussed under Relevance, there is recognition that ILO should position itself to provide a higher level of knowledge. As one staff member in Asia said:

We are also entering an historical phase in which the majority of member States in the region are not only improving their own socio-economic architecture and therefore demanding more specialized and globally relevant expertise, but also have a greater array of choice in seeking advisory services and external support in developing more sophisticated and forward-looking labour market policies and normative initiatives. On this premise, our work methods and delivery mechanisms should be based on a commitment to offer world-class support on normative reform; robust policy expertise built around technical excellence and well-maintained knowledge networks; results-oriented partnerships and a strong focus on leadership, accountability and people. Through these means of action, the ILO should continue to reaffirm itself as the primary source of information.

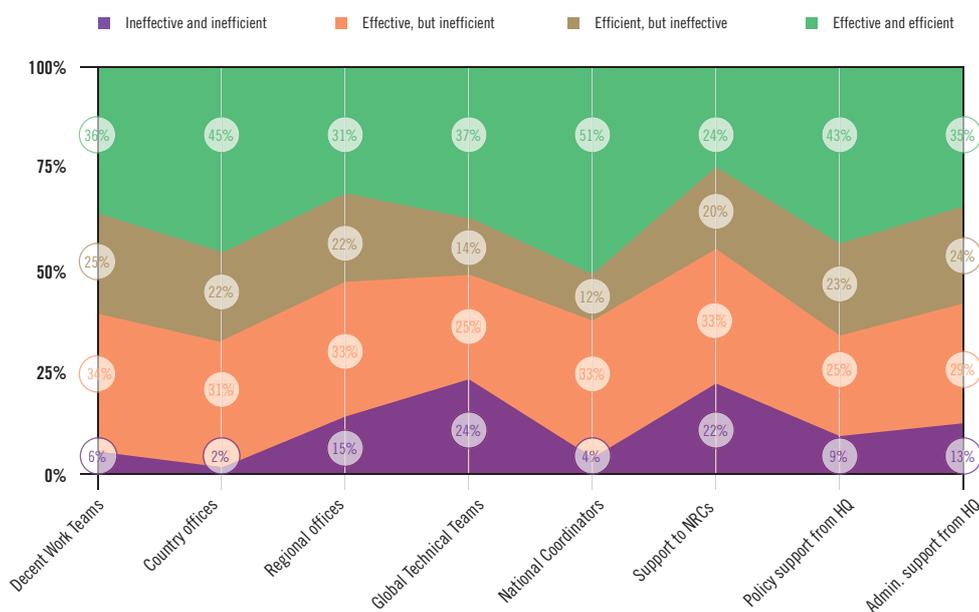
105. Figure 10 shows the survey responses to questions about technical support provided by HQ. There is more disparity between the responses of constituents and staff than on the previous question. In both cases there were few who thought the advice was ineffective but constituents were more likely to rate it as 'very effective'. It should be noted that the average score on the staff surveys for all items are below or around .50. To be somewhat effective generally requires an average score of 1.

Figure 10. Experience with the technical specialists at HQ (including GTTs)



106. Staff were also asked in the survey to rate the effectiveness and efficiency of the FOS units or elements (figure 11). NCs received the highest ranking on both effectiveness and efficiency, which was followed by COs and policy support from the HQ. NRCs, ROs and DWTs were on the other end of the spectrum. Administrative support from HQ also received lower ratings. Interestingly, the survey findings show no significant difference between HQ and field staff.
107. The FOS support for the development and implementation of ILO's results-based frameworks is also dependent on HQ support functions. Those connected to the reform efforts and explored through this question are the GTTs, DWCP-related guidance, and help desks. The creation of GTTs is generally seen as a positive development, having the potential to break historic barriers within the ILO by encouraging cross-engagement from HQ to regions, as well as from region to region. There is evidence of greater collaboration with technical experts from other regions in some GTTs, but the level of functioning varies. The ROs expressed some concern about meetings of different streams needing to be better coordinated, more decentralized, and open to broader participation.

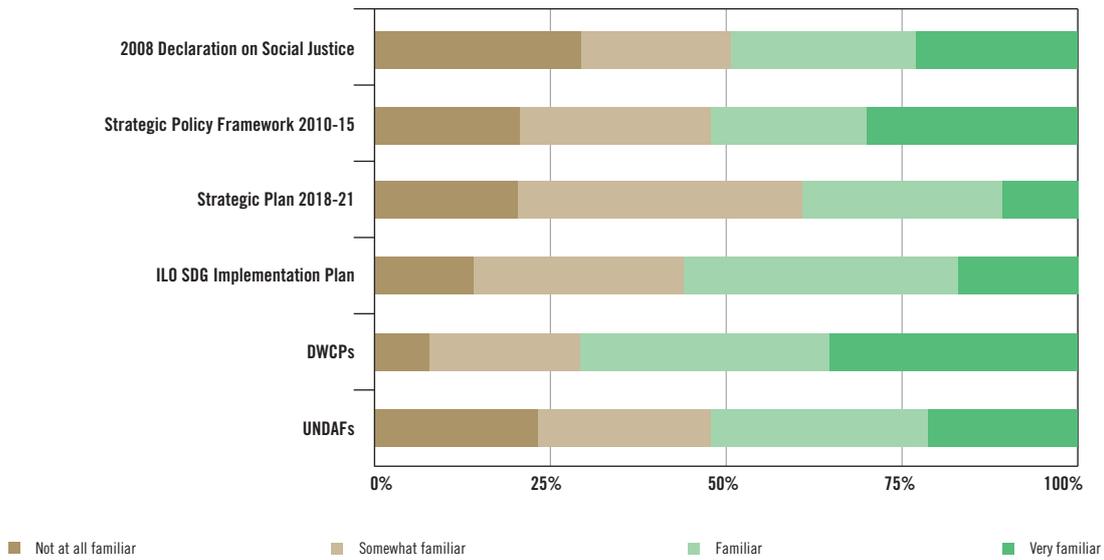
Figure 11. Staff's opinion on effectiveness of the various FOS units or elements



Source: The Survey.

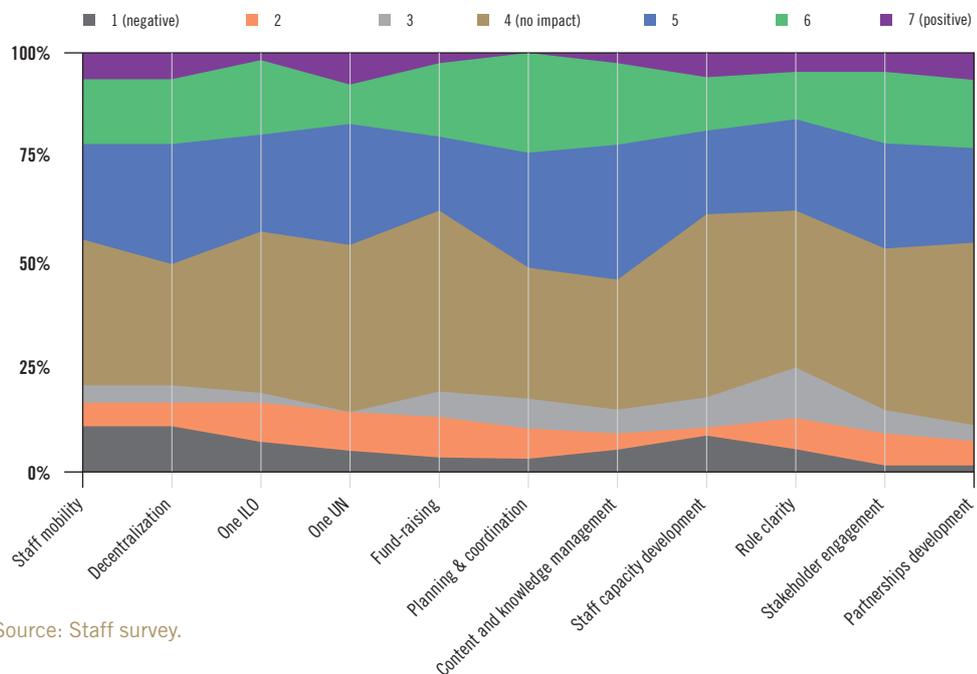
108. While ILO has undertaken several initiatives affecting the reform of the FOS over the last decade or more, interestingly less than half of the staff respondents considered themselves familiar or very familiar with most of these initiatives (figure 12).
109. The evaluation also looked at whether ILO's technical materials have been disseminated to reach wider audiences in field. It appears that many people are unaware of the materials and other resources that are available on the ILO website. Some respondents noted that there is a disconnect between users and the platforms to reach them. "We send things to everyone - there should be more targeted distribution of materials. They should also be more concise as few have time to read long documents. ILO should make more use of summary briefs - 2-4 page documents with lots of graphics."
110. There was mixed feedback on the updated DWCP guidance. Some stakeholders said they found it helpful and others found it to be too heavy and rigid, more suitable for countries who had not previously engaged in these processes. There were comments that it could be more user-friendly. Some constituents felt that the guidance is focuses more on ILO's internal processes and administration, and less on constituents' needs. It is being used across various regions in training of staff and partners as part of the development of new DWCPs. All feedback on the DWCP diagnostic tools was positive. It has been incorporated into PME training (planning, monitoring and evaluation training) in the Africa Region. The Quality Assurance Mechanism (QAM) process received a mixed response in terms of its overall helpfulness. At least one DWT was not aware of it. Awareness of ILO's help desks was also low amongst respondents, but was said to be helpful by those who had used them.
111. Despite some discernible progress, the overall evidence on the effectiveness of the FOS with regard to the key outcomes envisaged under ILO's strategic documents and reforms is rather uneven. This was evident both during the interviews and in the survey results. It can be noted that more than half of the staff members feel that the FOS initiatives have had no or negative impact on targeted outcomes listed above, and less than 20 per cent give it a rating of 6 or 7 (figure 13).

Figure 12. Staff's familiarity with various initiatives affecting reform efforts



Source: The Survey.

Figure 13. Impact of the FOS initiatives on



Source: Staff survey.

2.3.2 What progress has been made to ensure that the FOS enables achievement of outcomes and objectives specified in these result-based frameworks, and in mobilizing resources to achieve these results?

112. The analysis of this question primarily focused on the mobilization of resources to achieve results, and the extent to which there has been a change in resources allocated to the country level and in the mobilization of extra-budgetary resources by country and regional offices.

Resources at field level

113. While some of the FOS elements as affected by the reforms involve extra-budget funding primarily for projects at country level, the reform has mostly been funded from RB. The first reflection of the reforms was in the programme budget for 2010–2011. The next phase of the reform would be reflected in the programme budget for 2014–2015. To see changes in regular budgets for the FOS, the six proposed programme budgets since the reforms began were analysed. It should be noted that, until the programme budget for 2016–2017, the full amounts dedicated to the FOS were not shown, other than in terms of the budgets for the regions. In fact, the programme budget for 2010–2011 included in the table 16, drawn from proposals presented to the GB, showed the increases in the regions as a consequence of the first stage of decentralization. When the full period's budgets are analysed, table 16 shows that the regions' share of the budget has increased by about 2 per cent since 2008–2009 in nominal terms, although there was a decline in the proposals for 2012–2013. All regions show marginal improvements. Overall, accumulated real growth in the period covered by the evaluation 2010–2017 has been 7.97 per cent, using the programme and budget for 2008–2009 as a baseline. For the approved P&B for 2018–2019, the real growth is below one per cent.

Table 16. Regions real growth figures from P&B 2008–2019 (\$)

Biennium	\$	Africa	Americas	Arab States	Asia	Europe	Total	Total (%)
2008–09 (baseline)	Budget Constant	54 565 170	44 597 490	10 930 397	48 157 703	17 722 372	175 973 132	
2010–2011	Budget Constant	–	–	–	–	–	197 459 932	
	Increase	–	–	–	–	–	5 306 979	2.69
2012–2013	Budget Constant	–	–	–	–	–	224 381 560	
	Increase	–	–	–	–	–	4 436 265	1.98
2014–2015	Budget Constant	–	–	–	–	–	257 621 947	
	Increase	–	–	–	–	–	1 160 112	0.45
2016–2017	Budget Constant	79 464 266	66 376 079	18 520 296	71 839 604	26 140 975	262 341 220	
	Increase	1 562 188	1 108 988	1 615 623	1 395 956	1 782 490	7 465 245	
	Increase (%)	2.00%	1.70%	9.60%	2.00%	7.30%	2.85%	2.85
2018–2019	Budget Constant	80 594 255	64 605 653	18 811 338	71 037 267	25 639 071	260 687 584	
	Increase	359 909	139 496	128 474	243 345	559 069	1 430 293	
	Increase %	0.40%	0.20%	0.70%	0.30%	2.20%	0.55%	0.55

Accumulated real growth 2010–2017: 7.97. / – = not available / Note: Regional breakdown for real growth not available in P&B proposals for biennia earlier than 2014–15. / Source: Figures provided by ILO Treasurer based on P&B proposals, 2017

114. Table B in appendix 1 shows how the proposed budgets have changed by region since 2012 and by object of expenditure. It shows that there has been marginal change over the years. Another way of looking at this is in terms of differences by the share of object of expenditure, shown in table C in

appendix 1. As can be seen, almost 80 per cent of the budget is on staff costs, with some exceptions. The Africa Region has a lower proportion devoted to staff costs, explained mostly by what are classified for the table as other costs (travel, supplies, furniture and equipment). Five of the regions also have a relatively sizeable amount of funds for fellowships and grants that they administer.

115. Before 2014, HQ units that were directly related to field operations were not shown and presumably the budget elements were shown in technical departments. For 2014 and beyond, the total funding for FOS is shown in table D in the budgets through the regions and several HQ units. As can be seen in table E, the proportions have not changed over the ensuing biennia.
116. Budget processes are traditionally slow, but the lack of change over the last several biennia suggests that there may be issues of the pace of decentralization that need to be taken into account.
117. However, posts have been transferred from HQ to the field through reallocations in the fixed budget levels, as shown in table 17. Since the 2012–2013 P&B, there has been an overall increase of 47 professional posts in the regions, which is almost all of the overall increase of posts in ILO since 2012–2013.
118. The process, however, is not rapid. Table 18 shows the posts that were currently filled at different points in time. The 26 new posts for field operations, many of which will be implemented in the 2018–2019 P&B, will be filled following the complex procedures for recruitment and transfers that the ILO and all UN system organizations follow.
119. While RB is expected to provide most of the funding for the reform of the FOS, it is clearly also influenced by the availability of XB resources. However, the most recent figures show that, in general, these resources have also not increased and this forms part of the context of the implementation of the reform. Table 19 shows the distribution of XB resources since 2012.

Table 17. Change in number of RB professional positions by area and biennia

DWCP by formulation date	Africa	Americas	Arab States	Asia and the Pacific	Europe and Central Asia
Programme	Professional posts	Professional posts	Professional posts	–	–
Total technical/policy	322	270	284	14	-38
of which Multilateral cooperation	0	10	10	0	–
of which Partnerships and Field Support	0	8	7.5	-0.5	–
of which DDG's office	0	2	3	1	–
Regions	346	384.5	394.5	10	47
Africa	101.5	113	116.5	3.5	15
Americas	88.5	91.5	93	1.5	4.5
Arab States	19	24	24	0	5
Asia and the Pacific	96	111.5	114.5	3	18.5
Europe and Central Asia	41	44.5	46.5	2	5.5
Total field operations	–	404.5	415	10.5	–
Support services	33.5	107.5	104	-3.5	70.5
Management services	66	53	54	1	-12
Oversight and evaluation	8	8.5	8.5	0	0.5
Policy-making organs	56	40	37.5	-2.5	-18.5
Total	833	865.5	882.5	0	49.5

Table 18. Number of RB-funded professionals in field offices by year and type of contract

RB Funded professionals	Year		
	2009	2013	2016
Type of contract			
Without time limit	96	94	89
Fixed term	139	156	156
Total	235	250	245

Source: Composition and structure of the staff, 2009, 2013, 2016.

Table 19. Resource mobilization, 2015–2017

	Annual average XBTC and RBSA (2012-14)		2015 XBTC and RBSA contributions		2016 XBTC and RBSA contributions ¹		Targets for 2017	
	US\$ thousands	% share	US\$ thousands	% share	US\$ thousands	% share	US\$ thousands	% share
OECD-DAC members	204 016	76.3	158 659	67.6	209 443	80.2	205 000	71.1
Non-OECD-DAC members	5 200	1.9	9 043	3.9	13 766	5.3	10 000	3.5
International financial institutions	10 710	4.0	9 568	4.1	6 158	2.4	14 000	4.9
Domestic development funding	12 455	4.7	4 345	1.9	10 712	4.1	14 000	4.9
UN organizations and agencies/ other intergovernmental organizations	25 015	9.4	36 481	15.6	13 741	5.3	25 000	8.7
Public-private partnerships	9 823	3.7	16 453	7.0	7 190	2.8	20 000	6.9
Social partners	167	0.1	0	0.0	0	0.0	500	0.2
Total	267 376	100	234 550	100	261 010	100	288 500	100

¹ Preliminary 2016 data

Source: ILO. 2017. ILO Development Cooperation Strategy 2015–17: Report on progress. Governing Body, 329th Session, Geneva, Feb. 2017, GB.329/POL/5, Appendix 1, Table 4.

120. There might be a slight understatement of resource mobilization in that much of in-kind contributions provided at country level, either by governments, the private sector or civil society organizations are not reflected in the resources mobilized. For example, in interviews in the Americas region, some evidence of increased contribution of resources from in-kind contributions (e.g. office space, some payment of participants to meetings and seminars such as the regional women CEOs meeting in Lima in 2017) was perceptible, although not that of cash contributions into ILO accounts as this is prohibited by national legislation in a number of countries. This kind of contribution does not seem to have been captured in resource mobilization statistics.

Mobilization of resources at Headquarters – models of intervention and country typology

121. PARDEV is developing and documenting models of intervention, including on country typology and resource mobilization (RM) – both in the context of the business process review. But who determines the typology? Is it the country itself, or the ILO (in a top-down manner)? There is consi-

- derable diversification in RM as 60–70 per cent had been coming from traditional donor sources. But this was vulnerable to close financial and political relationships, and that had elements of risk. There was a need to diversify RM approaches, including in PPPs. From 2008 to 2016 there has been an increase from 10–15 PPPs to approximately 90 per biennium.
122. To date, almost \$100 million additional funding has been raised by PPPs since 2008. Approximately 46 per cent of the \$25 million raised from PPPs (2014–15) is directly for field-based activities and the remaining 54 per cent of PPPs are deemed as “global”, most redistributed to decentralized interventions, mainly focusing on employment promotion and youth employment. This is an increasingly important development in resource mobilization, particularly in relation to ILO’s leadership role in the context of SDG 8. There are 50 PPPs in research and knowledge management involving nongovernmental organizations, employers’ and workers’ organizations, multinational companies (MNCs) and non-state actors. Examples are the G20 Training Strategy involving \$12 million, and the Lukoil youth employment programme in Russia. There are approximately 30 PPPs with research institutions, e.g. London School of Economics, the University of Geneva, the Cooperative Research University, and the Cooperative Research of Telefonica, as well as those linking research teams to GTTs. There has to be a balance between research and action.
 123. Other approaches include working with foundations, crowd-funding (e.g. on Social Protection Floor – as a Flagship Programme), as well as joint programming within the UN family and linking to foreign direct investments. MasterCard Foundation (MCF) supports a \$14.6 million project on statistics and youth employment.²⁴ The ILO is involved in an innovative Alliance 8.7 around part of SDG-8. Better Work (another Flagship Programme) has projects operational in several countries, including Jordan.
 124. Training is being provided to ILO colleagues on resource mobilization so as to develop capacities for implementation and help create more capacity within the ILO. Resource management is now built into the job descriptions for NCs.

2.3.3 To what extent does the set-up of the current FOS enable coordination (in resident and non-resident countries) with other UN organizations and intergovernmental bodies, and regional economic commissions and communities, and ensure that ILO interests are reflected in system-wide approaches at the country, regional and global levels?

ILO in UNDAFs

125. The documentary reflection of whether the current FOS improves coordination is found in the UN-DAFs in terms of whether they incorporate ILO in the system-wide plan at country level. To obtain that data, 39 countries that had UNDAFs after 2011 were coded according to the six criteria shown below.
 1. Does UNDAF make reference to the ILO?
 2. Does the UNDAF make reference to ILO issues?
 3. Is an ILO staff shown as a member of the UN country team?
 4. Is there evidence that ILO constituents participated in the formulation process?
 5. Is there a reference to SDG monitoring and evaluation?
 6. Are ILO SDGs reflected in the document? (particularly Goal 8)

²⁴ *Work4Youth: Mastercard’s foundation partnership with the ILO*. ILO, 2007, http://www.ilo.org/wcmsp5/groups/public/---dgreports/---exrel/documents/publication/wcms_409911.pdf [accessed 22 September, 2017].

126. It should be noted that criteria 5 and 6 would not be relevant to UNDAFs carried out before 2016 because the SDGs were only adopted by the UN General Assembly in the Autumn of 2015.

127. As can be seen in table 20, a third of the countries where ILO has been working did not have an UNDAF, according to data contained in the ILO's database. In countries where ILO has a CO, only 21 per cent has no UNDAF, while in countries where there is no ILO office, the proportion is 41 per cent. Overall, only 15 countries have developed UNDAFs since 2013, the period after the FOS reform.

Table 20. UNDAF by year and type of ILO country representation

UNDAF	Type of ILO representation					
	Year	CO/DWT-CO	ILO/National coordinator	National officer	Total	%
Pre-2011		1	2	8	11	7
2011		3	4	7	14	9
2012		9	3	26	38	24
2013		9	1	16	26	17
2014–2015		2	0	6	8	5
2016–2017		3	1	3	7	4
None		6	1	45	52	34
Total		33	12	111	156	100
Percentage		21%	8%	71%	100%	–

128. In order to see whether the reform had had an effect on the way ILO is represented in the UNDAFs, a sample was drawn of countries with DWCPs and each was coded according to the six criteria, if an UNDAF had been prepared and was in force in 2014. Reference was made to ILO in 80 per cent of the UNDAFs. As table 21 shows, there was almost no difference whether the UNDAF was drawn up before 2016 or in 2016–2017. There was a difference by region, with 35 per cent of the 20 Africa region UNDAFs coded not mentioning ILO. One out of six of the Americas region UNDAFs did not mention ILO. In all of the other four regions, all UNDAFs that were coded mentioned the ILO.

Table 21. Whether ILO was mentioned in the UNDAF by year

ILO mentioned	%					
	UNDAF year	Yes	No	Total	Yes	No
Before 2016		19	4	23	83	17
2016 and after		12	4	16	75	25
		31	8	39	79	21

129. A second indicator was the number of criteria that were coded “yes” in each country. As noted, an UNDAF drafted before 2016 would not have met criteria 5 and 6. With that in mind, the average

number of criteria met in UNDAFs was 3.82. There were, however, differences by the type of ILO representation in the country. In countries with an ILO CO, the average was 4.27, in those with a NC it was 4.2, but in countries with no ILO offices, the average was 3.37. Looking more specifically at the number of criteria which received a “yes” in table 22, it can be seen that countries with ILO COs were more likely to have more.

130. A third indicator is the extent to which there is evidence that ILO constituents participated in the formulation process. In the most recent guidance on how to develop UNDAFs,²⁵ the first page states:

The 2030 Agenda commits all countries and stakeholders to working together to achieve sustained and inclusive economic growth, social development and environmental protection.” Stakeholders are defined as “Stakeholders comprise governments, including line ministries; social partners, comprising workers’ and employers’ organizations; the private sector; civil society; non-governmental organizations and other development partners relevant to a given country.

131. Table 23 shows that in about half of the UNDAFs examined, there is such evidence. However, a major factor is the type of ILO representation in the country concerned. If there is a CO, it is almost certain that employers’ and workers representatives’ will have participated. If there is no representation, the proportion is much lower.

Table 22. Number and percentage of yes codes in UNDAFs by type of ILO country presence

No. of yes codes	Type of ILO presence			Grand total	%		
	Country office	National coordinator	No office		Country office	National coordinator	No office
2	2	–	4	6	13	0	21
3	2	2	6	10	13	40	32
4	6	1	7	14	40	20	37
5		1	2	3	0	20	11
6	5	1		6	33	20	0
Grand total	15	5	19	39	100	100	100

Table 23. Extent of evidence on the constituents’ participation in the formulation process (percentage)

Type of ILO representation	No. (%)	Partially (%)	Yes (%)	Total (%)	N=
Country office	13	0	87	100	15
National coordinator	60	0	40	100	5
Non-resident country	63	5	32	100	19
Grand total	44	3	54	100	39

²⁵ United Nations Development Group, United Nations Development Assistance Framework Guidance, May 2017, p. 4.

ILO, UNDAF and UNCT – regional differences

132. While the ILO in general makes a strong contribution to the UNDAF and UNCT processes, although the extent of participation is affected by whether or not there is a physical ILO presence in the country, there are some regional differences. These are largely a reflection of how the country offices are organized, as well as how subregional work is organized. The regional factors are shown below.

Africa – presence and participation in UNCT:

133. ILO is participating as actively as possible in regional (African Union, African Development Bank, UN Economic Commission for Africa) and subregional bodies (Southern African Development Community). Constituents want ILO to play a larger role at this level. Given that the ILO has a limited presence in so many countries, stakeholders feel that these bodies are where the Organization can push its agenda and extend its impact. Unfortunately, this level of work is not included/counted in the OBWs so staff time and efforts cannot be recognized. The move of the RO from Addis Ababa (AU base) appears to have limited ILO's engagement with arguably the most influential organizations on the continent. Although the RO pushed for subregional office status in Addis, the decision was made to have the Ethiopian CD also cover the AU in addition to five countries. The International Organization for Migration (IOM) is also based in Addis and is becoming more involved in decent work. It has moved into ILO's technical space and taken over many of the discussions that ILO was having when they were still in Addis. The RD is repositioning ILO's regional strategy to ensure ILO retains a strategic relationship with key players but it would be advantageous to have a dedicated P4- level post to retain a strong relationship with Addis-based entities.

134. In Cameroon and Cote d'Ivoire, the ILO staff actively participate in the UNCT and the design of the UNDAFs and other UN initiatives. In Cameroon, ILO has already signed several agreements with other UN agencies to jointly implement projects that they have in common such as with the International Fund for Agricultural Development (IFAD), UNFPA and UNWomen. In Kenya, a NRC, the UNRC wants ILO to be more present particularly as youth unemployment is overriding issue in country and there is funding to support programmes. In South Africa, participation in UNCT is not as high a priority as participation in NEDLAC (the tripartite+ structure set up by the government), especially with limited staff capacity for all other demands.

135. In some countries, the ILO programme cycle is still different from other UN agencies, therefore there are some challenges in aligning approved DWCP with UNDAF documents. The recent alignment of ILO planning cycles with those of the UN system set out in the Quadrennial Reports on Operational Activities should help to resolve this in the future.

Americas – participation of COs in UNCTs:

136. The extent to which the current FOS enables coordination depends on how the COs are integrated into the UNCTs. There are three models: in-country teams in countries with an ILO CO, the involvement is constant and effective. In countries where there is an ILO presence that is formally recognized (e.g. Colombia, where a specialist has been out-posted), the participation is also relatively active. However, in countries where there is no formal representation, participation is episodic and dependent on whether CO staff travel to the country to participate or whether on-line meeting participation is permitted. In Nicaragua, participation has been limited because the ILO staff are national project staff and currently do not participate in the country team, although prior to 2014, a project staff member did do so with at least implicit concurrence from the CO. In almost no cases were the constituents involved (and in Nicaragua, the MoL did not seem to have been much involved in the UNDAF).

Arab States – a case of NRC:

137. ROAS has relations with the Gulf Cooperation Council (GCC), the Arab Labour Organization (ALO), the Arab League, and various Gulf Funds (AGFUND, Kuwait Fund), as well as the Gulf Executive Bureau. Most of these organizations were represented at the most recent Regional Meeting for Asia and the Pacific, which also covered Arab States (held in Bali, Indonesia, December 2016).
138. In countries like Jordan, ILO is not a recognized UN agency and it is not listed among Ministry of Foreign Affairs (MoFA) directories. All official communications go either through UNDP (or UNRC) or ROAS. In Jordan, the European Union rules play an important part in attempting to enable Jordan-based companies to access European markets, such as by applying elements of the decent work agenda. This is carried out through the Better Work Jordan (BWJ) programme, one of the five flagship programmes.

Asia and Pacific – focus on strategic partnerships and networks:

139. Labour- and work-related issues are at the top of priority lists for most countries in the regions, and hence ILO is fairly well represented in most UNCTs and UNDAFs. In NRCs, designation can occasionally be an issue (e.g. Timor Leste early on), but generally these are resolved fairly quickly. Interviewees felt there was a need to work on expanding strategic partnerships and networks.

Europe and Central Asia – influence of a major regional partner:

140. The EU has considerable influence on ILO's work in Europe and Central Asia region – for member countries, as well as for aspiring accession states. As an illustration of this, there is significant and visible EU presence in the Republic of Moldova, even though it is not a member state. The EU influence is in terms of ILS, social dialogue and occupational safety and health, as well as Fundamental Principles and Rights at Work (FPRW). Out of 51 countries in the region, 28 (27 after UK's exit) are members of the EU. Strong links are maintained with EU delegations at the country level. EU has common interests with ILO on employment law issues.

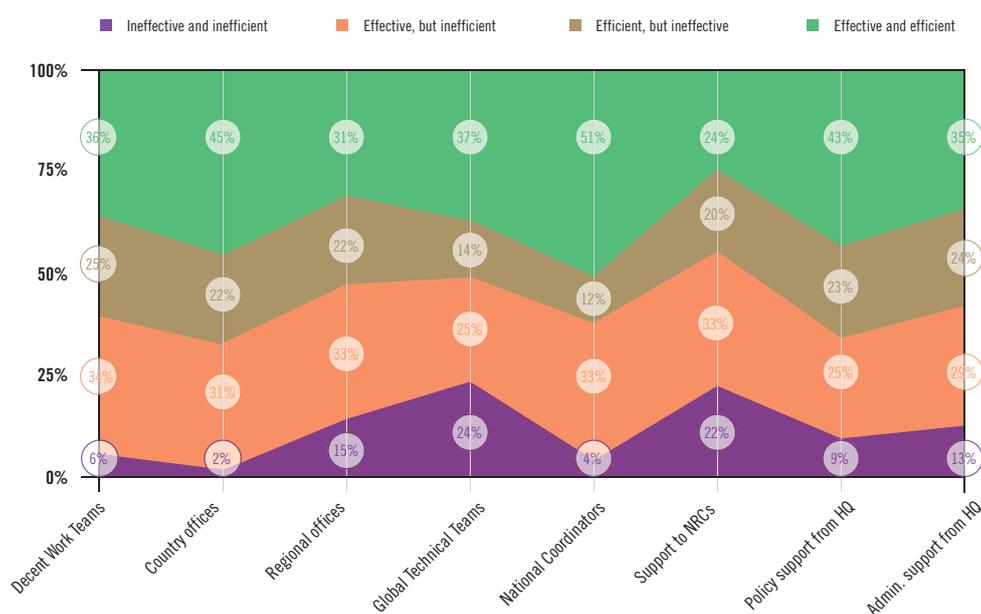
2.4 EFFICIENCY

141. The OECD's Development Assistance Committee (DAC) defines Efficiency in terms of Outputs to Inputs ratio (e.g. Social cost-benefit analysis). There are two main standards in economics to judge the efficiency of 'development interventions': Pareto and Kaldor-Hicks optimization. Pareto rule suggests making at least one person better off without making no one worse off constitutes an improvement in socio-economic systems. From this perspective, an organization has an optimum level of efficiency once it has applied all possible Pareto improvements. However, Pareto standard is a bit of a restrictive standard as it can lead to rejection of interventions with inherent trade-offs (e.g. health care to all, but at slightly increased tax rates). The Kaldor-Hicks rule builds on the Pareto standard by allowing for winners and losers as long as it is beneficial to the organization as a whole. This standard, for example, would permit some loss of efficiency at HQ as long it led to overall increase in ILO's efficiency. Thus, in judging the efficiency of the FOS, this HLE uses two criteria. One, have reforms undertaken over the evaluation period enabled improved functioning of the field offices without adverse effects on HQ? Two, if these reforms had an adverse impact on some component/s of field operations and structure, are the positive effects on other components strong enough to counteract these negative effects? Ideally, these trade-offs should have led to an overall improved performance of ILO as a whole

Overall efficiency

142. Figure 14 presents a rearranged figure 11 to focus staff's opinion on inefficiency of various components. The focus here is on the bottom two area panels (ineffective and inefficient, and effective but inefficient). It is clear from the figure that most components are regarded as inefficient by at least a third of the respondents. In fact, support to NRCs is regarded as inefficient by 56 per cent of respondents and GTTs and ROs by close to half the respondents. This indicates that it is highly unlikely that the current FOS is Pareto optimal, i.e. it has achieved an optimum level of efficiency in totality or individually in terms of various FOS components.

Figure 14. Staff's perception on efficiency of the FOS components



143. The next question, then, is to what extent have the FOS reform efforts improved efficiency? A vast majority of interviewees suggested that they had yet to experience any significant improvements. In fact, the French proverb “plus ça change, plus c’est la même chose” (The more the things change, the more they remain same) was a prominent example of a commonly used refrain to describe changes.

144. Excessive centralization, lack of operational flexibility, and slow pace of reforms were mentioned as the reason for sub-optimal levels of efficiency. While subsequent sections provide more details, overall, this HLE echoes the findings of the 2017 MOPAN, which noted that the reform had moved very slowly toward decentralization and that there were continuous problems with authorization of expenditure, with much requiring referral to HQ. Specifically, the report stated:

Decentralised decision making: One of the most important aspects of the reforms is the further decentralisation of decision making to the country level. This has been done to ensure that activities are based on tripartite priorities at the country level and are owned by lead institutions in each country. However, budget allocations are relatively inflexible and there is no process for reallocating funds to meet local changes in needs. Country offices are only delegated responsibility for procurement up to a relatively low level of expenditure. This limits their ability to implement in response to identified needs. While the introduction of the Regular Budget Supplementary Account (RBSA) represents a significant improvement, country partners still want greater flexibility in funding to meet

countries' needs, and countries without an ILO country office still consider that there is a need for a greater country presence and more local engagement.... (P. 13.)

145. The MOPAN report further stated:

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

146. This finding is largely confirmed in terms of the specific HLE questions.

2.4.1 To what extent does the FOS ensure efficient use of resources? What time and cost efficiency measures could be introduced without impeding the functioning of the FOS?

147. The evidence on this aspect of efficiency has been mixed. As noted in previous sections, ILO has undertaken several measures to increase both effectiveness and efficiency (e.g. moving positions from HQ to the field, moving programming positions to technical specialist positions, undertaking business process review, etc.). While these measures are steps in the right direction, their effect in the field has yet to be felt for a number of reasons.

From administrative/programming positions to technical positions

148. One, converting administrative and programming positions into technical positions can be successful only if such work is reduced. However, most stakeholders suggested that this was not the case. In fact, such conversion has generally increased pressure on the remaining programming and technical staff to undertake these tasks regardless.

Decentralization and efficiency

149. Two, as discussed elsewhere in this report despite widely acknowledged goal of decentralization of authority to the 'right' levels, ILO is still driven primarily by HQ's needs to be accountable to its donors and the GB. This has implied greater focus on governance and control to the detriment of decentralization. Most stakeholders, internal and external, noted that ILO relied on slow and heavy bureaucratic processes and centralized decision-making, creating unnecessary delays. Interviewees frequently suggested that micro-management is increasing. These stakeholders noted the need for field offices to have increased budgetary authority and responsibility. There were widespread concerns about slow recruitment and HR processes (with positions often taking a year to be filled). Donors also expressed concerns about the need for more flexible and decentralized systems (particularly the ability to make decisions locally, implement more quickly and provide more detailed reporting) in order for ILO to be more competitive in getting project funding.

150. This is especially important in the context of fragile states (e.g. Jordan), where agility is seen as being very important. Due to a range of difficulties that were stated as associated with information technology and the IRIS system at HQ, specific donor and recipients requirements and as well as issues relating to procurement and procedures for mobilizing technical assistance, ROAS witnessed delays that could result in the ILO losing resource mobilization opportunities in the region (an eight-month delay over project formulation and approval was cited). Donors and cooperating partners demand more rapid mobilization of resources and project implementation from the ILO. In order for the ROAS to be doing things that are different, it has to identify different ways of doing business.

Resource levels

151. Three, the amount of additional resources made available to the FOS is also limited and has not grown, which limits the likelihood of support for new initiatives. The issue of resources was raised in the context of the current funding crisis. If a regional demand inventory were carried out, additional technical staff posts could be decentralized from Geneva. The reporting requirements under CPOs are said to be somewhat onerous and could be simplified.

Knowledge management and communication

152. Four, stakeholders also raised the issues pertaining to knowledge management, communication and IT infrastructure. They suggested that better IT infrastructure could significantly improve knowledge-sharing, while reducing costs. Some noted that even where such infrastructure exists, staff had low awareness and training to be able to make use of it. In Africa, in particular, IRIS was not fully functional, especially with respect to the financial component. In Asia, some stakeholders noted cumbersome processes relating to HR and performance evaluation, which is heavily concentrated in the hands of a few senior officials. The strategic management module in the IRIS had reportedly not yet been rolled out or was found to be too cumbersome to use. Some reported that they had recently been surprised to find that they had access to Skype for Business for online communication of which they had until very recently been unaware. Yet others reported the need for increased training to be able to make use of modern technologies.

Coordination and consistency HQ-field

153. Five, some stakeholders (e.g. in Jordan) also reported the need for greater coordination between HQ, ROAS, DWT and in-country activities. These stakeholders reported receiving inconsistent advice and guidance in relation to procedures for purchasing supplies, extending project activities to other provinces, etc. They also stressed the need for ILO to ensure greater clarification and implementation of a transparent HRD Mobility Policy that everyone can understand and to which they can subscribe.

Business Process Review

154. Six, while recognizing the importance of the Business Process Review (BPR), staff in the field generally were sceptical about its benefit for their work. Many felt that they knew little about it or that its focus was more on micro-processes than on any major improvements. Staff in the field did not seem to be aware of the Business Process Review updates on the ILO's Intranet. Field staff also indicated that they do not receive adequate response to their requests for information from the HQ.

Multiple layers of administration and financial procedures

155. Lastly, many stakeholders noted the presence of multiple layers of administration and financial procedures that were essentially duplicating the work needlessly, although some noted positive developments such as the simplification of RBSA. There has been more focus on letting field define proposals, instead of HQ developing them. Regions now have a stronger say on initial vetting, which helps reduce transaction time. The situation was described as being better than before but with ample room for improvement. Regular Budget for Technical Cooperation (RBTC) is viewed as being more decentralized. Programme Support Income (PSI) and slippage are the most centralized funding systems with some saying it continues to become more centralized, especially PSI, due to some abuses in the past. To address risk-related concerns about decentralizing processes, stakeholders suggested clearer guidelines and accountability frameworks and sanctions.

Marginal improvements in efficiency

156. Overall, despite serious reform efforts, so far ILO has managed only marginal improvements in efficiency (e.g. appointment of more national officers, more field positions, etc.) that have been unevenly felt across various regions, but the opportunities to do far more remain. In this respect, the evidence emerging from the current HLE largely echoes the findings of the HLE on TC. Please see also figures 10, 11 and 13, where most stakeholders express marginal satisfaction with efficiency and resource use, with very few stakeholders on either end of the spectrum (highly satisfied or dissatisfied).

2.4.2 To what extent is there clarity of roles for the respective field offices (Regional, country and DWT) and in the job descriptions of managers and directors?

157. The evidence suggests that, in general, there is an acceptable level of clarity of roles and job descriptions, but some differences across regions are noticeable and, hence, there is substantial room for improvement. Take some specific examples. In Africa, staff wanted more clarity in roles and approach for NRCs especially as CDs now have responsibility for approving and funding DWT missions to their countries. This used to be done by subregional offices and coverage was then considered more equitable. The RO, however, suggested that this was not working as well as it should, because there is still a degree of overlap and roles do not have clear deliverables. This was also suggested by some stakeholders in Asia, where the roles of DWT and CO overlap in both Bangkok and New Delhi. In the Americas, in contrast, the roles and responsibilities were considered to be well designed. While the reporting on use of ILO resources was also considered sound, some stakeholders suggested that ILO was less effective in reporting on government and other partners' in-kind contributions. An example is the regional Women CEO conference (largely funded by Swedish contributions to ILO). Most of the participants were funded by ILO, but a number of participants were self-funded, i.e. by their respective employers, and this was not reported. In terms of roles of managers in Asia, the HLE came across only one instance, where increased role clarity could be very helpful. Some stakeholders suggested that they had too many direct reports to manage and write performance evaluation reports on, while staff echoed similar sentiments and suggested that in these circumstances, most performance evaluation reports were perfunctory and unhelpful.
158. Overall, however, most stakeholders in interviews and surveys indicated broad, albeit marginal, satisfaction with role clarity (e.g. please refer back to figure 13). Similar sentiments were echoed with regard to the role of GTTs, DWTs, DWCPs, etc., as reported in the previous sections.

2.4.3 What mechanisms are in place for tracking the resource allocations and expenditures for the FOS in terms of results?

159. Resource allocations are expected to be reflected in CPOs and OBWs and to be tracked, to the extent that there is reporting on them, in the implementation reporting process, now largely based on IRIS (which is in the process of being implemented in regions). Some field locations are more equipped than others. In Africa, for example, where IRIS is not completely operational these are being tracked by CPOs. However there is no way of tracking work with regional or subregional bodies. There is an annual OBW review process (carried out by video conference each year) as the only forum for bringing together relevant HQ departments, ROs and COs – each region is allocated part of a day. Some DWTs give it high priority, and would like the practice to continue, including ensuring allocation of sufficient amount of time to bring coherence. If complemented with the tracking of work on CPOs, such as tracking of missions by specialist and CPOs, to enable teams to see what costs are linked to current CPOs, this would potentially enhance efficiency.

2.4.4 How have the organizational (field structure), administrative, and managerial set-up supported the achievements at the field, in particular of TC activities?

160. Data on this question were obtained from interviews in the field as well as at HQ, and were supplemented by human resources statistics. Overall, it is felt that radical changes had been proposed in the Field Review (2013)²⁶ and the Field Operations & Structure and Technical Cooperation Review Implementation Plan (2014)²⁷, but many of these have not been implemented. It would be important to have regular updates on the status of implementation of these recommendations.

Staff levels in the field

161. HRD reports from each region as follows: RO-Africa has two specialists; RO-Americas has five specialists; RO-Arab States has 13 specialists (reflecting that in Arab States the RO and DWT are located in same offices); RO-Asia has five specialists and while RO-Europe has no specialists yet, it may have one in 2019). Apart from those in «core categories» (Admin, HR, Communications), there may be specialists in Statistics, Economics, Child Labour/Youth Employment, Wages, Resource Mobilization, and in Productive Development Policies. They deal with regional and, in some cases, cross-country issues. Decisions about whether and where specialists are placed are generally determined by the RD. In the Americas, some specialties (Gender, for example, and Migration) are found in country office DWTs but need to be used regionally. The number of technical positions has increased at country level and, where appropriate, in addition to the CO Director a new technical P position has been created. By region there are seven P positions in COs in Africa, seven in the Americas, six in Asia, one in Europe, and none in the Arab States, as there are no outlier COs in that region.
162. According to HRD, between 31 December 2013 and 31 December 2016, there has been an increase in TC staff in the field from 919 to 970 (an increase of 5.5 per cent), whereas the number of TC staff at HQ dropped marginally from 218 to 216.

National coordinators

163. In the Europe Region, a positive effort has been made to use national coordinators, but this requires an appropriate level of support for them to be as effective as desired. RO-Europe sees that HQ has been more responsive to the field and DWTs recently. There were indications that DWT-Budapest

²⁶ ILO: *Field operations and structure and technical cooperation review: Report, 2013* (Geneva, 2013).

²⁷ <http://www.ilo.org/public/english/reform/download/key-dev-en.pdf>.

has been more responsive to the needs of the NCs, and regular support has been provided to NRCs. A very useful informal support mechanism exists between most NCs in Eastern Europe and the Central Asia subregion and this should be promoted and encouraged. More human resources are needed at the NC offices and at country level in NRCs, e.g. administrative support. NCs are having difficulty in facing the pressure of demand coming from UNDAF groups as well as from constituents. With the Republic of Moldova NC based in the MoL, there are close links with the tripartite constituents, the ILO's FOS is relevant although it lacks sufficient resources to have a greater impact. Elsewhere, in Albania, the NC is located in the UNDP offices, sharing an office with UNAIDS.

Recruitment

164. The new Recruitment, Assignment and Mobility Committee (RAMC) has been active during the 2015–16 period, meeting on 10 occasions in 2015 and 15 times in 2016. According to HRD, during that period, there were 21 movements of staff (via the Stage 2 process): eight transfers from HQ to the field; five transfers within the field, and eight functional transfers within HQ. From additional information provided by HRD, it can be seen that out of the successful candidates appointed through the Recruitment, Assignment and Placement System (RAPS) process (2015–16), 53 were women and 76 were men – thus demonstrating a gender gap in appointments of 30 per cent.
165. During the review period (2010–2016), ILO has been improving and streamlining its HR operations and methods, and increasing use is being made of an Intranet facility, “ILO People”, in which staff can be made more aware of transfer and attachment possibilities, as well as posting their own career priorities and aspirations online. Staff's learning activities are also recorded in ILO People and can be monitored by supervisors through the Learning History facility in ILO People.
166. HRD reported that nine temporary mobility exercises (less than one a year) were advertised on the Mobility Intranet and 26 one-year opportunities were advertised on the «e-recruit site» in the last three years. It is not clear if these offers were taken up by ILO officials.

Induction and training

167. HRD reported that a new e-Induction Programme went live in March 2017 and, by April, 97 staff had completed and a further 149 had started it. In addition, HRD has offered two Induction Programmes each year in Turin, and the Albanian NC participated in the most recent one.
168. Sixty-one officials participated in the «DC» Academy (Development Cooperation) in 2015, and more than 70 programme officers and assistants received training from October 2015 to April 2017 in Bangkok, Cairo and Lima.

Staff mobility

169. This has not been achieved to the extent expected by the field and is a continuing frustration amongst staff and the social partners. For instance in the Africa Region, it is felt that, unlike other UN organizations, there are negligible opportunities for Africans to move within or between regions (as indicated by RO, COs and constituents). Such mobility for all regions should be facilitated.
170. There was a call for more flexible thinking about staff mobility with greater use being made of shorter term secondments and exchanges. When there is a transfer (e.g. of a specialist), the West Africa DWT felt frustrated that there appears to be no plan for a replacement. The example was given that several specialists had been relocated and just one new one had arrived. What was not taken into account when a staff member is being transferred is what happens with regards to the position and workload they leave behind. The DWT office felt that there seems to be little or no coordination

between HRD and the field office in the period before someone is relocated to another post. Overall, HRD reported that 924 staff members had completed the 'functional mobility' section of the Employee Profile on the Intranet.²⁸

171. Several staff and constituents expressed the opinion that ILO should have a mandatory mobility policy, as with other UN and international organizations. It was said that only five to six people moved between the field (Africa) and HQ in 2015–16. Staff mobility issues in the Arab States also need to be regularized and acted upon, as one official has been posted to Beirut for 16+ years. In the ILO Europe Region, there is little or no evidence of any improvement in staff mobility. There does not seem to be awareness of the new "mobility policy" from HRD (as per Field Operations and Structure and Technical Cooperation Review Implementation and Monitoring Plan update – see also Appendix 2). In relation to staff mobility, the functional, structural and technical aspects of mobility need to be considered as well as time-bound geographical mobility. For instance, mobility needs to consider that any conversion or adjustment of post levels at HQ does not limit the possibilities for staff in the field at other levels to be considered for such posts.

Support staff

172. The evaluators heard concerns from staff about insufficient numbers of support staff, particularly in Pretoria. When the DWT was established in Pretoria, the office gained professional staff but there was no increase in administrative positions. In the RO for Arab States, it was stated that the office is operating with one less programme officer than 10 years ago, although the TC portfolio has increased tenfold, and there is not enough support staff to handle the burgeoning TC resources in the region.
173. It would appear that where a DWT specialist is out-posted to work from a CO or NRC, there are no additional resources planned or provided for support staff, and this inevitably limits the effectiveness of the transferred specialist. In Jordan, after lengthy discussions, IRIS is being introduced to support the Country Coordinator, but there is still a lack of dedicated support staff.

Administrative procedures issues

174. Donors often want to see that delays in ILO procedures are reduced, particularly when rolling out new project initiatives. However, a donor can be understanding such as in the example of the initial delays in implementing the P4P project in Jordan. Governments such as MoL in Jordan expect that the ILO should be able to respond quickly to needs and situations on the ground. ILO's administrative procedures are seen as cumbersome, and new policies and activities cannot wait for procedures taking four to five months for the necessary supportive actions to be taken. ILO's administrative procedures in all regions are often time-consuming and frustrating, such as the requirement to provide a set number of bids for items of procurement. While the need for procedures is recognized, too much time is involved with these rules and procedures. A balance has to be struck between ILO's agility and flexibility on the one hand, and long-term planning on the other hand.
175. An example is where DWT-Budapest has had a long-running exchange with PROGRAM which overruled the DWT on the issue of something qualifying as a "core function" – the DWT felt that the field should have been able to decide on it, rather than HQ.

²⁸ Further analysis was not possible within this evaluation but it could have usefully looked at the use of these profiles for mobility in the field. It is also recognized that this discussion could benefit from additional analysis such as comparing field to HQ movement for all regions, duration of service in the same duty station, and other dimensions. HRD statistics suggested some of this but the evaluation team did not come across or were not provided with a fully consolidated analysis.

176. With the DWCP implementation in Jordan, there has been no increase in ILO staff to assist with implementation, and although there has been an increased ILO presence, there are insufficient resources for administration, finance and HR-related issues. In addition, there have been incidents of poor communication between ILO in Beirut (ROAS and DWT) and ILO in Amman, and this calls for greater coordination between ILO offices.

Communications

177. Efforts are being made in the Africa Region to get CDs to use social media. However, there are no communications positions in-country, and this would just be adding to the responsibilities of an administrative person who would not generally have related qualifications. As one RD said, ILO “gets our word out and gets known only by telling the story, not by distributing voluminous documents”. This role has become increasingly important in influencing policy as politicians are increasingly using Twitter and citing their accomplishments via tweets (such as the passing of an important labour law), and this can be an effective form of engagement.
178. Keeping websites up-to-date is an issue for many of the offices across the regions, and not all offices have the technical capacity to do this. The HLE heard of an example of a CO losing the opportunity to talk to a major donor about a strong funding opportunity because their website was not current, thus giving the impression that ILO did not have the capacity to do the work. Members of the HLE team experienced difficulties in accessing current websites for some DWTs and COs, and access to those websites was not standard, sometimes leading to their accessing old sites with outdated information.
179. The 2016 framework strategy for ILO’s engagement in promoting decent work in fragile states in the Africa Region also highlights that internal communication is a weakness, and that “ILO does not project its work or its successes very effectively; and there is continuing tension within the organization between its normative and operational functions.”²⁹
180. Due to the proliferation of languages in the subregion, there are occasional difficulties over semantics in aspects of the DWA and DWCPs (e.g. “social protection” and “social protection floor” – one of ILO’s five Flagship Programmes).
181. Communications arrangements, especially those using the Internet, including e-mail, list-serves and social media are main administrative methods to improve service delivery, as well as communication within and between regions and with HQ. There is considerable effort to provide these services, especially from HQ, but national access issues, especially in developing countries, continue to be an issue. One interviewee noted that their CO did not even have the technical capacity to update their website.
182. One issue noted in the field visits was an effort to try to get CDs to use social media. There were no communications positions in COs and most simply added to responsibilities of an administration person usually who would not have any related qualifications. The IT personnel at HQ found someone who could help directors with social media but only three CDs were interested. Communications skills should be a competency for directors going forward.
183. A need for RB communications positions at CO level has been expressed because the role has become increasingly important for influencing policy. Politicians are increasingly using twitter and citing their accomplishments via a tweet (such passing an important labour law), which can be effective form of engagement.

²⁹ ILO: *From fragility to resilience through Decent Work* (Geneva, 2016), p.6.

Visits by DG – high profile events

184. It was noted in the Europe and Arab States regions that visits by the DG provide excellent opportunities for ILO to have a higher profile and enhanced resource mobilization prospects. The DG's involvement in Future of Work initiative (FoW) activities in the Czech Republic and Lebanon during 2017 added momentum to the ILO's activities across the respective regions, and his visit to Jordan in 2016 helped project ILO into a lead role in the London Conference on the Jordan Compact for support to Syrian Refugees.

Decentralized organizational approach

185. Arguably, the key mechanism for ensuring ILO's continued relevance and fit in an environment of changing needs and new developments is a decentralized organizational approach. This was one of the most important aspects of the reforms' efforts to address the findings of previous field structure reviews. Progress has been made in creating a more decentralized structure by reinforcing ILO's presence in countries and increasing the number of specialist positions at regional and country levels. PARDEV has developed modalities to increase decentralization of TC programmes and projects, including aspects of global programmes,³⁰ and this is reflected in the recent development cooperation manual.³¹ Notable developments are 22 specialist positions that have recently been made available globally as part of efforts to move resources from HQ to the field, and the creation of hybrid specialist positions to enable more technical areas to be available at the CO level.
186. However, as pointed out in the reports of other studies,³² this HLE also finds that ILO's operations remain substantially centralized and, as a result, the ability of the field to make decisions is limited. In general, there is seen to be a lack of willingness by HQ to "let go", and decentralization is "not happening at speed" in terms of administration and finance. Several cases were cited, including by donors, where HQ systems delayed decision-making at the field level (including on project start-ups) beyond acceptable levels. Also, small procedures are being imposed on the field and these create resentment, frustrations and delays.³³ Terms such as "HQ won't let go" and "HQ wants to micromanage" sum up some of the views expressed. Budget allocations were described everywhere as being inflexible. Numerous complaints were heard about the inability of the field to reallocate any funds within approved budgets to meet either changes in circumstances or local changes in needs. All such requests have to go from the CO to RO to HQ. These delays and inflexible processes also limit the ability of ILO to respond to new circumstances in a timely manner.
187. There appears to be a disconnect in how the field and HQ view progress towards decentralization. The impact of actions taken at the global level are not being felt in the field. As a representative of one of the employer's organizations noted: "I hope the evaluation will reflect back to the GB and HQ what the reality is. Last year there was a review of SJD at the GB, and that generated a lot of discussion about the ILO now having a more bottom-up approach. The GB and HQ think it does. But it does not and, if anything, is perhaps getting more centralized in some ways, particularly in terms of its finance and administrative structure."

³⁰ ILO: "Implementing ILO's decentralization policy for development cooperation programmes and projects", (Geneva, PARDEV Development Cooperation Support Unit – DCSU, 15 June 2015).

³¹ ILO: *Development cooperation manual* (Geneva, PARDEV, 2015).

³² Including the MOPAN: *MOPAN 2015–16 Assessments. International Labour Organization Institutional Assessment Report* (Paris, Multilateral Organisation Performance Assessment Network, 2016); ILO: *Independent evaluation of ILO's strategy for technical cooperation 2010* (Geneva, 2015).

³³ The need for appropriate risk managed through good accounting and procurement practices is recognized and constant review of these, such as through the BPR initiative is essential.

188. The slow pace of organizational recruitment was also frequently raised (in this HLE and in previous reviews) as an impediment to the ILO's responsiveness and efficiency of programme implementation. Efforts are being made at HQ to speed up these processes. However, little change has been felt at field level, with the evaluation team frequently hearing about delays in placement of six months to over one year from both staff and donors.³⁴ A further concern is the apparent lack of an advanced planning process for replacing retirees. Again, the evaluation team heard of several instances where retirements were known months before the date of effect, but the position was not posted until several months after the post had been vacant.
189. ILO's use of consultants and short-term contractors does enable greater flexibility. Several managers talked about relying more on buying in services to fill gaps.

2.5 IMPACT AND SUSTAINABILITY

2.5.1 To what extent can the observed changes and results be causally linked to the role of the FOS and can be shown to result from an appropriate FOS? Including the needs of constituents?

190. The evaluation team considered this question in the context of theory of change constructed for the FOS. It suggests that improved delivery of services for meeting the broad objectives of the SJD and SDGs will come about through efforts to improve the quality of ILO interventions to produce decent work programmes in as many countries as possible with effective involvement of key constituents. This, in turn, requires improvements in human resource policies that make technical and operational staffing more agile, increase financing at country level, adjust reporting and management systems to create a more enabling environment, and improve communication between CO-RO-HQ levels.
191. There is ample evidence that ILO is providing valued services in line with the broad agendas. Most notable is that tripartite constituents in all regions were eager to highlight results achieved in both normative and programme work arising from ILO's support in the review period covered by this HLE, and that DW is more than ever a part of discourse and action amongst development actors. The extent to which this can be linked to the appropriate FOS – as opposed to highly talented and motivated individuals and teams, and other contextual factors – is less clear. Several evaluation stakeholders suggested that the results have happened in spite of the FOS. At the same time, there is progress in making systems more agile, in increasing resources in some countries, and in improving communication flows, although it is less clear that there is a more enabling environment. Most of the reform efforts are moving out into the field very slowly, and it is too early to tell the extent to which the reform efforts are producing the appropriate FOS.
192. In respect to the broader question of impact, the Flagship Programmes are a good example of how ILO is working to extend the reach of its programmatic work (projects were widely noted during the HLE as being too small to have an impact). However, ILO constituents and staff want more focus on impact. As one director stated in regard to DWCPs, “we sometimes celebrate these as ends in themselves, when really they are only the starting point”. Stakeholders also want clearer evidence of, and clearer ways to record and measure, impact-level results. For normative work this means a greater emphasis on longer terms results, particularly the implementation of regulations and standards. This point was also made in the HLE on TC. Other strong metrics would be the extent to which DW and DWCPs are part of national development plans and budgets.

³⁴ While it is recognized that detailed statistics on this would help in providing further analysis, it was not possible to obtain or sufficiently analysed it within the scope of the evaluation..

2.5.2 To what extent is the work and support of the FOS sustainable and responsive to changing context?

193. The sustainability of the work of the FOS is dependent on HQ support, the flow of resources, and changes in operational environments. As the reform efforts and its effects are continuing to filter down to field level, it is too early to assess sustainability of the FOS.
194. RB resources remain very uncertain and local-resource mobilization is more successful for programme rather than normative work. ILO's centralized decision-making structure, stipulations regarding country contributions, amount of overhead, and inefficiencies in recruitment processes, all create hurdles and decrease the Organization's competitiveness. These disadvantages are offset to an extent by its niche, reputation, expertise and increasing demand for its services. However, the space in which ILO operates is becoming more crowded. Constituents are particularly concerned that ILO is losing ground to the OECD and the World Bank, neither of which have the range of perspectives that comes with a tripartite structure.
195. Staff capacity will continue to be an important variable in the sustainability of the FOS. As one staff member said, "With each restructuring it gets harder in the field. More responsibilities come to field level and the level of support decreases". The impact of the loss of the deputy director position, delays in filling core support positions, the increasing number of mandates, and the number of countries without ILO representation, is felt differently in each region. In some offices, the situation is not sustainable, while others are coping.
196. There are also factors that appear to support ILOs sustainability and responsiveness. For example, the SDGs are forcing the FOS to be more responsive to country issues, and to extend collaborative efforts. ILO's longer experience with decentralized technical teams financed from the RB means that it is better equipped to participate in UNCT processes than some of the other UN entities.

2.6 HUMAN RIGHTS AND GENDER, EQUALITY AND DIVERSITY

2.6.1 To what extent have issues of international labour standards and human rights and as well as gender, equality and diversity (GED) been addressed in the FOS and reform processes?

197. There would appear to have been little additional emphasis on ILS and gender, equality and diversity (GED) in the FOS reform processes. The only specific mention of these in the 40 activities that are part of the Reform Implementation Plan is that ILS specialists will be one of the three types of specialists to be based in ROs. The HLE observed that demand for ILS support has increased, and that gender is considered to be a priority in all countries. It is notable that 'Standards' and 'Women at Work' are among the evolving centenary initiatives. However, recent actions suggest gender is being downgraded as the FOS evolves. In respect to broader issues of human rights, much is addressed under ILS but there are few initiatives that look at issues of disabilities and discrimination.

International labour standards:

198. ILO's work on ILS, the subset covered under Fundamental Principles and Rights at Work (FPRW), and the monitoring of the ILO's supervisory body (Committee of Experts on Conventions and Recommendations – CEARC) was appreciated by constituents, UNRCs and donors. It was felt that ILO's assistance helps to ensure that changes in labour and employment laws in the context of market liberalization are in line with ILS, particularly those already ratified at county level. Several references were made to the greater recognition of the ILO's core labour standards and the DWA with UNRCs and donors highlighting the substantial contribution of ILO's work on ILS, human rights and DW to UN's programmes. There are widespread calls for ILO field teams to do more to

ensure compliance of labour codes and laws, and to be more persistent in pursuing irregularities in new laws that contradict ratified ILS. The FOS is attempting to meet increased demand by enlarging the number of ILS specialists positions.

Gender equality and diversity:

199. In respect to GED, the findings are more mixed. There appears to be diminishing financial and human resources for ILO's gender equality work in the review period largely due to the decline in XBTC funding for HQ support activities and some national gender officers in the field. As there appear to be few specific CPOs on gender (or non-discrimination) there is limited access to Regular Budget for Technical Cooperation (RBTC) funding, thus leading to an overall decline in office resources in real terms. One gender specialist P5 post was lost in the Americas during the period under review, thus reducing the number of specialists in the field from eight to seven (12.5 per cent reduction). The conversion of the Santiago gender post into a Communications post in Lima, undertaken without consultation with the GED Branch or Equality Department, has had significant ramifications for the ILO's work in the region. The entire Americas region is now covered out of Costa Rica by the remaining P4 specialist, although HRD mentioned that this responsibility merits a P5 position.
200. To reflect the merger between Gender, ILOAIDS and the work on disability and indigenous peoples, the gender specialization has progressively evolved into a more comprehensive non-discrimination area. This is the situation with regard to the replacement of the Bangkok-based Gender Specialist in 2014–15. The re-profiling of a P5 Gender position to a P3 Economist/Researcher in the GED Branch is helping to strengthen the evidence base of the GED by providing new research and data on the care economy, and facilitating the development of a PPP with Gallup on the challenges to women at work as well as women's aspirations at work based on country-level data from 142 countries.
201. There has been a long-standing Gender Network involving full-time gender staff as well as departmental focal points from HQ and the field, and they meet at least once every two years. In addition, the gender specialists are part of the GED GTT and meet with technical specialists from other related areas (ILOAIDS, work on disability, etc.) either virtually or through retreats.
202. Regarding the indicator on gender parity in staffing, there has been little change over the review period, as in 2015 women held 45 per cent of Professional and higher positions (43 per cent in 2010), and 35 per cent at P5 level and above (34 per cent in 2010) and, in the 2014–15 period, there has been an increase in male staff at P4 and P5 level.³⁵ From additional information provided by HRD, out of the successful candidates appointed through the RAPS process (2015–16), 53 were women and 76 were men, thus demonstrating a gender gap in new appointments of 30 per cent. In addition, geographical representation and seniority continue to be challenges. Of the 544 women in professional positions within the ILO, most are from Europe and the Americas with only 14 per cent from Asia, eight per cent from Africa, and two percent from the Arab States. The majority of professional positions held by women are technical specialist positions, with relatively few in management. Exit interviews with women staff who leave the organization, as recommended in other recent evaluations,³⁶ would be useful to inform an organizational response to this issue.
203. In the ILO's Enterprise Department, a post on Women's Entrepreneurship has been downgraded from (initially a P5) P4 to P3 in the review period, and this post now also covers Youth Employment. Demand for services and opportunities for the ILO's support continue to grow, as can be seen from the 2017 World Bank announcement of a \$1 bn programme on the Women Entrepreneurs Finance Initiative (We-Fi).

³⁵ GB.326/INS/11 - para. 9

³⁶ Including the "Independent Final Evaluation for the ILO Action Plan for Gender Equality 2010-15" Geneva, 2016).

204. As well as the gender-related elements of SDG-8, the ILO has committed to supporting SDG-5 on Gender, and the allocation of \$1.2 million to the Women at Work Centenary Initiative over the two most recent biennia will help address some funding gaps. The increasing demand for ILO's gender expertise – as well as the increase in resource mobilization opportunities – was highlighted in a number of field consultations: the UNRC in the Republic of Moldova stressed the importance of ILO's work on gender; ILO technical experts in Jordan require more support on women's empowerment and women's leadership; DWT Beirut requested a gender guide for DWCP design and implementation; DWT-Budapest has not had time to review and update its Gender Action Plan; the Africa Region wants to see more women in leadership and management positions, etc. It is also noted that in the Independent thematic evaluation of ILO Action Plan for Gender Equality 2010–2015³⁷ the gender indicator 18 of the ILO Gender Action Plan relating to independent evaluations, DWCPs and projects had not been met (only 49 per cent achieved out of a 100 per cent target). The evaluation also indicated that “There is further need to clarify the role of the cross-cutting policy driver and how resources will be allocated to ensure gender equality actually drives policy,” (Para. 16.)
205. ILO has gender specialists in each region but this technical area is being downgraded. At the time of the HLE, the Americas had one gender specialist for the entire region, Africa had two (one for French-speaking countries and one for English-speaking countries), the Arab States has two specialist positions covering both gender and ILS/Labour Law, and ILO/Budapest had a gender specialist who also carried additional responsibilities. Asia has a gender specialist in New Delhi and a gender, equality and diversity specialist in Bangkok. This roll back is unfortunate given that specialists were already stretched geographically and technically. HLE interviewees also noted that the network of gender focal points is not working as effectively as it used to because it is not supported by HQ to same extent as before.
206. Where the evaluation team encountered gender activities, it was apparent that ILO's gender programme is well-regarded. Work cited as good practices included:
- The Better Work Jordan project where day-care facilities have been provided in 20 textile factories, and this good practice has now become the industry standard (e.g. Nike has developed day-care centres for most of its factories in Jordan);
 - collaboration with UNWomen, the UN Refugee Agency (UNHCR) and UNICEF to improve living and working conditions for women, and strengthening gender equality in Jordan's labour markets. An important aspect of these initiatives is the recognition that in crisis situations women experience greater vulnerability, and that promoting gender equality in such projects calls for more than merely introducing quotas for project activities;
 - promoting DW for domestic workers in Africa.
207. Positive developments are evident in the Africa Region. The RD has been purposeful in increasing the number of women in CD positions (the goal is 50 per cent) and the region now has five women directors out of 12. The past two annual retreats of Africa RDs have included specific sessions for women directors and colleagues with gender expertise from HQ and the region. The focus has been on the advancement of women in the region, looking at specific challenges facing women leaders, and strategies for promoting and mentoring younger women. The outcomes from these sessions are then presented back to the full meeting.

Other issues of human rights:

208. Although part of the work of the GED Branch at HQ, there was no mention made of ILO's work on disability issues at field level, or on workplace-related lesbian, gay, bisexual and transgender (LGBT) issues. In respect to minorities, DWT-Budapest works to support Roma minorities in countries within the subregion.

2.7 OTHER ISSUES

2.7.1 To what extent have the issues identified in past reviews of the FOS been addressed in reforms, changes and action in the FOS, including through the ongoing Business Review Process?

Importance of the FOS reforms

209. It was clear during the interviews that ILO field staff felt very invested in the 2013 Field Operations and Structure Review process and report, and had been very hopeful that it would lead to major changes. The general sentiment, however, is that little if any progress has been made, or at least not felt on the ground. Frequent refrains were “The more things change, the more they remain the same”, and “Old wine in new bottles”, or similar analogies. Staff other than RO and Director-level staff knew little or nothing about the 2014 Follow-up and Implementation Plan. The staff survey showed slightly higher levels of awareness with 64 per cent of respondents saying they were “not at all familiar” or only “somewhat familiar” with the plan.

Transparent reform

210. There were calls for the process to be much more transparent. Only one person interviewed at field level mentioned that the ILO website has a section on the organizational reform agenda. It appears to be a useful resource as it shows what has been accomplished for each of the main areas of activity in respect to the three phases: Design, Review and Consultation, and Implementation. However, the most recent information on the overall reforms appears to be from March 2015, and the most recent update on the activities of Field Operations and Partnerships is the DG’s announcement of the decisions on the FOS reforms dated March 2014. The lack of updates might reveal why there is a sense in the field that HQ believes that “field reform has been done”.

Overall status of the FOS reforms

211. The evaluation team reviewed a report that was produced in August 2015 on the status of each of the 40 planned actions/outputs. The team analysed the status and did an updated assessment of these according to the HLE findings. It is attached as appendix 2. It shows that the majority of the outputs were produced (27 have been completed, 5 appear to be partially addressed, two have been put on hold, and the status of six could not be determined with the available data). Much more progress has clearly been made than is understood by staff in the field, although a number of actions have only recently been rolled out. For example the induction programme for all staff was just released as an e-module in March of this year (by the end of April, 97 staff had completed it and 149 had started it). Field staff also appear to be unaware that the components of the reform include elements that are quite well known, including the updating of the DWCP Guidebook, developing the QAM process, rolling out the Flagship Programmes, and establishing the GTTs. It would be advantageous for the reforms to be revisited, their status updated more regularly, and the webpages further promoted.
212. At the same time, the reforms in which staff expressed most interest have not substantially materialized. These were staff mobility, decentralization, country typology and a policy on NRC. As noted in section 5.4.4. under Efficiency, although the staff mobility policy has been produced, very few staff have moved. Decentralization is not an explicit part of the reform actions. The work on the typology and the NRC policy have not moved forward.

213. This evaluation question also references the BPR. However, as the field component was still in the process of being conducted, it was not considered within this HLE. While many stakeholders, who have participated in the BPR, felt that it has mostly been focused on very specific tasks and micro-processes (e.g. reducing steps in email correspondence), the findings from this HLE can be used to look at a larger picture and design processes around what staff actually do and want (e.g. reducing steps in financial or human resource clearance).
214. There have been three independent evaluations of DWCP's in the Caribbean, North Africa and Western Balkans. Examining these, three mini-case studies have been prepared by the HLE and are found in appendix 8.

2.7.2 Are there any contextual factors and pre-conditions that will be essential to continued assessment of fit-for-purpose of the FOS

215. The evaluation identified staff incentives as an additional contextual factor for ensuring the fit-for-purpose of the FOS. As the Organization increasingly relies on national staff to carry out its mandate, attracting and retaining national talent becomes more critical.
216. Equity for national staff was raised as an important issue by all stakeholders. National staff at NO A/B level in the ILO are often covering multiple countries (up to six) while, in other UN agencies, national staff working in just one country have grades up to NO-D. CDs say they are increasingly reliant on national staff to negotiate relationships particularly in NRCs as well as in MICs where the ILO now has to operate more in the sphere of influence, yet their grading and incentive packages have not been upgraded accordingly. In Africa, lack of decent working conditions for ILO staff was flagged as an issue in almost all interviews, including those with social partners and donors. In addition to grade levels, there are concerns about heavy workloads, lack of job security (as a result of one-year contracts), and difficulties in using ILO's health insurance programme. A similar situation in respect to grade levels occurs in Eastern and Central Europe which engages 12 national counterparts, none of whom is regarded as an ILO official and grading levels are limited to NO A/B. Directors are concerned that increasing demands on workloads are making ILO less of an agency of choice for increasingly moreskilled and competent national staff. Further assessment may be warranted of the extent to which ILO's HR terms and conditions are common and consistent.
217. Other issues related especially to retaining younger national talent is their desire to feel connected to the larger ILO family. Although the e-module induction programme is a positive step, it does not provide the networking opportunities that are inherent through in-person group-based induction sessions. Access to mentoring, knowledge systems, and training were mentioned by young interviewees as important incentives.

2.7.3 What other issues and adjustments of the field structure (e.g. organizational culture) should ILO consider in future reviews?

218. The Future of Work Centenary Initiative has generated considerable interest and engagement from the field. It would also be appropriate for the ILO to review the "Future of representation at work" to ensure the appropriate engagement with partners outside the historical tripartite social partners. This is to ensure that a full range of views of workers and employers and others engaged in public and private sectors, as well as in the social economy and cooperatives. The "representativeness" of specific social partners and the conducive environment need to be considered so that there can be wider engagement of other non-government organizations in the discussion of the issues in the world of work. This aspect is likely to be raised in future review exercises.

219. As ILO takes further actions to address representation in NRCs, the effectiveness and impacts (planned and unplanned) should be assessed. The out-posting of a specialist (to Jordan) has proved to be a disincentive for ROAS's efforts to be flexible and agile in responding to countries' needs. The office effectively lost a specialist and at the same time as the out-posting, but as part of a separate ILO internal exercise, ROAS lost a programme officer post. Therefore, ROAS is obliged to do more work with less resources. It is important to ensure that such innovative approaches do not result in (or appear to result in) the initiating office being disadvantaged or penalized, and this issue could be considered in future reviews.
220. It is essential for the maintenance of staff's understanding and morale that there is clarification and implementation of a transparent HRD Mobility Policy that everyone can understand and subscribe to. Future reviews should explore this issue to a greater degree.
221. At present, there are regional focal points for Outcome Coordination Teams (OCT), partial membership of some of the GTTs, and regional focal points within HQ technical departments. As a more responsive variation on these existing mechanisms, there should be a "hotline to HQ technical units" that can be called upon by DWTs which lack specific technical expertise, as well as to respond to requests from constituents (for non-resident expertise) that can be channelled through the respective DWTs. Future reviews could examine the most effective and appropriate mechanism for rapid responses from HQ to the field.

2.7.4 To what extent does this FOS HLE build upon lessons from the Technical Cooperation HLE (2016) and provide useful inputs into the proposed Capacity Development HLE (2017 onwards)?

222. The findings from this FOS HLE concur with the findings and recommendations from the 2015 HLE on Technical Cooperation. The following recommendations strongly resonate with the FOS HLE findings, and have been taken up and discussed earlier in this evaluation report:
- (...) Mainstreaming gender issues alone is not sufficient (...) (Recommendation 1)
 - (...) Gender issues in the labour market remain a major area of concern (...) (Recommendation 2)
 - (...) ILO should actively mobilize resources at the country level, moving beyond traditional ODA (...) (Recommendation 5)
 - (...) ILO should find ways to invest in "country managers" in non-resident member States with large TC portfolios (such as the case in Jordan – HLE comment) (...) (Recommendation 6)
 - (...) The rollout of IRIS to all COs and projects should be accelerated (...) (Recommendation 11)
 - (...) ILO's staff mobility policy should be rolled out (...) (Recommendation 14)
223. Interviews at HQ and the follow-up action plan for the Technical Cooperation HLE³⁸ indicate that actions have been taken by ILO to address these issues – the exception being the placement of gender specialists within each DWT which was part of Recommendation 2. As noted earlier in this report, the effect of these actions was found to be only partially felt at field level at this point, and warrant further assessment in future HLEs.
224. During the field consultations for the current study, a wide range of capacity-building needs were highlighted and these are presented below to help inform the planned HLE on Capacity Development (2017 onwards).

³⁸ ILO: *TC strategy evaluation follow-up workplan* (Geneva, 2017).

- In most member States, Ministries of Labour are regarded as “social ministries”. There should be a major effort globally to build the capacities and profiles of MoLs and ensure that they are designated as economic ministries, and in furthering the SJD so that they can be in a stronger position to promote employment policies and instruments in a coherent manner alongside economic policies. In some cases, MoLs said they would be able to contribute funds towards training provided by ILO.
- Requests included assistance to engage in a wider range of development and employment issues, including UNDAFs and SDG national programmes, particularly for SDG-8. African constituents requested more assistance in preparing for high-level meetings and conferences so that they would be able to more fully participate in debates and present more unified positions with their fellow tripartite members. There were also calls for this type of support to be extended to the five subregions in Africa so that common continental positions could be taken to meetings such as the International Labour Congress. Although ILO has already provided some of this type of support at the subregional level, the discussions are not easy and may require additional expertise and time to be effective.
- Other types of country-specific support included:
 - MoL's Labour Inspectorate in Jordan to help identify occurrences of illegal work (skills development, equipment and transportation).
 - Jordanian workers and workers' organizations for strengthening social dialogue and social partnership, as well as investing more in general capacity building of all ILO's constituents.
 - Constituents in the Europe Region for M&E in relation to achieving the provisions of the EU Accession Agreement; support in addressing Global Agenda 2030 and SDGs – particularly SDG 8; tools to address informal economy issues, including informal wages; reform of pension systems; support for youth employment; strengthening data collection on labour markets; measuring the impacts of National Employment Strategies and policies on labour markets; predicting/projecting changes in the labour market; improving labour inspections, and advising on supportive actions on migration and returning migrants.
 - MoL in Kenya for training in conciliation and mediation of labour disputes, ratification processes, reporting obligations on ratified labour conventions, and prosecution of labour law offenses.
 - Employers' organization in Lebanon on carrying out impact assessments (e.g. determining how many jobs have been created), wages, competitiveness, and occupational safety and health, and learning more about effective international experiences and initiatives to help it develop indicators of success and add value to its own membership.

Training:

225. Although not part of the FOS Evaluation and not solicited in the interviews, several of the constituents at the country level in several regions (Jordan, Kenya, Lebanon, the Republic of Moldova, South Africa and Peru) gave general feedback and spoke very highly of the training services offered by the ITC-ILO, Turin, Italy. Turin has been playing an important role at field level. Its training inputs are highly appreciated by constituents and its training programmes are strong, particularly its support for leadership development. Training by ITC-ILO in the field/regions was also appreciated and more of this is wanted. This also gives the impression that constituents do actually regard Turin Centre as “part of the ILO's FOS”.
226. Constituents, particularly in Africa, would like to see ILO training decentralized to the regions so that more people can participate. They noted that discussions about using and capacitating existing regional training facilities have been raised on several occasions and should again be investigated.

3. CONCLUSIONS

227. While the findings are complex and varied by region, they suggest a number of conclusions that can be used to formulate recommendations for improvement of the FOS.

Conclusion 1. Results in ILO outcomes are evident

228. A main expected result is that ILO more effectively delivers services at country level in terms of ILO's objectives. The evidence from the evaluation is that as regards the specific services of CPOs and DWCPs, the reform has shown some improvement in quality, although it has been slow and varies by region. Reporting on this is not systematic and there are indications that many field staff see it as a bureaucratic task. There has been less progress in DWCPs, but this varies by region. In some, such as the Americas, there have been few new DWCPs since 2014, while in others, such as in Africa, the pace of developing DWCPs has been increasing but is not yet reflected in agreements. There is movement in respect to aligning the development of DWCPs with UNDAF processes.
229. There continue to be some challenges for measuring results at both output and outcome levels, and to capturing the full extent of ILO efforts including results for cross-cutting themes and work with regional and sub-regional entities. This is to a large extent due to the structural underinvestment by ILO in M&E. Moreover, often data are available but are not easily retrievable for them to be used for ongoing improvement to the FOS. Field managers are being innovative: there are examples of good practices in use by some offices, including for planning and tracking DWT missions by outcome area that can help to ensure more strategic use of technical expertise and facilitate improvement to RBM practices.
230. There are concerns about the extent to which reporting systems support effective RBM processes. OBW reporting captures contributions to short-term outcomes but not on actual results (such as the implementation of policies). To the extent that reporting, as well as related resources and performance are tied to specific outcomes, there are structural barriers for collaboration, with the system not adequately accounting for work on cross-cutting themes. Furthermore, concerns have been expressed in the field that the process for systematically tracking ongoing programme/project monitoring is not always being used effectively.
231. Constituents in resident countries are generally satisfied with their interactions with ILO and the services provided, and see improvements since the reform efforts. Constituents in NRCs where ILO has no actual presence are less satisfied with the frequency and type of engagement. In both surveys and interviews, field staff also expressed lower levels of satisfaction with ILO performance since the reforms. They have a strong commitment to their work and ILO's mandate but crave a more enabling environment to achieve greater impact.

232. ILO's work is increasingly relevant to regional and subregional bodies, with constituents looking for help in levelling the playing field by harmonizing labour laws as well as the implementation and enforcement of ILS conventions and regulations. However, work planning and reporting processes do not take this type of work into account.
233. Special attention is warranted in the case of work at regional level in Africa which has become more challenging with the recent move of the RO from Addis to Abidjan (this decision was not linked to reform efforts). ILO has important strategic relationships with the African Union, and other organizations whose areas of influence, interest and work intersect with ILO. The RD is repositioning ILO's regional strategy to ensure a strong regional presence but maintaining these relationships without a dedicated position in Addis, has made it more difficult for ILO to influence important debates.
234. The FOS has to absorb an increasing number of initiatives such as the centenary initiatives and the flagship programmes, and this is challenging particularly when there are not commensurate resources for administrative and other support. The feasibility for the FOS to take on new initiatives will be greater insofar as they are clearly linked to existing work and the underlying commonalities with other work clearly articulated.

Conclusion 2. Participation in UN System Country Teams

235. With the adoption in 2015 of the SDGs, the focus of field activity has been on the UNCTs and improving ILO's participation is one of the objectives of the reform. This is reflected in the development and agreement of UNDAFs as a major means of implementing and monitoring the SDGs, including Goal 8 which is the responsibility of ILO. The evaluation shows that ILO has been increasingly effective in participating in the UNDAF process, where Goal 8 is usually included and the role of the ILO is specified. However, this is most evident in countries where there is a CO and, to a lesser extent, where there is a NC or a CC, and even less in countries where there is no formal ILO representation. Nevertheless, opportunities for ILO's engagement generally outstrip ILO's capacities, and this situation is heightened in NRCs.
236. In countries where there is no formal representation, while the UNDAF is usually signed by the CD for the subregion, interviewees suggested that ILO participation was not always effective since the process of developing the UNDAF involved extensive meetings at which ILO may not have been represented. In those NRCs where there is an NC or CC, ILO is actively involved in the UNDAF and SDG processes. There were, however, a few cases where national project personnel participated, although this was not on a formal basis.
237. The United Nations system is in the process of reviewing and reorganizing its work at country level, with a move towards a more integrated approach.³⁹ It is also an approach that emphasizes the provision of services by UNCTs. The ILO's normative role is more important than ever, but there still needs to be a balance maintained between normative and operational work.

Conclusion 3. Resources for the FOS and decentralization

238. While there was an initial increase in RB resources for the field level in 2010, since then resources have remained flat. Similarly, XB resources have also been flat. This reflects two phenomena: the overall problem of financing international organizations that has affected ILO and other organizations; and the initial focus of the reform on HQ units concerned with field operations. The 2014–2015

³⁹ UN. *Repositioning the United Nations development system to deliver on the 2030 Agenda: ensuring a better future for all. Report of the Secretary-General*, United Nations, Economic and Social Council, 72nd Session, New York, NY, 11 July 2017 (A/72/124-E/2018/3).

- biennium was the first in which field operations (both HQ and regional) are shown in the programme budget. However, in the next two biennial budgets there are no changes in the allocations. Still, there has been a redeployment of posts to the field, within those resources, based on lower costs for posts outside of HQ, mostly in the current biennial P&B and the next. Any changes in demand for services has to be met by the ongoing redeployment of existing resources, which is complicated by the slow processes of HR changes. At the same time, unlike XB resources that determine programme content on the basis of donors' priorities, RB, including especially RBSA, accords a certain amount of flexibility in the subject matters that the personnel funded can address.
239. There are additional new or expanded sources of resource mobilization, some of it at country level, that can increase financing, including expansion of existing resource mobilisation (RM) modalities and sources – PPPs, foundations, national funding, UN system (one UN), multilateral sources.
240. There is a need for more flexibility in financial and HR management which is hampered by centralized administrative systems. Although there is a theoretical emphasis on decentralization through the FOS, the administrative systems continue to be centralized so that many decisions cannot be made at the field level, but rather require consultations with HQ that evidence shows delay decision-making. New systems, like IRIS, are being deployed slowly.

Conclusion 4. A supply- rather than demand-driven system

241. The services provided by the FOS staff, especially in the DWTs is largely based on the staff that are available. They respond to requests for services, but these requests are conditioned by the supply of expertise found in the teams. Change in these services has been slow and there are many cases where demand for technical services cannot be met at regional level and has to be provided from HQ. In other cases, demand in one part of a region has to be met by technicians from other parts rather than the DWT covering the area. There is no particular process for estimating long-term demand for services that would allow for more effective planning of the types of expertise to be located in each region. This aspect of demand estimation does not seem to have been part of the planning process at regional level, even though the regional structure involves interaction through quadrennial meetings that could provide the information. This becomes more important as the substantive focus of service delivery shifts from the DWCPs to the UNDAFs and other monitoring of the SDGs in which ILO is a major player at the field level.

Conclusion 5. Proximity versus critical mass

242. To increase the consistency of ILO's delivery of services, a more coherent approach to the configuration of the field structure is needed. This will require addressing inequities in the number of countries covered by each CO and DWT, and in how ILO is represented in NRCs. Related to this is the distribution of technical support and the extent to which specialists should be clustered in larger teams or more dispersed amongst the countries served. There are clear benefits to both. However, as there is evidence to suggest that countries closer to DWTs receive more support, there is a need to balance proximity with critical mass.

Conclusion 6. Transparency around reform

243. As noted, most of what has been done in the FOS reform is at the process level rather than in terms of results. The reform efforts, particularly regarding decentralization, are of high interest to staff and constituents. Stakeholders do not know what has happened and generally feel little has been accomplished, thus adversely affecting morale. While progress has been made in developing policies to address some key priorities, their implementation has yet to be felt. There is low awareness of the

progress that has been made. For example, although there is a section on the reform process on the ILO website, it has not been updated since March 2015.

Conclusion 7. The tripartite structure at field level

244. While the reform of the FOS to improve services to the tripartite system has largely happened, it varies by region and type of country. There are a number of factors involved. Clearly, it is easier for ILO to promote tripartite activity in countries where the office is located. This is helped by the fact that technical expertise for employers and workers is included in all regional offices as well as in DWTs. This is reflected in UNDAFs, where there is evidence that in countries with ILO COs, a large percentage of ILO constituents had participated in the formulation process of UNDAFs, whereas the proportion was much smaller in countries with no ILO office. There were, however, regional differences. In Africa, for example, the tripartite system functioned well, while in the Americas there were problems due to political issues in the countries of the region.
245. Based on interviews in the field, it may make sense to intensify efforts for tripartite constituents to work with community organizations which will strengthen the identification and meeting of constituents' needs. As ILO seeks to improve its effectiveness and enlarge its mandate for the FOS going forward, there will be a need for more strategic partners, such as the African Development Bank and other regional banks at regional level, and civil society organizations and institutions (including women's rights groups) that do extensive and robust research at the country level. In order to build on the traditional tripartite structure, efforts have to continue to bring these other groups and institutions into more active consultation with the existing constituents. This is particular so given changes in the economy concerning issues such as the informal sector, which is now an important outcome involving five per cent of CPOs and even more in countries where there is no ILO office. Civil society organizations are said to be valuable in representing workers in some circumstances. It would not diminish the three groups of core constituents if other strategic partners were enlisted as well, in order to accomplish ILO goals and in the context of the "future of representation at work".

Conclusion 8. Delivering services in countries where there is no ILO office

246. There is considerable evidence, as reflected in other conclusions, that the ILO is slightly less effective in countries that do not have a resident ILO official designated to represent the Organization. While NRCs are officially covered by COs (before the reform they were called subregional or area offices), which, in most cases, cover multiple countries, support is provided mostly by ILO international personnel travelling from the CO or from the respective DWT. This is a major factor in determining whether ILO is an effective partner in UNCTs.
247. The policy on NRCs has not been issued, but a policy, if adopted, should be based on flexibility and agility. An appropriate mechanism is needed to improve ILO's presence in NRCs operationally, particularly given the need to address issues of participation in UN system work at country level. Any such mechanism will need to take into account that different contexts require different approaches. A high priority could be given to placement of permanent staff in strategically important NRCs. The evaluation detected two models in use in a number of countries, with success. One is to relocate technical staff from the DWTs to a NRC, with a representation task in addition to the technical support function. Another is to create national liaison officers (e.g. NCs in the Europe Region) who could be national staff representing the CD, which would be most cost-effective but provide a status to participate in UNCTs and convene meetings.
248. There are inequities in the number of countries covered by DWTs that need to be addressed in order to reduce pressure and ensure quality and equitable delivery of services in areas covered by

- large teams. Of particular concern are DWT-Pretoria and DWT-Budapest which cover 18 and 19 countries, respectively. A similar situation occurs with respect to the DWT-Port of Spain.
249. Globally and regionally, there are also disparities in the number of countries covered by COs – with some having a CO for an individual country while others covering up to five (maybe more) including fragile states. Furthermore, there are inequities in the architecture of DWT COs and COs with some being significantly under-resourced in terms of administrative and financial support, creating risk management issues and placing an undue burden on support staff causing burnout. Eliminating the position of deputy director has had consequences, particularly as directors are expected to take on increased roles in local resource mobilization.
 250. COs normally carry out relations functions with ILO constituents, host governments and donor organizations, as well as resource mobilization, administration, personnel, and financing and programming functions. DWTs are essentially servicing units, providing support to COs and, through the COs, to various groups of constituents and TC projects. This distinction becomes blurred and the workload increasingly complex where the DWTs and COs have been combined into one office, with primary responsibility resting on one director with no deputy director.
 251. Discussions about coverage highlighted that using the term “Country Office” (CO) to refer to offices covering multiple countries is confusing, suggesting it should revert back to “Area Office” (AO), as recommended in the 2013 Review. The change would also help to reinforce for staff the fact that they have broader responsibilities than those relating to the country in which they are located.

Conclusion 9. The connection between headquarters and the field.

252. Placing field operations in a HQ unit under a Deputy Director-General, the creation of specific units to coordinate substantive issues like GTTs and Outcome Coordination Teams has enabled HQ to develop coordination and support. Many field staff have participated in the work of these groups, as well as benefiting from training and orientation organized by the Turin Centre both in the field as well as in Italy. However, the coverage and participation of these initiatives is variable. Some may be too large to be effective. A broader problem is that the flow of information is heavily one-way, from HQ to the field rather than vice versa. To a certain extent, this is due to the fact that not only are the activities largely planned at HQ, but also information and knowledge does not readily flow from the field. This is partly caused by the systems in place for reporting on results noted under other conclusions. Tools, such as Internet-based communication systems, could help resolve this.
253. There is a need for more attention on communication processes, particularly digital media, to make ILO a 21st century Organization. Although regional communications officers and the Department of Communications (DCOMM) have elevated the level of communications at global and technical levels, there are significant weaknesses at country level. CO-level communications focal points often have insufficient training and time to effectively carry out this increasingly important function. This varies by region but in some cases there is not even the capacity to update websites. Directors also need to be more proficient and comfortable in regularly using social media, and this needs to become a required competency.
254. ILO needs to do better at telling its story through mediums that are now the most relevant to target audiences. By not doing so, it is missing out on opportunities for raising resources and influencing decision-makers.

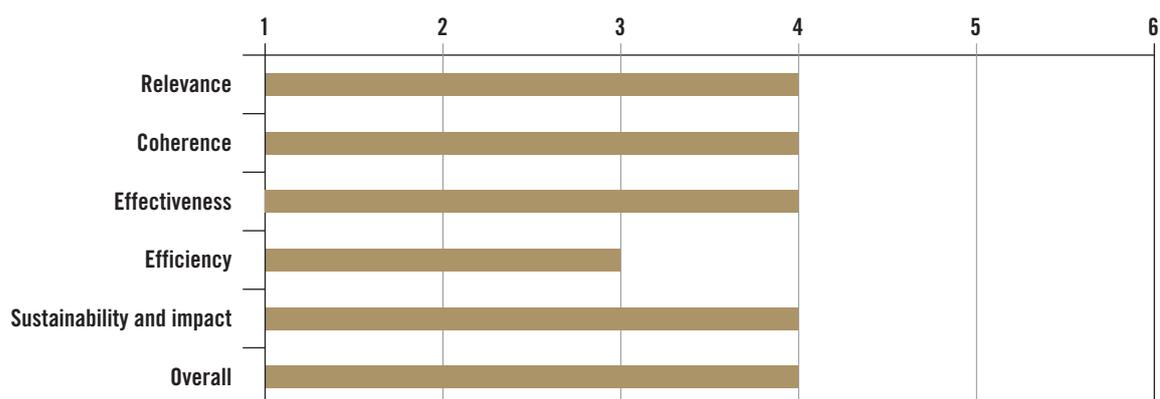
Conclusion 10. International labour standards, human rights and gender

255. ILO's work on ILS is clearly embraced by constituents, the wider UN system and the donor community. There are increasing demands for these services especially in the context of greater market liberalization. This demand extends to furthering work with regional and subregional bodies, particularly to increase the harmonization of labour laws.
256. Stakeholders are unanimous that gender is an important element of the ILO's work. However, gender specialists in the field are stretched both geographically and technically. Dedicated financial and staffing resources for ILO's work on gender have generally declined over the review period, but the demand for ILO's expertise and the opportunities for resource mobilization have been on the increase, particularly in the context of SDG 8 on Employment and SDG 5 on Gender Equality, including in the context of the objective of leaving no one behind. The resources allocated to the Women at Work Centenary Initiative should help to stem the decline, but further investments may be needed to sustain and expand ILO's work in this field and respond to SDG leadership challenges. The need to accelerate progress on staff mobility has to be based on a gender-responsive policy that should be informed by exit interviews with women staff who leave the organization.

4. OVERALL ASSESSMENT OF THE REFORM OF THE FOS

The following ratings (figure 15) were assigned for the general “fit for purpose” of the FOS by the evaluation team.

Figure 15. Overall evaluation ratings by criterion



Scale 6 = Highly satisfactory; 5 = Satisfactory; 4 = Somewhat satisfactory; 3 = Somewhat unsatisfactory; 2=Unsatisfactory; 1 = Highly unsatisfactory

5. RECOMMENDATIONS

257. The findings and the conclusions drawn from them suggest a number of recommendations to make the FOS reform process more effective.

Recommendation 1: Undertake a systematic field operations demand inventory. The ILO should ensure this as part of a systematic exercise wherever this is not yet being done, taking into account regional planning exercises, so that a plan can be made defining the technical staffing requirements to meet national needs and feed this into regional plans and programme and budget exercises. This exercise should be complemented by the development of a portfolio of ILO services, reflecting cross-cutting policy drivers such as gender equality and discrimination and according to country typologies.

Responsible unit(s)	Priority	Time implication	Resource implication
Regional offices with the support of DDG/FOP and DDG/P	High	Starting in 2017, completed in 2018 and ongoing, as needed	Within existing resources

Recommendation 2: Improve decentralization efforts towards more agility of administrative decision-making at the field level. Improvement of the FOS in a period of zero regular budget resource growth should be addressed through an appropriate and staged decentralization process, taking into account the recommendation relating to demand inventories and country typologies for support services, combined with a continued plan to increase the deployment of posts/resources from headquarters to the field for both technical and management/administrative functions. In addition, administrative procedures for management of resources should be further modified to improve agility while maintaining accountability for decision-making relating to use.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, Deputy Director-General for Management and Reform (DDG/MR), Strategic Programming and Management Department (PROGRAM), Human Resources Development Department (HRD), regional offices	High	2017–19	No increase, but continued redeployment

Recommendation 3: Review configuration of the field structure using established models. While the field structure is basically sound, there are a number of adjustments that can be made to make it more effective and address several problems identified in the evaluation. This relates to standardization of modalities for ILO resident representation in non-resident countries, adjusting responsibilities for DWT and country office coverage where there are imbalances, and enhanced management support whenever required for directors of DWTs and country offices. Priority for additional support should be given to combined DWT/COs and country offices where defined thresholds for the number of countries served, size of team and budget expenditure are met.

There should be a review of existing models of field structures, from DWTs to DWT/COs to country offices to non-resident countries, identifying the key functions, requirements and challenges. Principles for assessing the coverage and capacity needed should be established with a process for assessing which model to apply under what circumstance and in line with the portfolio of services. This is particularly the case for support to non-resident countries where two options for providing ILO representation in strategically important non-resident countries were identified in the evaluation. Firstly, more DWT members can be out-posted to a non-resident country to provide representation in addition to their work on the DWT; this option would require more formal recognition. Secondly, national ILO staff on funding can be designated official liaisons of the country director for work on UNCTs or other functions.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/MR, regional offices	Medium - High	2017–20 (review by end of 2018, implementation until 2020)	None for review of re-configuration and models; possible increase of resources for national posts

Recommendation 4: Improve results-based management reporting at field level. While results in a results-based management context are available for central reporting, they currently do not provide a clear basis for indicating the extent to which services provided by the FOS are leading to the expected results. To improve the process, regional and country offices should ensure that expected results, activities and outputs for the office are clearly defined at all levels and reflected in cascading workplans and reports. This will necessitate more systematic sex-disaggregated data collection and monitoring procedures, including of DWT and CO missions. It will also require changing how CPO results are reported, including a process/mechanism to better reflect work on multiple CPOs, as well as participation and work undertaken with UNCTs, and sub-regional and regional bodies.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, regional offices, PROGRAM	Medium	2017–21 (as rolled out; guidance done by end of 2018)	Increase, within existing resources

Recommendation 5: Improve staff incentives and mobility to equip field staff with right competencies. A key factor in ensuring that the FOS reform works is addressing recurring human resource concerns of field staff, particularly staff mobility; caps on national staff grades; human resource procedures and conditions that take into consideration the situation in the field; and increasing national staff connections to the broader ILO family. The incentive-based staff mobility policy is not yielding significant movement, and further consideration should be given to phasing in a mandatory component with progressive targets for its implementation. The ILO also needs to do more to become an organization of choice to better attract and retain national talent. There should be systematic application for awarding grades beyond NO-B [National Project Coordinator], given the increasing demands upon and strategic importance of national

staff. Further attention should also be directed to providing national staff with more access to training, mentoring, research and networking opportunities.

Responsible unit(s)	Priority	Time implication	Resource implication
HRD	Medium	2017–21	Unknown

Recommendation 6: Improve communications functions for policy influencing. The ILO’s communications function at the field level needs to be elevated to the twenty-first century level. The ILO needs to improve its storytelling via media that are now the most relevant to target audiences, particularly through digital and social media. By omitting to do so, it is missing out on opportunities for raising resources and influencing decision-makers. Each office should aim at having a dedicated (or part-time) qualified country office communications position, and media competencies should be required for directors and developed in technical specialists through systematic media training. Increased internal communication is needed about the field reforms and progress made. The current web pages are useful, but need updating and promotion.

Responsible unit(s)	Priority	Time implication	Resource implication
DDG/FOP, DDG/MR, ROs, Department of Communication and Public Information (DCOMM)	Medium	2017–21	Low

6. OFFICE RESPONSE

The Office welcomes the independent high-level evaluation and notes with appreciation that the reforms are seen to show results in terms of expected outcomes.

It should be noted that further implementation of the reform of the ILO field operations and structure will have to take into account the outcomes of the UN Secretary-General's reform proposals regarding the UN Development System.

The Office takes note of the conclusions of the evaluation and endorses the six recommendations with the following remarks:

Recommendation 1

The Office fully agrees with the imperative of ensuring that ILO services are developed and adapted to meet national needs and subscribes to the recommendation to map demands from member States with the aim of identifying similar requests for ILO support. Efforts are already in progress at regional level to design frameworks of engagement for clusters of countries, including middle-income countries and fragile states.

The Office has integrated many of its existing technical projects into five flagship programmes, designed to enhance the efficiency and impact of its development cooperation with constituents on a global scale.

Recommendation 2

The Office has redeployed significant levels of resources from headquarters to field offices. There has also been a re-profiling of non-technical positions to analytical and technical front-line work and services, which has further increased the capacity of the Office to deliver value to member States.

The Office has invested in reviewing business processes seeking to improve transparency, accountability, governance and efficiency, while maintaining appropriate support for the delivery of operational activities.

Recommendation 3

The Office appreciates the need to examine modalities for an effective field structure and for ensuring greater ILO representation in countries where the ILO is a non-resident agency. This recommendation is fully in line with the decisions ensuing from the review undertaken by the Office in 2013.

The principal objectives of measures taken since then, notably with regard to the out-posting of DWT staff members, have been to strengthen the ILO's technical capacity to directly deliver at country level with a view to responding effectively to constituents' needs and to significantly contribute to the development

and implementation of UN joint programmes. This is an ongoing process that the Office is committed to continuing in the coming years.

Recommendation 4

The Office will improve results-based management reporting at field level in the context of its renewed action to strengthen results-based management systems and practices, as committed to in the management response to the 2016 external audit of the ILO's results-based management approach and the Multilateral Organization Performance Assessment Network (MOPAN) 2015–16 institutional assessment of the ILO.

Recommendation 5

The Office has increased efforts to provide development opportunities for staff serving in field duty stations. A new “GROWTH Conversations” tool has been launched and all managers will be required to use it to support the career development of staff, including national officials.

The new mobility policy aims to enable all ILO staff members on the regular budget to gain exposure and diverse work experience across ILO's functions and regions. The implementation of the new mobility policy has so far demonstrated positive results.

Recommendation 6

The Office continues investing in communications expertise and technologies to showcase its work and to demonstrate achievements to a wider array of internal and external target audiences. Key measures introduced during the period under review include the Development Cooperation Dashboard and the Evaluation Unit's i-Eval Discovery application.

In recent years, the Office has considerably increased the use of social media channels at headquarters and in field offices. ILO Facebook and Twitter followers have almost quadrupled since 2014.

ANNEX I. EVALUATION TERMS OF REFERENCE

1. Every year the ILO's Evaluation Office (EVAL) holds annual consultations with senior management, the Evaluation Advisory Committee (EAC) and constituents to select topics for future high level evaluations. The selection of strategic evaluations customarily focuses on strategic outcomes but may also focus on institutional capacity issues. This can be in response to specific requests from the GB as part of its deliberations.
2. In November 2010 the GB reviewed the implementation of the revised field structure and requested the Office to undertake a “global and independent evaluation of the impact of the changes” to be carried out in 2013 and reported to the GB in 2014. As part of the reform process initiated by the new Director General, an internal Field Structure and Technical Cooperation review was conducted between 2013 and 2014. To reflect the results of this review, it was proposed, in consultation with the constituents and ILO Evaluation Advisory committee representing senior management that the high-level evaluation of the ILO Field Structure takes place in 2017.
3. The ILO's field structure - through 5 regional offices, more than 40 country offices and over 600 programmes and projects in more than 100 countries - is the main delivery mechanism for services and support to constituents through Decent Work Programmes and other activities inked to Country Programme Outcomes in the ILO Results Framework. Recent reform and focus on further decentralisation of ILO activities have aimed at strengthening the field structure as an effective structure for supporting constituents. Structures and organisational process at headquarters have been adjusted as well to support these changes.
4. This high-level evaluation will focus on the relevance, coherence, effectiveness and contribution of the existing field structure and its supporting mechanisms. It will be forward looking in assessing the “fit for purpose” of the field structure, in view of the Decent Work Agenda in particular but also to a certain degree the 2030 Agenda and ongoing reform in the UN development system in view of the SDGs. This evaluation has been specifically requested by the Governing Body and scheduled at this time to complement several [recent reviews of the field structure](#) and a high level [evaluation on ILO's technical cooperation work](#) carried out in 2015. Ongoing DWCP evaluations and reviews of ILO's Decent Work Programmes will constitute a key basis for the evaluation.
5. This evaluation will touch upon the role of capacity building in development (technical) cooperation delivery but not cover it in-depth, as a separate evaluation on this topic have been requested by the constituents for 2018.

Background: ILO's Field Structure

6. During the period under review the delivery of ILO's services and support to constituents was guided by a number of declarations, instrument, policies and strategies adopted by the International Labour Conference, the Governing Body and the Office in response to ILC and GB decisions. The following are the key ones:

7.

Global Level governance	<ul style="list-style-type: none"> • The ILO Declaration on Social Justice for a Fair Globalization adopted in June 2008 (the 2008 Declaration) and Office programme of work in response (and the 2016 Declaration on Social Justice) • Plans of Action for specific areas of work such as Fundamental Principles and Rights at Work • Decent Work Agenda • ILO's Strategic Programme Framework and Strategic Plans • ILO's Programme and Budget
Regional and Country level	<ul style="list-style-type: none"> • Decent Work Programmes for individual countries • Regional Strategies
ILO Policies and Strategies	<ul style="list-style-type: none"> • ILO's Technical/Development Cooperation Strategies • Policies on organisational, administrative and management relevant for Field Structure, such as Human Resources Policies
ILO Procedures and Manuals	<ul style="list-style-type: none"> • Relevant Internal Governance Documents, particularly on decentralisation • Relevant Financial and Programming procedures, manuals, guidelines • Relevant manuals on Decent Work, Development Cooperation, Evaluation and related topics

Current Field structure of ILO

8. The ILO's field structure - through 5 regional offices, more than 40 country offices and over 600 programmes and projects in more than 100 countries. Decent Work Teams with technical specialists are providing sub-regional technical support out of a number of locations. In some countries, National Coordinators are serving as ILO's focal point. The International Training Centre of the ILO in Turin provides capacity building support and training for constituents. In addition to ILO's regular advisory services related to its mission and normative work, development cooperation projects are implemented in countries with or without ILO permanent presence (ILO Office). Some of the countries are in fragile and post-crisis situations. Regional projects are implemented that works both at regional level and with activities in specific countries. Inter-regional and global projects will implement global and inter-regional activities that supports the work of field structures as well as carry out activities in specific countries.

9. ILO is part of the UN System field presence and has actively participated in the inter-agency work at the country level, including One-UN and initial UN system work on the support to SDG. ILO works with Regional Organisations and other regional and country level partners in line with ILO mandate and purposes.

10. ILO's work through the field structure in providing services to constituents on a range of issues and through various modalities, from capacity guiding, support to participation in governance activities, including reporting requirements related to standards; ongoing technical, policy and strategic support; and detailed work and support through specific development cooperation activities. National Tripartite Steering Committees with various purposes and functions may exist in countries where ILO operates.

11. The planning and results framework for ILO's work at the country level is largely captured in Decent Work Programmes. At the global level the Programme and Budget Document provide the Office wide results framework. Regular Outcome Based Work Planning exercises integrate the activities at the field level with the global results framework. Regular Budget and extra-budgetary funding from donors, either through Regular Budget Supplementary Account (RBSA), earmarked country, regional or global funding, or in some cases, outcome based funding is used to support activities in the field.
12. ILO has in recent years intensified the efforts to further decentralise and strengthening the first line of support through the field structure. This has covered to various degrees programming, finance, resource mobilisation, administration and human resources, through for instance a mobility policy. A Business Process Review has been initiated at HQ to identify streamlining and efficiencies in the operations of ILO and is now being rolled out to the field.
13. In 2013, ILO launched seven Centenary Initiatives (The governance initiative; the standards initiative; the green initiative; the enterprises initiative; the end to poverty initiative; the women at work initiative and the future at work initiative as the centrepiece of the ILO's centenary. These were launched in order for ILO to be able to advance its mandate for social justice and with pivotal importance for the continuing process of reform in the ILO. The ILO Centenary Initiatives (in particular the Future of Work Initiative) and the 2016 resolution on Advancing Social Justice through Decent Work, the 2030 Agenda, and the ILO's reform agenda have or are setting the scene for ILO's future mandate. It is in this context the evaluation of the field structure needs to be seen as well to establish whether it "fit for purpose" for the upcoming challenges.
14. Given the wide range of services provided through the Field Structure and the number of guiding documents and frameworks, a challenge will be to identify the key purposes and functions of the field structure and the expected outcomes to review.

Reviews of ILO's Field structure

15. The extent to which its field structure is relevant, effective, and efficient has been a concern for the ILO throughout its history and, especially, in the last two decades. A reorganization of the field structure took place in 2003 (circular 236). In November 2006, the Governing Body considered a strategy for continuous improvement of results-based management in the ILO (GB.297/PFA/1/1). This strategy included proposals to conduct a review of the ILO field structure.
16. In November 2006 the then Director-General stated: "The fundamental question guiding such a review is: 'How can we best deliver high-quality and effective services to constituents in countries and regions?' This will require us to look at the organization and methods of work – technical and administrative – in field offices and at headquarters, including the Turin Centre. And within the framework of UN reform." (GB.297/11/1(Rev.)). The Governing Body approved in a subsequent session a review that had been conducted in the period of 2007-2008 and presented to the March 2008 session of the GB (GB.301/PFA/4).
17. In April 2013 when the current Director-General took office a field review as part the reform process, was conducted by a team of ILO professionals between 2013 and 2014 ([recent reviews of the field structure](#)). The review's aim was to identify and develop proposals for effective and efficient field structures that strengthen ILO presence and enable the Office to provide quality services to constituents, as well as to improve cooperation between Headquarters and field units to ensure that the Office acts as "One ILO" with improved in-country work.
18. The high-level institutional [evaluation on ILO's technical cooperation work](#) carried out in 2015 led to a number of identified follow-up actions relevant for the field structure and are under current implementation.

Purpose, Scope, and Clients

19. The ILO Declaration on Social Justice for a Fair Globalization adopted in June 2008 (the 2008 Declaration) identified technical cooperation and other country level support as a means of action for realization of fair globalization based on Decent Work as well as for implementation of the Decent Work Agenda at the country level. By strengthening and streamlining ILO's Field Structure, progress towards all the strategic objectives reflected in the 2010-15 Strategic Policy Framework (SPF) is expected to be achieved on a tripartite basis through Decent Work Country Programmes (DWCPs) as well as within the framework of the UN system. Further, the institutional capacity of constituents is to be increased to facilitate meaningful and coherent social policy and sustainable development.
20. These principles are reflected in the various dimensions of the current field structure. Based on a mapping of the policy and strategic framework guiding the field structure with identification of intended purpose and objectives, the high-level evaluation will focus on the relevance, coherence, effectiveness and contribution of the existing field structure and its supporting mechanisms. The rationale of the evaluation is to strengthen the capacity of the Office as a whole to respond to the needs of its constituents.
21. The evaluation will be forward looking in assessing the "fit for purpose" of the field structure, in view of the Decent Work Agenda in particular but also to a degree the 2030 Agenda and ongoing reform in the UN development system in view of the SDGs.
22. The evaluation will address key current issues and concerns of the Organisation from an evaluative perspective based on the objectives and functions of the ILO field structure. Suitable recommendations for enhancing the relevance and effectiveness of the organisational structures and process in ILO will be made. These recommendations should be forward-looking, focusing on ways to improve and enhance the ILO's field structure, delivery and implementation, and aiming at achieving realistic added value to the ILO's objectives as laid out in the 2010-15 SPF, Programme and Budget documents, and in Decent Work Country Programmes. Regional perspectives and dimensions in this respect will be explored as well.
23. This evaluation will focus mainly on determining how ILO's Field Structure has function and how this has contributed to decent work achievements called for in the ILO's Strategic Policy Framework (SPF) 2010-15, using the relevant guiding policy and strategies related to ILO's Field Structure, focusing on relevant technical and management departments, as well as field offices responsible for its implementation as a starting point.
24. The evaluation will cover 2010 to 2016, with a particular focus on developments since the latest review of the field structure but will also be formative in nature and look forward to the "fit for purpose" of the field structure.
25. As part of the initial scoping exercise, the evaluation inception report will address the variety of definitions for terms and concepts used in ILO related to field structure for the purpose, including technical cooperation, technical assistance, technical advisory services, as well as the new concept of development cooperation.
26. The evaluation will review relevant dimensions of the field structure, including in the context of the contribution these currently make or potentially could make to ILO's results-based programming framework - including mechanisms to correct underfunding of certain outcomes. To this end, the evaluation is expected to review the systems and processes⁴⁰ in place for mobilization and allocation

⁴⁰ Traditional Technical Cooperation mechanisms as well as newer modalities such as (Regular Budget Supplementary Allocation - RBSA; Outcome Based Funding- OBF, ILO's Public-Private Partnerships and South-South and Triangular Cooperation Programmes etc..)

of resources and TC implementation and provide recommendations to optimize both. The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. Other key stakeholders include the Director General and members of the Senior Management Team at Headquarters, as well as Directors and staff of field offices working in the field structure. It should also serve as a source of information for ILO donors, partners and policy makers.

Suggested Key Evaluation Questions

26. Given the potential expansive scope and focus of such an evaluation and to ensure it addresses key current issues and concerns of the Organisation from an evaluative perspective, the evaluation will start with a scoping exercise with stakeholder consultation that will identify the specific evaluation questions.
27. These will be centred on (i) relevance in fit for purpose (ii) coherence and validity of the field structure set-up (iii) effectiveness and efficiency, and (v) impact, sustainability and role of ILO's Field Structure.
28. The following are some initial proposed evaluation questions that the evaluation could seek to address:

Assessment Criteria	Questions to be addressed
Relevance and fit for purpose of the field structure	<ul style="list-style-type: none"> • To what extent does the ILO's Field Structure reflect the established priorities and outcomes of the 2008 Declaration on Social Justice and subsequent 2016 declaration? • How well does the ILO's Field Structure 2010-15 align with the ILO's SPF 2010-15, Transitional Strategy 2016-17, Strategic Plan 2018-21, related P&Bs and DWCPs as well as UN global (SDGs) and country strategies (SDGs, UNDAFs)? • What means are there to ensure continuing relevance vis-à-vis changing needs and new developments?
Coherence & Validity of Field Structure set-up	<ul style="list-style-type: none"> • What are the baseline conditions for the ILO's Field Structure 2010-16? • Are the intended objectives and outcomes of the ILO's Field Structure properly responding to the perceived needs and situation globally and on the ground and how are these needs identified? • Is the ILO Field Structure set-up logical and realistic? Will it support the objectives and outcomes of the ILO's strategy programme framework, strategic plans and related strategies and policies? Does it support the priorities, objectives and the principal means of action for achieving Decent Work outcomes within the PB and SPF framework? • Is there coherence between the different elements of the FS – strategies, programming, resource allocation, human resources, administrative and financial procedures and other relevant organizational, administrative, and managerial aspects key for the FS? • Are there appropriate and useful set of indicators to effectively assess the results, relevance and outcomes of the ILO Field Structure? Can these indicators be measurable and traceable? Can these indicators be comparable to those that aim to measure similar outcomes within the UN system?
Effectiveness	<ul style="list-style-type: none"> • What results have been achieved and/or what progress has been made in assuring the ILO's Field Structure contributes towards the Decent Work outcomes within the PB and SPF framework during the review period? • How has the ILO's Field Structure worked to support successfully the full project cycle of technical cooperation and contribute to continued resource mobilization? • Are the roles and responsibilities of ILO officials responsible for the ILOs Field Structure clearly defined? • How is the FS coordinated within the Office and with other intergovernmental bodies? Has FS supported cooperation with other UN organizations? Are there any differences noticeable on these aspects between specific levels and nature of FS? • Is the FS supporting ILOs' result-based framework at all levels? • Given recent reviews, reform and changes of the FS in recent year, can any issue, component or action from these be attributed to the various dimensions of the effectiveness of the field structure?

Assessment Criteria	Questions to be addressed
Efficiency	<ul style="list-style-type: none"> • Are resources for the FS being used in the most efficient manner? How economically are resources and inputs (funds, expertise, time, etc.) converted to results? Have resources been allocated strategically to make most use of the FS in line with priorities and focus? Do the results of the work of the FS justify the costs? • What time and cost efficiency measures could be introduced without impeding the functioning of the FS? • How have the organizational (field structure), administrative, and managerial set-up supported the achievements at the field, in particular of TC activities? Are there any differences noticeable depending on specific levels and nature of FS in a given country? What are the mechanisms in place for tracking the resource allocations and expenditures for the FS? Do they provide a sound basis for monitoring the related expenditure?
Impact & Sustainability	<ul style="list-style-type: none"> • Can any observed changes and results be causally linked to the role of the FS? Did the changes result from an appropriate FS? Are there impact assessments that can support attribution of results to the nature and support of FS? And if not, what other evidence is there? • What are the tripartite constituents' perceived benefits from the FS activities and support (differentiated by groups)? • Is it likely that the work and support of the FS are durable and can be maintained and/or adjusted in response to changing context? Are there any differences noticeable depending on specific levels and nature of FS in a given country? • What actions and conditions are required for achieving broader, long-term outcome and impact of the Field Structure?
Others	<ul style="list-style-type: none"> • How have the issues identified in past reviews of the FS been addressed in reforms, changes and action in the FS? • Can any contextual factors and pre-conditions be identified that will be core to continued assessment of fit-for-purpose of the FS? • What are the key issues and recommendations for ILO to consider in any future review and possible adjustment of the field structure?

Methodology and Approach

29. This evaluation will be based upon the ILO's evaluation policy and procedures which adhere to international standards and best practices, articulated in the OECD/DAC Principles and the Norms and Standards for Evaluation in the United Nations System approved by the United Nations Evaluation Group (UNEG) in April 2005. More specifically the evaluation will be conducted in accordance with Eval Protocol No 1: High-level Evaluation Protocol for Strategy and Policy Evaluations.
30. An independent external evaluation team, headed by a senior consultant/evaluation expert with relevant expertise and standing in the evaluation community, and preferably documented knowledge of ILO, will work with EVAL to carry out a scoping exercise to identify the key scope and focus of the evaluation, through preparing a proposed evaluation framework with purpose, scope, possible evaluation questions and outline of methodology including proposed sampling frame and possible stakeholders. The inception report and evaluation framework will include a reconstructed results framework for the Field Structure, possibly including a Theory of Change.
31. The scoping will be based on a review of literature and examples of evaluations and reviews of field structures for similar organisations; review of field structure in ILO and relevant past review in ILO, definition of scoping questions and processes and carrying out the scoping process. Relevant consultations with internal and external stakeholders is foreseen, including through visits at Geneva HQ, interview by telephone and Skype.
32. The evaluation is expected to be a global institutional evaluation with strong evidence and examples from field studies. Key deliverables will be an inception report, field visits and data collection, draft and final report, and summary presentation.
33. The evaluation team is encouraged to look at the methodologies used by other independent evaluations of field structures or operational set-ups of other UN Agencies, but should develop its own approach -based on the core norms and standards of the United Nations Evaluation Group (UNEG) - to reflect the particularities of ILO's technical cooperation system including: its tripartite governance structure, its Decent Work Agenda, its membership of the United Nations Development Group

(UNDG) and the context of the Agenda 2030. In drawing conclusions and recommendations, the evaluation team is also expected to review as relevant the comparable results of the Field Structure set-up of peer UN organizations as potential benchmark

34. The gender dimension should be considered as a cross-cutting concern throughout the methodology, deliverables and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender-related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.
35. The details of the methodology will be elaborated by the selected team of evaluators on the basis of the Terms of Reference (TORs) and documented in their proposal and their inception report, which are subject to EVAL's approval. It is expected that the evaluation team will apply mixed methods which draw on both quantitative and qualitative evidence and involve multiple means of analysis.
36. These include but are not limited to:
 - Desk review of relevant documents, including evaluation reports, ILO strategic and programming documents, the ILO's field operations and structure review and its implementation plan, reports and meta-studies on funds and programs, technical cooperation, capacity development, etc.;
 - Reviewing of the FS set-up of peer UN organizations including WHO and FAO;
 - Reviewing evidence of follow up to relevant evaluation recommendations and use of lessons learned by ILO management;
 - Interviewing key stakeholders which should reflect a diversity of backgrounds inside the Office, according to sector, technical unit, regions and country situations, and representing both providers and recipients of ILO's Field Structure;
 - Interviewing stakeholders outside the Office, including Governing Body members, tripartite partners, members of multilateral and bilateral partners;
 - Conducting online surveys and other methodologies to obtain feedback and/or information from constituents and other key stakeholders; and
 - Field visits to five regional offices and up to 10 additional field locations as part of further develop country case studies reflecting a sample of typical typologies for field structures from regional office present to DWT to country office to sizeable development cooperation present but no ILO office to presence through national coordination's or to no presence at all.
37. Additional criteria may be added by the evaluation team. The inception report should present a detailed evaluation approach and a range of methodologies. Key questions to take into account when developing an evaluation approach for the proposal are provided above.

Summary rating

38. A summary rating shall be expressed by the independent evaluation team at the end of the six evaluation criteria and the respective questions agreed on in the inception report based on the questions above⁴¹. The evaluation shall use a six point scale ranging from "highly satisfactory," "satisfactory," "somewhat satisfactory," "somewhat unsatisfactory," "unsatisfactory," and "highly unsatisfactory."

⁴¹ Independent evaluations in the ILO are conducted by independent and external evaluators. The final project ratings are produced by these external evaluators as an outcome of the evaluation process. These ratings are based on actual programme data, interaction with beneficiaries and stakeholders as well as on project performance documents (which include self-assessed ratings).

Highly satisfactory	When the findings related to the evaluation criterion show that ILO performance related to criterion has produced outcomes which go beyond expectation, expressed specific comparative advantages and added value, produced best practices
Satisfactory	When the findings related to the evaluation criterion show that the objectives have been mostly attained and the expected level of performance can be considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself
Somewhat satisfactory	When the findings related to the evaluation criterion show that the objectives have been partially attained and there that expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and of the ILO itself
Somewhat unsatisfactory	When the findings related to the evaluation criterion show that the objectives have been partially attained and the level of performance show minor shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries
Unsatisfactory	When the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance show major shortcoming and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries
Highly unsatisfactory	When the findings related to the evaluation criterion show that expected results have not been attained, and there have been important shortcomings, and the resources have not been utilized effectively and/or efficiently

Main Outputs/Deliverables/Timeframe

39. The proposed time frame for this evaluation is from February 2017 to August 2017 in accordance with the following tentative schedule:

Tentative Schedule: Institutional Evaluation of ILO's Field Structure			
Dates	Tasks	Responsible	Outputs/ Deliverable
<i>Part I: Preparation, Initial desk review and Scoping</i>			
Nov. 2016 to Feb. 2017	Concept note; initial consultation and information to key stakeholders; drafting of tors; selection of Evaluation team; contracting of team	EVAL	Concept note; tors; Call for Expression of Interest; selection through rating; contract
27 Feb to 3 March 2017	Initial desk review	Team - team leader at minimum	
In period 6 to 23 March 2017	Scoping visit to Geneva for minimum team leader but one other team member as needed - would also allow for consultation with constituents members of ILO Governing Body which is meeting in the period	Team leader and one other;	Initial brief scoping report
<i>Part II: Evaluation - final scoping, field visits, data collection and report writing</i>			
Second half March 2017	Second half of March: Inception report and evaluation framework	As decided by team	Inception Report
April 2017 with parallel visits; first half of May possible as well	Consultation and interviews in Geneva and in the five regional office locations, with up to 10 visits to countries in the region; field visits to be concurrent by members of the team covering both English, French and Spanish	Full team as allocated within team; provisions for one member per region	Country case study notes

Tentative Schedule: Institutional Evaluation of ILO's Field Structure			
June 2017	Preparation of initial draft	As decided by team	First full draft
	(possibility of one visit to Geneva by at minimum team leader but team members as considered essential for finalising the draft)		
First half of July 2017	Review of first draft and comments by key stakeholders		Consolidated comments (by EVAL)
Second half of July 2017	Preparation of second draft (Executive Summary priority to serve as basis for GB Summary Paper)		
	Possibility of one visit to Geneva by team leader)		
Part III: Presentation and finalisation of report			
First half of August 2017	First half of August: Presentation of second draft to key stakeholders in Geneva by team leader; adjustment of second draft	Team leader as invited guest	Power point presentation of key points
Second half of August 2017	Final adjustment of second and final draft;	Team leader	Final version ready for editing
	(possible input to GB summary paper to be prepared by the ILO)		
Sep./Oct. 2017	Editing and printing of final report	EVAL	Final version printed and on posted on-line; Quick Facts, PowerPoint Presentation and possibly short video produced

Management and Responsibilities

40. EVAL will take the lead role for funding, tendering, contracting, and implementation management. The Director of the EVAL will oversee the evaluation process and participate together with selected officials of EVAL as members of the coordinating team. A Senior Evaluation Officer will serve as the evaluation task manager. Relevant guidelines and protocols for the evaluation will be provided by EVAL as part of ILO Policy Guidelines on Evaluation.
41. The leading external evaluator will provide technical leadership and is responsible for ensuring the team:
 - Drafting the inception report, producing the draft reports and presenting a final report;
 - Providing any technical and methodological advice necessary for this evaluation within the team;
 - Ensuring the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases.
 - Managing the external evaluation team, ensuring the evaluation is conducted as per TORs, including following ILO EVAL guidelines, methodology and formatting requirements; and
 - Producing reliable, triangulated findings that are linked to the evaluation questions and presenting useful and insightful conclusions and recommendations according to international standards.
42. EVAL will provide support to the evaluation team by providing documentation support and facilitate access to information, key informants and other sources relevant for the evaluation. Such support include identification of similar type of evaluations, list of key stakeholders, list and abstracts

of key documents and guidance on relevant field structure related documents. EVAL has done previous work on a possible results framework that can be the basis for the updated results framework for this evaluation.

Quality assurance

43. The lead evaluator will be required to ensure the quality of data (validity, reliability, consistency and accuracy) throughout the analytical and reporting phases. It is expected that the report shall be written in an evidence-based manner such that all observations, conclusions, recommendations, etc., are supported by evidence and analysis.
44. The ILO senior evaluation officer will provide overall quality assurance on all key outputs.

Qualifications of the Evaluators

45. This evaluation includes a broad range of questions and will require a range of skills within but also beyond labour issues, development cooperation and organisational reviews. This evaluation will be managed by EVAL and conducted by a team of independent and external evaluators with the following competency mix:
 - Prior knowledge of the ILO's roles and activities, and solid understanding of field structures of normative, standard setting multi-lateral organisations and an organisation with strong international development cooperation and funding (essential);
 - Demonstrated executive-level management experience in reviewing and advising complex organizational structures, preferably in the field of labour issues and/or technical cooperation;
 - At least 10 years' experience in evaluation policies, strategies, country programmes, organizational structures and effectiveness; organisational reviews
 - At least 7 years working experience in or with the evaluation function of national and international organizations and a full understanding of the UN evaluation norms and standards;
 - At least 7 years' experience in result-based management and UN reform;
 - Proven experience in the design of monitoring and evaluation systems for decision-making;
 - No relevant bias related to ILO, or work experience with ILO in the last five ten years; and
 - Fluency in English, spoken and written (essential); knowledge of another ILO official language (French and Spanish) is required for field visits.
46. All team members should have proven ability to work with others in the development and timely delivery of high-quality deliverables.
47. The organisation of the work will be specified and explained clearly in a detailed timeline as part of the inception report.

Selection of Team

48. Based on a call for expression of interest with a short proposal, a shortlist was established using rating criteria as per above requirements. A further more detailed proposal was obtained from the shortlisted candidates, further rating done and a final selection was done. In doing, EVAL allocated greater importance to technical factors including the design and methods proposed than to cost factors. Proposals were assessed in terms of best value to the ILO, with price and other factors considered.

Evaluator's Code of Conduct and Ethical Considerations

49. The ILO Code of Conduct for independent evaluators applies to all evaluation team members. The principles behind the Code of Conduct are fully consistent with the Standards of Conduct for the International Civil Service to which all UN staff is bound. UN staff is also subject to any UNEG member specific staff rules and procedures for the procurement of services. The selected team members shall sign and return a copy of the code of conduct with their contract.

Strategy for Evaluation Use

50. Efforts will be made to keep relevant identified entities in the ILO both at HQ, the regions and in the field informed about the major steps of the evaluation process. A particular partner will be the Field Operations and Partnership Portfolio and the Partnerships and Field Support Department. Key outputs will be circulated for comments.
51. The following products are expected to enhance the use of the evaluation findings and conclusions by developing different products for different audiences:
- GB executive summary document for the GB 2017 discussion
 - The full report available in limited hard copy and electronically available on the EVAL website and
 - Key findings or table of contents presented with hyperlinks for readers to read sections of the report.
 - USB keys with e-copy of the report for dissemination to partners.
 - A PowerPoint presentation or visual summary of the report will be prepared for EVALs website and for presentations on the evaluation.
 - EVAL Quick Facts on the HLE to be prepared. A short video on the key findings

ANNEX II. STAKEHOLDERS CONSULTED IN FIELD AND HEADQUARTERS VISITS

Region	Country	Type of Stakeholder	Female	Total
Africa			45	104
	Abidjan		5	12
		ILO Country Office	3	7
		Governments	1	1
		UN Country Team		1
		ILO Regional Office	1	2
		Workers		1
	Nairobi		7	12
		ILO Country Office	3	4
		Donors	1	1
		Employers	1	2
		Governments		3
		UN Country Team	1	1
		Workers	1	1
	Pretoria		22	49
		ILO Country Office	4	6
		Donors	1	1
		ILO Decent Work Team	4	9
		Employers	1	1
		Governments	5	13
		Workers	5	9
		Regional Office	1	5
		ILO Regional Office	1	5
	Yaounde		11	31
		ILO Country Office	5	16
		Donors	1	2
		ILO Decent Work Team	1	1
		Governments	3	6
		UN Country Team	1	4
		Workers		2

Region	Country	Type of Stakeholder	Female	Total
Americas			13	42
	Lima		9	27
		ILO Country Office	2	4
		Donors	1	1
		ILO Decent Work Team	1	7
		Employers		2
		Governments		2
		ILO Regional Office	2	2
		UN Country Team	1	2
		ILO Regional Office	2	4
		Workers		3
	Managua		4	15
		Employers		2
		Governments	1	2
		ILO Regional Office	2	2
		UN Country Team	1	1
		Workers		8
Asia and the pacific			22	96
	New Delhi		11	55
		Employers	1	6
		Community organizations	6	18
		ILO staff		23
		Governments	1	3
		Workers	2	4
		UN staff	1	1
	Dili			20
		Employers		3
		ILO staff		6
		Governments		7
		UN staff		2
		CO, Jakarta		2
	Bangkok		11	21
		DWT	2	4
		RO	7	14
		UN staff	2	3
Arab States			8	26
	Beirut, Lebanon		6	13
		RO/DWT	6	10
		Government	0	2
		Employers	0	1

Region	Country	Type of Stakeholder	Female	Total
	Amman, Jordan		2	13
		Country Coordinator	0	1
		Project staff	2	4
		UNRC	0	1
		Employers	0	2
		Workers	0	4
		Donor - Germany	0	1
Europe			29	53
	Geneva, Switzerland		1	10
		RO	1	4
		HQ	0	6
	Budapest, Hungary		16	23
		DWT	15	20
		NCs (Skype)	1	3
	Chisinau, Moldova		12	20
		NC	1	1
		Project assistant	1	1
		Government	5	9
		Workers	2	4
		Employers	1	3
		Donor - EU	1	1
		UNRC	1	1
TOTAL			117	321
Percent			36.5%	
Headquarters	Geneva			
		Management and Reform	1	7
		Office of the Director-General	2	3
		Field Operations		6
		Programme/Technical Departments	6	14
TOTAL			9	30
Percent			30%	
GRAND TOTAL			126	351
Percent			36%	