International Labour Organization | **Evaluation Office**

▶ # High-level evaluation of the ILO's strategies and approaches for the development and use of labour statistics for promoting decent work and social justice, 2018-23

Evaluation period: 2018-23

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Printed in Switzerland

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ABBREVIATIONS AND ACRONYMS

ADLSA	Administrative Development and Labour Support Authority
AI	Artificial Intelligence
AU	African Union
ACTEMP	Bureau for Employers' Activities
ACTRAV	Bureau for Workers' Activities
BBS	Bangladesh Bureau of Statistics
BRMM	Better Regional Migration Management
CARICOM	The Caribbean Community
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CEA	Statistical Conference of the Americas
CINTERFOR	Inter-American Centre for Knowledge Development in Vocational Training
CMI	Census of Manufacturing Industries
CO	Country Offices
CPO	Country Program Outcome
DANE	National Administrative Department of Statistics, Colombia
DAC	Development Assistance Committee
DCS	Department of Census and Statistics, Sri Lanka
DDG	Deputy Director General
DPA	Data Production and Analysis
DSTE	Directorate of Labour Statistics and Studies, Senegal
DW	Decent Work
DWCPs	Decent Work Country Programmes
DWs	Domestic Workers
DWT	Decent Work Team
ECLAC	Economic Commission for Latin America and the Caribbean
EC	European Commission
ECOP	Employers Confederation of the Philippines
ECOWAS	Economic Community of West Africa States
EESE	Enabling Environment for Sustainable Enterprises
ETF	European Training Foundation
EVAL	Evaluation Office
FAO	Food and Agriculture Organization
FUNDAMENTALS	Fundamental Principles and Rights at Work Unit
GB	Governing Body
GCM	Global Compact for Migration
GSO	General Statistics Office
HIES	Household income and expenditure surveys

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HBW	Home Based Workers
HIV	Human Immunodeficiency Virus.
HLE	High Level Evaluation
ILO	International Labour Organization
ICLS	International Conference of Labour Statisticians
ICSE	International Classification of Status in Employment
ICSaW	International Classification of Status at Work
ILC	International Labour Conference
ILMS	International Labour Migration Statistics
ILS	International Labour Standards
INFOTEP	National Institute of Vocational Technical Training, Dominican Republic
ISWGNA	Inter-secretariat Working Group on National Accounts
ISCO	International Standard Classification of Occupations
ITC-ILO	International Training Centre of the ILO
JCC	Jobs Creation Commission, Ethiopia
KMS	Knowledge Management Solutions
KOSTAT	Statistics Korea
KPK	Khyber PakhtunKhwa
LAC	Latin America and Caribbean
LABADMIN/OSH	Labour Administration, Labour Inspection and Occupational Safety and Health Branch
LMIS	Labour Market Information Systems
MDGs	Millennium Development Goals
MEF	Ministry of Economy and Finance, Mozambique
MFL	Flow statistics related to international migrant workers
MICS	Multiple Indicator Cluster Surveys
MKMU	Microdata and Knowledge Management
MLSS	Ministry of Labour and Social Security, Zambia
MoEWOE	Ministry of Expatriate Welfare and Overseas Employment, Bangladesh
MOPHRD	Ministry of Overseas Pakistanis and Human Resource Department
MoU	Memorandum of Understanding
MPI	Ministry of Planning and Investment, Viet Nam
MOLISA	Ministry of Labour, Invalids and Social Affairs, Viet Nam
MS	Member States
MST	Stock of international migrant workers
MTDSRI	Ministry of Labour, Social Dialogue and Relations with Institutions, Senegal
NAPSA	National Pension Scheme Authority, Zambia
NDLMO	National Directorate for Labour Market Observation, Mozambique
NEET	Not in employment, education, or training
OECD	Organization for Economic Co-operation and Development
PAGE	Partnership for Action on Green Economy
PBS	Pakistan Bureau of Statistics

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PDNA	Post Disaster Needs Assessment
P&B	Programme and Budget
PIR	Programme Implementation Report
RB	Regular Budget
RBSA	Regular Budget Supplementary Account
RBTC	Regular Budget Technical Cooperation
RMSS	Rights, Migration, and Skills Statistics
SADC	Southern African Development Community
SDG	Sustainable Development Goals
SDMX	Statistical Data and Metadata eXchange
SDA	Sustainable Development Agenda
SIMEL	El Sistema de Información del Mercado Laboral
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SIS	Social Insurance System
SPC	The Pacific Community
SP	Social Protection
SSM	Statistical Standards and Methods
SSI	Social Security Inquiry
STATISTICS	Department of Statistics
StaRS	Statistics Reporting System
STED	Skills for trade and Economic Diversification
TURKSTAT	Turkish Statistical Institution
ToC	Theory of Change
ToRs	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UN SNA	United Nations System of National Accounts
UNSDCF	United Nations Sustainable Development Cooperation Frameworks
UNEG	United Nations Evaluation Group
UNV	United Nations Volunteers
USDOL	United States Department of Labour
VCCI	Vietnam Chamber of Commerce and Industry
VGCL	Vietnam General Confederation of Labour
WEF	World Economic Forum.
WIEGO	Women in Informal Employment: Globalizing and Organizing
WHO	World Health Organization
WESO	World Employment and Social Outlook
WORKQUALITY	Conditions of Work and Equality Department
WURQ	Unified Registry of Work-Related Injuries in Qatar

▶ ACKNOWLEDGEMENTS

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▶ Executive Summary

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▶ # 1. EXECUTIVE SUMMARY

The High-level evaluation (HLE) reviewed the Office's efforts towards development and support to labour statistics in 2018–23, focusing on the entirety of statistical function of the ILO delivered through the Department of Statistics (STATISTICS) and various policy departments. The HLE was conducted using data from various sources: a synthesis review of 33 project evaluations on statistics; a review of ILO documentation; interviews with ILO staff, constituents, funding partners, the UN and other partners; seven case studies (four in-depth country-based, one desk-based, and two thematic); and surveys of ILO staff, constituents, and partners.[1]

KEY FINDINGS BY EVALUATION CRITERIA

Relevance

KEY FINDING 1

The ILO enjoys strategic dominance in labour statistics that is recognized by its constituents and global, regional and national stakeholders alike. Its statistical work demonstrates strong alignment with global frameworks and is recognized as a means of advancing social justice through the ILO-led Global Coalition for Social Justice. Governments (notably national statistical offices (NSOs) and ministries of labour), UN agencies, international financial institutions and research institutions are the most prolific users of ILO statistics.

KEY FINDING 2

Limited resources lead the ILO to prioritize promoting the adoption of International Conference of Labour Statisticians (ICLS) standards by NSOs for the availability of high-quality, relevant and harmonized statistical data.

KEY FINDING 3

Statistics produced by the ILO are at the aggregate level, including on Sustainable Development Goals (SDGs), and are used to support policy decisions through country, regional and global comparisons. However, they are less pertinent to the everyday challenges encountered by workers' and employers' organizations.

The ILO's work on labour statistics includes: (a) standard-setting; (b) collection, analysis and dissemination of data; (c) technical support[2]; and (d) capacity-building. Statistical standards are based on definitions from ILO Conventions and Recommendations adopted by the International Labour Conference. Demand for services and support by constituents and other stakeholders is gathered through the consultative process for the development of statistical standards, through participation in the ICLS and by evaluating country-level policy needs.

The ILO's statistical work supports reporting on 14 SDG indicators as custodian or co-custodian entities. International development organizations with global and regional presence (such as the World Bank, the United Nations Children's Fund (UNICEF) and the African Union) rely on the ILO as a key resource of labour statistics to support their respective mandates and facilitate SDG reporting.

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1 Case studies included Pakistan, Paraguay, Senegal and Viet Nam (in-depth country-focused); Mozambique (desk-based); the ILO's Statistical Work on Informal Economy; and the ILO's Partnerships to Promote Labour Statistics (thematic). A total of 185 respondents (58 per cent men, 42 per cent women) were interviewed, while 28 per cent of staff, 25 per cent of constituents and 32 per cent of partners from the total sample completed the survey.
2 Pertaining to data collection and analysis based on agreed statistical standards, for example, a review of survey methodology.

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The ILO supports NSOs and ministries of labour in collecting, analyzing and reporting on labour statistics in accordance with internationally recognized ICLS standards. Support to employers' and workers' organizations is provided as demand-based diagnostic surveys and research at country level. Constituents reported limited utility of the flagship reports for national-level policymaking, and instead rely more on ILO-supported national-level data. Challenges frequently reported include the use of the technical language of international labour Conventions, and the lack of translation into local languages.

The ILO promoted the visibility of women, young people and people with disabilities through statistical standard-setting, increased data availability and support to sectors with disproportionate representation of these groups. A just transition towards environmental sustainability features less prominently.

Coherence

KEY FINDING 4

The ILO's statistical activities are in line with ICLS resolutions, and strategy and policy frameworks. However, these documents do not serve as comprehensive support frameworks, notably for regional implementation.

KEY FINDING 5

STATISTICS leads the statistical work at the ILO and supports policy departments across the Organization through enabling outcome A. Since 2020, STATISTICS has spent approximately 30 per cent of its working hours on work for other policy outcomes.[3] Some policy departments also collect and analyze statistics. The integration of staff with statistical capacities in policy departments enhances coherence between data generation and policymaking.

KEY FINDING 6

The ILO's statistical work overwhelmingly focuses on promoting the adoption of the ICLS resolutions through labour force surveys, with limited support for administrative and establishment data. The measurement of digital platform, employment and care work will require further efforts across regions in the short term.

The ILO's statistical function supports normative work on international labour standards, setting operational statistical standards based on ILO Conventions and Recommendations, while also requiring Member States to collect and publish related statistics and data. Despite its unique value proposition, the broad mandate on labour statistics requires an overarching guiding framework. While existing strategic documents, such as the programme and budget and DWCPs, provide some direction, they are limited to guiding cohesive strategies with a long-term vision, notably at regional level.

STATISTICS at ILO headquarters, with support from regional statisticians, is responsible for delivering the ILO's statistical work. Data and analytics from STATISTICS are used by ILO policy departments. Across the three biennia, an estimated 72 per cent of the ILO's decent work results involving statistics were reported in various programme and budget outcomes (other than outcome A).

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3   Source: ILO's official Resource Tracking dashboard.

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The ILO's statistical function serves both as an enabling outcome and an integrated component of various policy areas, as reflected in the proportion of the total time spent by STATISTICS on directly supporting policy departments (31 per cent in 2020–23). While STATISTICS received support for delivering output A.1 in 2020–23, it was mostly from regional statisticians, with policy departments accounting for 5 per cent of the average time spent supporting output A.1.

Despite the significant progress made on labour force surveys, gaps remain in the collection of administrative and establishment survey data, leading to unmet demand of certain policy departments, such as the Sustainable Enterprises, Productivity and Just Transition Department (ENTERPRISES) and the Occupational Safety and Health and Working Environment Branch, as well as of ACTRAV and ACT/EMP. These departments use alternative data sources, such as the World Bank, which may not align with the ILO's mandate, and/or undertake additional data collection with some support from STATISTICS.

Despite the recognition for the use of big data approaches for skills needs and mismatches under output 5.1 (2020–23), only two country programme outcomes entailed support in this domain. Digital platform work is an emerging area for labour statistics, which so far was addressed in the Latin America and the Caribbean region by measuring digital platform employment.

Effectiveness

KEY FINDING 7

Work on producing labour statistics has undergone substantial transformation since 2018, resulting in improved data quality and availability. By 2023, none of the SDG indicators under the ILO's custodianship remained classified as Tier III indicators. [4]

KEY FINDING 8

Despite various challenges in transitioning to the 19th ICLS, data availability using these standards in just over half of the Member States represents significant progress. Policy areas where statistics made significant progress include social protection, labour migration, disability inclusion and informality.

KEY FINDING 9

During the period under review, the ILO exceeded P&B targets related to statistics by 83 per cent, likely due to a reduction in the number of targets. Specifically, the target for outcome A (output A.1) decreased by 54 per cent in 2020–21, and by an additional 50 per cent in 2022–23.

KEY FINDING 10

Capacity-building and support to data collection and analysis overwhelmingly supported NSOs, followed by ministries of labour.

Work on labour statistics is measured through enabling outcome A of the P&B results framework, which does not capture specific deliverables on labour statistics mentioned across policy outcomes.

To date, 51 Member States have ratified the Labour Statistics Convention, 1985 (No. 160) (figure 1). The ILO undertakes extensive advocacy and support to NSOs for the adoption of ICLS standards.

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4   Tier III indicators have neither a clear methodology nor regular data collection.

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Currently, 120 (64 per cent) and 16 (9 per cent) of the 187 Member States have either fully or partially adopted the 19th and 20th ICLS resolutions, respectively.
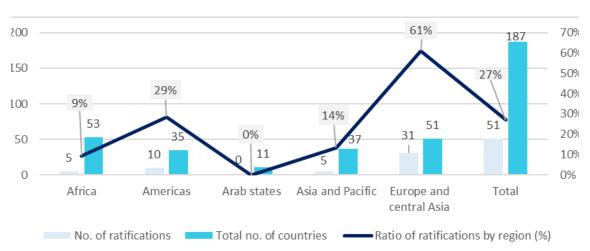
FIGURE 1. RATIFICATION OF CONVENTION NO. 160, BY REGION (2024)

Improvements in microdata processing, enhanced modelled estimates and consolidation of statistical data into ILOSTAT, among others, reduced the burden on NSOs, enhanced the quality and availability of harmonized data, and enabled ILOSTAT to be more responsive to policy areas such as labour migration and disability inclusion. Since 2023, 160 Member States have provided microdata to the ILO, increasing the number of indicators available by 233 per cent. However, microdata is published only under the International Standard Classification of Occupations (ISCO) classification at the 2-digit level for most countries, leading to ad hoc data requests from some policy departments under ISCO classifications of 3- and 4-digit levels.

The availability of microdata enabled the ILO to generate and disseminate harmonized regional and global estimates with greater country coverage on the informal economy, labour migration and forced labour.

The ILO is promoting Labour Market Information Systems (LMIS), and currently supporting 30 countries and 2 regional intergovernmental organizations in establishing LMIS. The majority (63 per cent) are based in Africa, followed by Latin America and the Caribbean (30 per cent), and two from the Arab States. None are represented in Asia and the Pacific or Europe and Central Asia.

Since 2018, the ILO has nearly doubled the coverage of Member States (+108 per cent) providing administrative data for the Social Security Inquiry (SSI), with data now available for 78 per cent of Member States. Administrative surveys on areas such as labour migration and occupational safety and health (OSH) faced data challenges due to limited reporting by countries caused by capacity and technical constraints.

Since 2018, the ILOSTAT portal saw a 313 per cent and 384 per cent increase in the number of sessions and users, respectively. However, both ILO staff and national stakeholders reported challenges in navigating the portal.

STATISTICS led in-person and virtual training for constituents jointly with ITC–ILO and regional bodies. Training mostly focuses on NSOs at the regional or global level, notably targeting employment, the informal economy, labour migration, skills, social protection and child labour. Statistics of cooperatives, green jobs and green employment, OSH, and industrial relations feature less frequently in capacity-building initiatives.

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Efficiency

KEY FINDING 11

The ILO's response to the demands and needs of constituents related to labour statistics is constrained by limited human and financial resources.

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KEY FINDING 12

Despite improvements, timely availability of data for certain policy areas (such as wages, labour migration, industrial relations, enterprises, or OSH) remains a concern. Capacity-building support is highly centralized.

Between 2020 and 2023, US$13.1 million was spent towards output A.1, representing .8 per cent of all ILO expenditures. 5 Global interventions represented the largest expenditure (37 per cent), followed by Latin America and the Caribbean (23 per cent), Arab States (15 per cent), and Asia and the Pacific (14 per cent). Africa (9 per cent) and Europe and Central Asia (2 per cent) represented the least expenditure. Extrabudgetary development cooperation resources (69 per cent) represented the largest expenditure source, followed by Regular Budget Technical Cooperation (21 per cent), and the Regular Budget Supplementary Account (10 per cent).

Regionally, seven statisticians across four regions provide hands-on support to country offices, constituents and partners. The absence of statistical capacities in country offices further overwhelms the regional statisticians. At headquarters, limited staff in STATISTICS provide adequate support to some policy areas, such as OSH, enterprises and green jobs.

While technical support is highly sought by ILO policy departments, UN agencies, international financial institutions and regional intergovernmental organizations, it is provided with limited resources and without an internal mechanism for cost-recovery of in-kind support. Particularly, a functional mechanism to link development cooperation projects to output A.1 is lacking.

Limited resources, strong focus of technical support on household-level surveys, spread of statistical standards across an increasing array of labour domains, and limited national capacities affect timely data availability. The ILO still utilizes the 13th ICLS standards to produce regional and global estimates for SDG indicators involving employment. Despite the use of add-on modules to LFS offers of flexibility and cost-effectiveness, their increasing frequency burdens NSOs.

Sustainability

KEY FINDING 13

The need for ILO support remains high, as it is the sole organization leading standard-setting, providing technical support for labour statistics, and supplying harmonized statistical data.

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KEY FINDING 14

The adoption of statistical standards, capacity-building and the provision of technical support at country level ensure sustainability. The ILO's statistical work facilitated evidence-based policymaking.

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5   Excluding Regular Budget resources.

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The ILO's capacity-building initiatives led to the strengthening of NSOs (followed by ministries of labour) in statistics production, collection and analysis. Its facilitation of inter-agency coordination through LMIS presents opportunities to contribute towards improvements in data collection practices of other government entities. However, the ILO lacks a cohesive and resourced roll-out plan for LMIS.

Partnerships with international and regional development agencies and initiatives – such as SDMX,[6] the World Bank and ECLAC[7] – facilitate broader outreach and potential impact, and present opportunities for sustainability through resource mobilization and upscaling.

Emerging impact

KEY FINDING 15

The ILO's actions positively impacted policymaking and capacity-strengthening. However, lack of strategies for comprehensive support to all constituents and human and financial resources at both the ILO and NSOs hinders impact in the context of evolving ICLS standards.
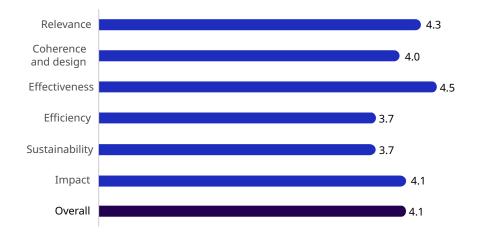
Data availability improvements resulted in the use of ILO labour statistics across various indices and reports, such as the United Nations Development Programme's Human Development Index, the World Bank's World Development Indicators, the World Economic Forum's Global Competitiveness Index, and the Organization for Economic Co-Operation and Development's Better Life Index. At national level, there were causal linkages between data generation and policymaking in various policy areas, such as informal economy, employment, social protection and child labour.

The ILO lacks resources to advocate for and technically support the ICLS standards being introduced, as this requires continued advocacy.

Interpretation and communication of statistics among governments, and employers' and workers' organizations for policymaking remain weak due to limited ILO support.

Overall assessment

FIGURE 2. OVERALL ASSESSMENT OF THE ILO'S STRATEGIES AND APPROACHES FOR THE DEVELOPMENT AND USE OF LABOUR STATISTICS, 2018-2023

Category	Score
Relevance	4.3
Coherence and design	4.0
Effectiveness	4.5
Efficiency	3.7
Sustainability	3.7
Impact	4.1
Overall	4.1

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

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6   Statistical Data and Metadata eXchange.
7   Economic Commission for Latin America and the Caribbean.

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Conclusions and lessons learned

The ILO is recognized as a key authority in labour statistics, predominantly used by governments and development agencies. Transformation since 2018 has enhanced data quality and availability, in alignment with SDG indicators. A significant lag remains between adopting and implementing statistical standards at national level.

The absence of a comprehensive formal strategic framework limits cohesive planning and implementation, notably at regional level, where demand-driven support prevails. A balanced approach to producing labour statistics utilizing multiple data sources – including the LFS, administrative records and establishment surveys – is crucial to ensuring data availability and addressing data gaps.

The ILO's statistical work supports several Conventions through support to policy areas. While ILO statistics are widely used for policy decisions at national and global levels, they are less pertinent to the everyday challenges encountered by workers' and employers' organizations.

Limited resource mobilization leads to overreliance on the already stretched regular budget resources, constraining the ILO's responsiveness to demands for and timely availability of statistical data.

RECOMMENDATIONS

Recommendation 1

The ILO needs to develop an Organization-wide strategy for the ILO's statistical function. Aimed at strengthening the coherence among the statistical work across policy outcomes, the strategy should support prioritizing activities to ensure a more comprehensive response to constituents' evolving needs, and integrate different data sources and changing concepts in the world of work, such as the platform economy. To enhance timely availability of data, the ILO should consider developing a framework to guide its approach to alternative data collection sources and analysis techniques – such as big data and machine learning – for example, for identifying and anticipating skills needs, updating ISCO-08, and measuring skills mismatches.

Responsible units	Priority	Time implication	Resource implication
▶ Deputy Director General (DDG): STATISTICS ▶ Corporate Services (ADG/CS): Strategic Programming and Management (PROGRAM)	(H)	Immediate and long-term	High

Office response: The Office will develop a strategy for strengthening labour statistics, aligned with the UN Secretary-General's Data Strategy, to support the implementation of the statistical activities throughout the Organization. Given increasing needs of constituents, prioritization is essential. STATISTICS proposes establishing a Statistical Data Coordination Group, led by the Chief Statistician, and involving relevant departments – both producers and users of statistical data. This group will assist in defining stages to develop the strategy, focusing on promoting regional coherence, establishing quality assurance mechanisms, supporting production and collection of statistical indicators, and addressing new domains and priorities identified by the ICLS. It will also address the major existing gaps and explore potential innovative solutions, presenting possible courses of action to address these gaps, subject to resource availability. The strategy will be presented to the ILO Governing Body in 2026.

Recommendation 2

Considering internal human and financial resource constraints in STATISTICS, and the high internal and external demand for technical support, the ILO needs to identify opportunities for internal cost recovery to ensure financial sustainability and resource optimization for STATISTICS. This could entail leveraging development cooperation projects to enhance internal capacities and sustain statistical support services. This approach will ensure the availability of dedicated resources for critical areas such as OSH, care work, enterprises and green jobs.

Responsible units	Priority	Time implication	Resource implication
▶ DDG: STATISTICS ▶ Corporate Services (ADG/CS): Financial Management (FINANCE) ▶ External and Corporate Relations (ADG/ECR): Multilateral Partnerships and Development Cooperation (PARTNERSHIPS)	(H)	Immediate and long-term	High

Office response: The Office will explore different options to tackle resource constraints for STATISTICS through cost recovery or cost-sharing of statistical activities with the regions and departments. It will identify ways of allocating adequate resources from concrete outputs across policy outcomes to strengthen statistical support in critical areas that are currently lacking, particularly in providing technical assistance to constituents at the country level. With the support of PARTNERSHIPS and FINANCE, special attention will be given to the development cooperation projects, ensuring that dedicated resources are explicitly included in work plans when statistical inputs are required. A statistical assessment of the various development cooperation projects is proposed to be implemented and included systematically in the design phase.

Recommendation 3

The ILO needs to enhance its resource mobilization strategy for labour statistics as limited Regular Budget resources is a major constraint, making it essential to mobilize additional resources to support constituents and stakeholders. Recent experience with partners like the Bill and Melinda Gates Foundation demonstrated donor interest in statistics. The ILO could implement dedicated resource mobilization drives to address such gaps by engaging with partners and strengthening partnerships through joint funding proposals, especially in policy areas of mutual interest.

Responsible units	Priority	Time implication	Resource implication
▶ DDG: STATISTICS ▶ ADG/ECR: PARTNERSHIPS	(H)	Immediate and long-term	High

Office response: While the Office acknowledges the need for a robust resource mobilization strategy for labour statistics, it recognizes that activities like standard setting and technical support should be funded through stable mechanisms independent of donor-driven orientation. Although development cooperation projects complement Regular Budget funds, many funding partners avoid financing core functions. Therefore, the Office emphasizes that while development cooperation supports the process, it should not be seen as an unlimited resource. To implement key ICLS resolutions effectively, securing sustainable funding would be beneficial, particularly to assist countries that are struggling. The Office will need to explore the possibility of establishing trust funds with potential funding partners, including through South–South cooperation, focusing on underfunded areas like the care economy, OSH and establishment surveys.

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Recommendation 4

To ensure ready accessibility, the ILO needs to decentralize statistical capacity-building to the country and/or subregional levels, including strengthening labour/statistics institutions for sustained impact. In addition, training programmes must be developed for users of ILO statistics – including ILO staff, constituents and other national stakeholders – to ensure utilization by broader audiences. The ILO should develop a communications strategy to ensure tailored information to audiences, especially at the country level. Furthermore, there is a need to improve user interface of ILOSTAT.

Responsible units	Priority	Time implication	Resource implication
▶ DDG: STATISTICS	Ⓗ▶	Immediate and long-term	Mediium

Office response: The Office has been organizing capacity-building activities in partnership with ITC–ILO in certain regions. However, there is a need to expand these activities to regions currently not covered, offering them in various languages and extending them to all ILO constituents to better communicate labour statistics. While activities could be intensified, they would require additional resources, which are currently unavailable. The Office is working on developing a training programme on labour statistics specific to the needs of social partners, and will assess the need for targeted courses for the other audience. It will explore the feasibility of developing self-administered online courses covering the basics of labour statistics. Communications will be improved through the enhancement of the ILOSTAT interface, and through blogs and statistical guides and manuals.

02

▶ Introduction

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▶ # 2. INTRODUCTION

The Evaluation Office (EVAL) of the International Labour Organization (ILO) conducted a High-Level Evaluation (HLE) of the ILO's Strategies and Approaches for the Development and Use of Labour Statistics for Promoting Decent Work and Social Justice, examining the period between 2018 and 2023. In November 2023, the Governing Body (GB) approved EVAL's rolling workplan which included an HLE on the ILO's strategies and approaches for the development and use of labour statistics for promoting Decent Work and Social Justice. HLEs are governance-level evaluations that aim to generate insights into organizational-level performance within the context of the ILO's results-based management system. As outlined in the Terms of Reference (ToRs), the evaluation report as well as the Office's response to its findings and recommendations will be discussed in the GB session in October-November 2024. A follow-up plan will be prepared by the Office and monitored during implementation.

The evaluation was implemented by a mixed evaluation team, comprising of Evaluation Officers at ILO Headquarters and a team of external evaluation experts from Cynosure with expertise in undertaking High-Level Evaluations (HLE), Labour Statistics, and International Labour Standards (ILS).[8]

PURPOSE AND SCOPE OF THE EVALUATION

The overarching purpose of the HLE is to provide insights into the ILO's strategies and actions for the development and use of labour statistics for promoting decent work and social justice between 2018 and 2023. Furthermore, the HLE also includes forward-looking considerations and provides findings, lessons learned, and emerging good practices for improved decision-making within the context of the next ILO Strategic Framework. The recommendations from the HLE cover various organizational levels in the ILO, including at global/HQ, regional, and country levels. Therefore, the HLE includes both **summative as well as formative approaches**. The primary objectives of this High-Level Evaluation are to:

▶ Provide an account to the Governing Body of the ILO's overall **performance in the production and use of labour statistics, in line with the strategy and key results** in the context of the ILO's Results-Based Management framework.

▶ Provide an opportunity to **learn what works well and what less well** in collecting, distributing, and using statistical information within the organization and by Member States.

▶ Explore the **efficiency gains** in the external and internal **coherence**, including synergies with strategic partners.

▶ Explore the work undertaken by the HQ and the field offices to **build capacity in statistical work** for constituents and national statistics bureaux.

▶ Explore how the **existing and new methodologies and services introduced by the Department of Statistics** (i.e., microdata, StaRS, modelling, nowcasting, and data on-demand) have affected or impacted **the efficiency, accessibility, timeliness, and accuracy** of data collection, production, and publication, between 2018 and 2023.

▶ Support the Office and the constituents in making **informed decisions** about the future directions on this area of work.

Overall, the scope of the current HLE was determined through an elaborate consultative process that entailed the examination of various statistical functions and activities within the ILO at the global, regional, and national levels. The HLE examined the ILO's statistical functions across the organization without limiting the scope to any particular department(s).

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8   The external Evaluation Team is comprised of Ms. Umm e Zia as the Evaluation Team Leader, Mr. Igor Chernyshev as the Co-Team Leader/Labour Statistics Expert, Dr. Jean-Paul Zoyem (Mr.) as the Labour Statistics Expert, and Mr. Faaiz Irfan as the Evaluation Analyst/Project Coordinator.

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This approach was informed by the understanding that **while the STATISTICS department plays a fundamental and primary role in the ILO's statistical work, other policy departments also play important roles as both producers and users of statistical data** to varying degrees. This approach strengthened the HLE by enabling a holistic examination of the ILO's work on labour statistics.

The HLE examined all ILO programme activities and actions between 2018 to 2023 (three full biennia; 2018-19, 2020-21; and the 2022-23 biennium), with a particular focus on the work carried out by the ILO on the production and dissemination of labour statistics. In terms of scoping of relevant ILO actions, a detailed mapping exercise of ILO interventions identified relevant interventions falling under various P&B Outcomes and Outputs in addition to Output A.1, as elaborated in Section 2.3. Hence, the HLE also assessed initiatives contributing to the production and dissemination of labour statistics under the different thematic and functional areas falling under those Outcomes and Outputs. This approach aligns with the overarching objective of the HLE to assess the range of statistical work across the ILO.

The following table outlines the areas of enquiry for the current HLE.

TABLE 1: AREAS OF ENQUIRY FOR THE CURRENT HLE

AREAS OF ENQUIRY

▶ The results and impact of the ILO with respect to achieving results pertaining to the production and dissemination of labour statistics through its various means of action

▶ The ILO's capacities and performance regarding implementing of P&B priorities in labour statistics at the HQ, regional, and field levels.

▶ Inclusion of cross-cutting issues within the statistical work undertaken by the ILO, including production, analysis, and use of data

▶ The role/mandate/comparative advantage and relevance of the ILO's work at country, regional, and global level in labour market statistics

▶ The ILO's partnerships and contributions to global frameworks that depend on reliable and timely data, such as the SDGs.

▶ The extent of synergy between policy departments, the Bureau for Employers' Activities and the Bureau for Workers' Activities for effective capacity development of ILO constituents for evidence-based social dialogue, policy making, and advocacy and an assessment of how the organizational structure supports (or hinders) this synergy.

METHODOLOGY

Evaluation approach

The HLE applied a theory-based and outcome-based evaluation approach to assess the Relevance, Coherence, Effectiveness, Efficiency, Likelihood of Impact, and Sustainability of the ILO's strategies and actions for the production and dissemination of labour statistics.

The evaluation was conducted in accordance with EVAL Protocol No 2.1: Policy Outcomes and Institutional Evaluations (High-level Evaluations), Version 3, March 2021. The HLE applied **outcome-based evaluation** approach to assess the Relevance, Coherence, Effectiveness, Efficiency, Likelihood of Impact, and Sustainability of the ILO's strategies and actions for the production and dissemination of labour statistics. The HLE was guided by an evaluation framework based on a reconstructed Theory of Change (ToC) underpinning the ILO's actions on the production and dissemination of labour statistics. The ToC was developed through a desk review of strategic and programmatic documents, a CPO Analysis, and based on consultations undertaken with

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stakeholders during the inception stage. Furthermore, the overarching design of the HLE included the use of semi-structured in-depth interviews and web-based structured surveys with ILO Staff, Constituents, and partners along with country and thematic case studies, as elaborated in Section 1.2.4.

The evaluation was undertaken using a **consultative and participatory approach**, employing mixed methodologies, combining **multiple sources and levels of evidence** with qualitative and quantitative data to capture information relating to the HLE objectives. It also included a **reference group** composed of key ILO staff with expertise on the subject matter. The methodology was based on the ILO's evaluation policy and procedures, which adhere to international standards and best practices, articulated in the OECD/DAC Principles and the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in April 2016. It considered the ILO's normative and social dialogue and tripartite mandate, gender equality and inclusion, just transition, and contribution to the targets of the 2030 Agenda for Sustainable Development. Special consideration was given to existing guidance from EVAL on the subject matter.[9]

Issues pertaining to environmental sustainability, gender equality and non-discrimination, normative work, and social dialogue were addressed through specific evaluation questions and data triangulation. Technical expertise on international labour standards, labour statistics, labour statistics standards, social dialogue and tripartism, and gender equality and non-discrimination were brought in by the evaluation team. Mainstreaming gender equality implied the involvement of both men and women in the consultations, evaluation analysis and evaluation team. The evaluation reviewed data and information that was disaggregated by sex and assessed the relevance and effectiveness of gender and disability inclusion related strategies and outcomes.

The evaluation findings were validated and made reliable by triangulating results from different data sources and methods. By triangulating the results obtained from different data sources and methods and highlighting areas of convergence and divergence, the team ensured the validity and reliability of the evaluation findings.

Evaluation framework: criteria and questions

The evaluation responds to key evaluation questions grouped under the OECD/DAC Evaluation Criteria of Relevance, Coherence, Effectiveness, Efficiency, Likelihood of Impact, and Sustainability and followed ILO's Evaluation Protocol for HLEs. These key evaluation questions were developed based on the ToRs and were further based on input obtained from stakeholders consulted during the inception stage of the HLE.

The following subsections outline the OECD/DAC criteria and present the list of the evaluation questions and the sources of information needed to address them.

Relevance has been assessed to the extent that the ILO's statistical work has been responsive to diverse national, regional, and global needs for data generation, analysis, reporting, and dissemination. The analysis also includes an assessment of the extent to which the ILO's statistical work captures the labour situation of women, youth, persons with disabilities, labour migrants, workers of the digital economy, and other vulnerable groups, and sectoral-specific needs. Furthermore, the evaluation investigated how social dialogue and normative frameworks are embedded into the implementation of the statistical work of the ILO.

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9   ILO, "Integrating gender equality in monitoring and evaluation", Guidance Note 3.1, 2020; ILO, "Adapting evaluation methods to the ILO's normative and tripartite mandate", Guidance Note 3.2, 2020.

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TABLE 2:EVALUATION QUESTIONS ON RELEVANCE AND SOURCES OF INFORMATION

QUESTIONS	SOURCES OF INFORMATION
To what extent does the ILO respond to the **data** (generation, analysis, reporting, and dissemination) and **capacity development** needs of constituents and stakeholders/ partners at the country, regional, and international levels?	▶ Synthesis Review Report - Review of other evaluation reports to identify support provided by ILO in the area of statistics to Member States, Workers' Organisations; and Employers' Organisations through provision of data and capacity development for generating, managing, and utilizing, and disseminating statistical information. ▶ Review of GB/ILC outcome documents/proceedings/P&B documents/PIRs/ICLS Documents/ILO Statistical Databases ▶ Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) agree that ILO's statistical work is relevant to their needs. ▶ Perceptions of surveyed constituents and stakeholders considering ILO's statistical work or support as "Relevant." ▶ Perceptions (of both interviewees and survey respondents) of additional statistical services ILO could offer. ▶ Thematic Case Studies
Which stakeholders most need the statistical support from ILO for data and capacity development? To what extent does the statistical work conducted by the Department of Statistics, and other departments within the ILO meet the needs of these stakeholders?	▶ Synthesis Review Report ▶ Analysis of DW and DC Results Dashboards to assess the proportion and nature of ILO statistical support provided to countries with low development levels/developing or weak statistical systems. ▶ Review of other evaluation reports to identify support provided by ILO in the area of statistics to Member States, Workers' Organisations; and Employers' Organisations through provision of data and capacity development for generating, managing, and utilizing, and disseminating statistical information. ▶ Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) agree that ILO's statistical work is a major source of their statistical data and support for generating, managing, utilizing, and disseminating statistics. ▶ Perceptions of surveyed constituents and stakeholders considering ILO's statistical work or support as "Critical" to their statistical needs. ▶ Perceptions of ILO staff (at HQ, regional and country levels) ▶ Thematic Case Studies
To what extent does the ILO's statistical work capture the labour situation of women, youth, persons with disabilities, labour migrants, workers of the digital economy, and other vulnerable groups? What role does the ILO's work on labour statistics play in the promotion of environmental sustainability?	▶ Synthesis Review Report ▶ Review of other evaluation reports to identify support provided by ILO in the area of statistics to Member States, Workers' Organisations; and Employers' Organisations through provision of data and capacity development for generating, managing, and utilizing, and disseminating statistical information. ▶ Assessment of the constituent and stakeholders' needs for disaggregated data and the extent to which systematic collection, analysis, and dissemination of disaggregated data has been undertaken at ILO. ▶ Review of GB/ILC outcome documents/proceedings/P&B documents/PIRs/ICLS Documents/ILO Statistical Databases ▶ Perceptions of surveyed constituents and stakeholders who "Agree" that ILO's statistical work adequately captures the situation of vulnerable groups. ▶ Thematic Case Study (Informal Economy)
How are social dialogue and normative frameworks embedded in the implementation of the statistical work of the ILO, i.e., data collection, analysis, publication?	▶ Analysis of interventions on a normative continuum: 'Intervention without reference to norms'; 'Norms underpin intervention but not set out in their terms'; and 'Interventions set out in terms of norms', as per ILO Evaluation Office Guidance Note 3.2: Adapting Evaluation Methods to the ILO's Normative and Tripartite Mandate. ▶ Synthesis Review Report ▶ Review of other evaluation reports - Perceptions of surveyed constituents and stakeholders who "Agree" that ILO's statistical work embeds Social Dialogue and Normative Frameworks ▶ Perceptions of ILO staff (at HQ, regional and country levels) who "Agree" that ILO's statistical work embeds Social Dialogue and Normative Frameworks

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Coherence has been assessed with respect to the extent to which the ILO's statistical work is aligned with the organization's key frameworks and strategies, global frameworks and initiatives. In addition, coordination between the ILO Department of Statistics and ILO's policy departments, constituents, and stakeholders was also analyzed.

TABLE 3: EVALUATION QUESTIONS ON COHERENCE AND SOURCES OF INFORMATION

QUESTIONS	SOURCES OF INFORMATION
To what extent is the ILO's statistical work aligned with the **Organization's frameworks**, i.e., the Centenary Declaration for the Future of Work, The Declaration on Social Justice for a Fair Globalization, Program and Budget documents and other relevant governance documents?	▶ Synthesis Review Report ▶ Review of GB/key framework documents/P&Bs/PIRs/etc. ▶ Review of GB/ILC outcome ▶ Documents/proceedings/P&B documents/PIRs/ICLS Documents/ILO Statistical Databases ▶ Extent to which ILO staff (at HQ, regional, and country levels) agree that ILO's statistical work is aligned with the organization's frameworks and strategies ▶ Perceptions of ILO staff (at HQ, regional and country levels) regarding the extent to which ILO's statistical work is "Aligned" with ILO's key frameworks
To what extent does the ILO's statistical work align with global frameworks and initiatives, such as the 2030 Agenda for Sustainable Development, the UN Data Commons for the SDGs, UNSDCF?	▶ Review of global frameworks and initiatives, e.g., Agenda for Sustainable Development, the UN Data Commons for the SDGs, UNSDCF, etc. ▶ ▶ Thematic mapping of ILO's statistical work with global frameworks and CPO Analysis ▶ Review of ILO's work on measurement and reporting of SDG indicators within its purview ▶ Perceptions of surveyed constituents, staff, and stakeholders who "Agree" that ILO's statistical work is aligned with key global frameworks. ▶ Thematic Case Study
How well is the work of the Department of Statistics coordinated with the statistical work and needs of ILO's policy departments and constituents (including on crosscutting areas such as empowerment of women, youth, and other vulnerable groups, disability inclusion, social dialogue, and environmental sustainability)? How is accuracy and the use of international standards on labour statistics ensured across the work of the Organization, including HQ and field offices? What role should STATISTICS play in coordinating this work? How have collaboration efforts ensured coherence between departments on the use and creation of statistical work?	▶ Synthesis Review Report ▶ Thematic mapping of ILO's statistical work and actions and its contributions to and synergies with other P&B Outcomes between 2018 and 2023. ▶ Perceptions and opinions of senior ILO staff from other units on synergies and integrations with other P&B Outcomes. ▶ Evidence of ILO departments and country and regional offices utilizing statistics generated by STATISTICS for their planning and decision making. ▶ Evidence of collaboration between STATISTICS and other departments on promoting use of international standards on labour statistics ▶ Review of previous HLEs, particularly the HLE of COVID-19 response, examining coherence and collaboration on ILO Monitor ▶ Perceptions (of both interviewees and survey respondents ILO Staff) of additional statistical services STATISTICS could offer

Effectiveness has been assessed to the extent to which ILO has met its goals regarding the production and use of labour statistics; the effectiveness of data collection and dissemination; and the success of the office in meeting its goals as an Enabling Outcome in the P&B. The evaluation also investigates the possibility of any unexpected results from ILO's statistical work at country, regional, and global levels and the use of innovative ways to promote the production, reporting, dissemination, and uptake of statistical data produced by the ILO or with ILO support.

TABLE 4 EVALUATION QUESTIONS ON EFFECTIVENESS AND SOURCES OF INFORMATION

QUESTIONS	SOURCES OF INFORMATION
How effective has the ILO been in achieving its goals regarding the production and use of labour statistics? To what extent is the statistical data provided by the ILO used to inform policies, national plans and strategies for governments, workers' and employers' organizations? To what extent does the ILO statistical work contribute to promoting decent work results and social justice at country, regional, and global level? Also, to what extent does the ILO statistical work contribute to the achievement of the ILO's normative function and across crosscutting issues (social dialogue, of empowerment of women, youth empowerment, and other vulnerable groups, disability inclusion, environmental sustainability, etc.)? Are there unexpected results from the ILO's statistical work at country, regional and global levels?	▶ Assessment of organizational staffing and management structure at the HQ and country levels in terms of staff availability, turnover, leveraging external collaborators, and partner resources, among others ▶ Country Case Studies ▶ Thematic Case Studies ▶ Comparative analysis of the structure of STATISTICS with that of other units ▶ Synthesis Review Report ▶ The number of outcomes achieved based on the information in the relevant PIRs, the Decent Work Results Dashboard, and the ILO Development Cooperation Dashboard ▶ ILO Flagship publications, policy products, and global estimates, etc. ▶ Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) agree that ILO's statistical work has been "Effective". ▶ Perceptions of surveyed constituents and stakeholders considering ILO's statistical work or support as "Effective". ▶ Perceptions of ILO staff (at HQ, regional and country levels) about the Effectiveness of ILO's statistical work
Are there innovative ways developed to promote the production, reporting, dissemination, and uptake of statistical data produced by the ILO or with ILO support?	▶ Review of project evaluation reports and outcomes of the synthesis review to identify how and to what extent ILO interventions have reacted (or not) to new trends and global changes. ▶ Examples provided by interviewed ILO staff (HQ and field) regarding ILO interventions that have incorporated innovative solutions or actions in the design and/or implementation of interventions that respond to changing global trends. ▶ Perceptions of interviewed and surveyed ILO staff (HQ and country-level) on what the ILO can and should do to be more responsive to emerging trends and global changes
How effective have current methods for disseminating data been?	▶ Quality of ILO publicly available databases, Flagship publications, policy products, and global estimates, etc. ▶ Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) agree that ILO's statistical work is "Readily Accessible". ▶ Knowledge of surveyed constituents and stakeholders about availability and utility of ILO's statistical data from different sources, e.g., website, flagship publications, policy products, etc.

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To what extent do the standards set at the ICLS influence national practices?	▶ Promotion of ICLS standards by ILO among constituents and stakeholders (e.g., training and capacity building, technical advice and assistance, knowledge sharing/dissemination, high-level meetings, etc.).
	▶ Proportion of Member States adopting ICLS standards and the reasons for adoption/non-adoption.
	▶ Coordination and data exchange between Member States and STATISTICS.
	▶ Country Case studies.
	▶ Thematic Case Study (Informal Economy) - Work of STATISTICS to harmonize data and ensuing challenges and opportunities.
	▶ Perception of constituents, stakeholders, and ILO staff on adoption of ICLS standards by Member States and ILO's work on data harmonization.

Efficiency was assessed as the extent to which data was provided and capacities developed in an economic and timely way through the use of various inputs, such as human resources, finances, partnerships, and monitoring, etc. In doing so, the Evaluators analyzed the Office's capacities and performance regarding the implementation of the P&B priorities from headquarters, regional offices, field offices (in selected countries), and the ITC-ILO, including management arrangements, coordination, and global and national partnerships involving constituents and other key international organizations.

TABLE 5: EVALUATION QUESTIONS ON EFFICIENCY AND SOURCES OF INFORMATION

QUESTIONS	SOURCES OF INFORMATION
How efficient is the use of financial and human resources in producing and disseminating reliable statistical data, providing technical assistance and promoting the capacity building of constituents in performing statistical work and? How efficient are collaborative efforts between ILO departments at HQ, between HQ and field offices, and between ILO and external partners to produce, analyze and disseminate data on labour statistics? What means and mechanisms can the ILO institute or leverage for increased resource mobilization to meet internal and external demands for statistical work?	▶ Assessment of organizational staffing and management structure at the HQ and country levels in terms of staff availability, turnover, leveraging external collaborators, and partner resources, among others
	▶ Country Case Studies
	▶ Thematic Case Studies
	▶ Comparative analysis of the structure of STATISTICS with that of other units
	▶ Comparative analysis of financial and human resources allocated to STATISTICS and statistical activities undertaken by other units of ILO with other units and tasks not pertaining to Statistics.
	▶ Trend analysis of budgetary sources and funding partners
	▶ Assessment of Operational efficiency (% of budget approved that was actually spent)
	▶ Analysis of financial allocation against staffing time vs deliverables.
How timely has been the ILO's technical assistance in strengthening constituents' capacities for data collection, analysis, and reporting?	▶ Synthesis Review Document
	▶ Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) agree that ILO's statistical work has been 'Timely'.
	▶ Perceptions of surveyed constituents and stakeholders considering ILO's statistical work or support as "Timely".
	▶ Review of evaluations of projects implemented in the pandemic context and from outcomes of the synthesis review to assess opportunities, challenges, and lessons learned in terms of meeting operational challenges resulting from the COVID-19 pandemic and other global/national crisis

Likelihood of Sustainability and Impact assessed the measures in place to ensure sustainability (e.g., capacity building, contribution to strategic planning by constituents, impact of ICLS standards, and data harmonization, etc.) as well as potential challenges to sustainability of impact and outcomes. The evaluation also assesses the impact of ILO's work with partner organizations (e.g., UN, Economic commissions, etc.) as well as the contribution of ILO's statistical work to the achievement of the SDGs (particularly SDG 8).

TABLE 6: EVALUATION QUESTIONS ON LIKELIHOOD OF SUSTAINABILITY AND IMPACT AND SOURCES OF INFORMATION

QUESTIONS	SOURCES OF INFORMATION
What measures and strategies are in place to support constituents continuously accessing the data produced by ILO to input policy making? E.g., capacity development, use of ILO data for strategic decision making, etc. And what are the challenges to the sustainability of the statistical work of the ILO?	▶ Synthesis Review Report ▶ Review of other evaluation reports to identify sustainability measures in place, challenges to sustainability, and efforts to overcome these challenges. ▶ Evidence of independent statistical data collection, analysis, reporting, and dissemination by Member States and others after capacity building and support by ILO;
What are the impacts of the ILO's work on labour statistics across its various policy and crosscutting areas (including social dialogue, empowerment of women, youth, and other vulnerable groups, disability inclusion, and environmental sustainability)?	▶ Adoption by Member States and other constituents of ICLS standards and other key data methods and approaches promoted by ILO. ▶ Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) and ILO staff agree that ILO's statistical work is impactful and sustainable. ▶ Perceptions of surveyed constituents, stakeholders, and ILO staff considering the sustainability of ILO's statistical work or support as "Likely". ▶ Perceptions (of both interviewees and survey respondents) of challenges to sustainability of ILO's work in statistics.
How sustainable and impactful is the ILO's work with partner organizations (UN, economic commissions, etc.)? Particularly, how has the ILO's statistical work assisted with the achievement of the Sustainable Development Goals (particularly SDG 8)?	▶ Synthesis Review Report ▶ Documents related to ILO's reporting on SDG monitoring. ▶ Progress monitoring data in PIR, DW and DC dashboards ▶ Utilization of labour statistics data by constituents and stakeholders in policy making and decision making - Extent to which interviewees (ILO Member State officials; workers' organisations; employers' organisations; and partner/stakeholder organizations) and ILO staff agree that ILO's statistical work with partner organizations is impactful and sustainable, especially on SDGs. ▶ Perceptions of surveyed constituents, stakeholders, and ILO staff considering the impact of ILO's statistical work or support to SDGs as "Satisfactory". ▶ Perceptions (of both interviewees and survey respondents) of challenges to contribution of ILO's statistical work to SDGs. ▶ Thematic Case Study (Partnerships)

To provide **Lessons Learned and Way Forward**, the HLE provides an analysis of the major areas of success for ILO's statistical work, emerging lessons, and lost opportunities. Accordingly, the HLE provided recommendations on good practices for the future strategy and action in the ILO's development and use of labour statistics and future areas of work for the ILO in relation to labour standards and labour statistics (e.g., platform work, green jobs, list of occupations).

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TABLE 7: EVALUATION QUESTIONS ON LESSONS LEARNED AND WAY FORWARD AND SOURCES OF INFORMATION

QUESTIONS	SOURCES OF INFORMATION
What are the emerging lessons and good practices for the future (specifically in the post pandemic context)? What are the emerging recommendations for future strategy and action in the ILO's development and use of labour statistics? What would be relevant future areas of work for the ILO in relation to labour standards and labour statistics (e.g., platform work, green jobs, list of occupations)?	▶ Lessons, good practices, and recommendations emerging from the evaluation in the areas of: ▶ Standard Setting and Adoption ▶ Data collection, analysis, and dissemination approaches and methods ▶ Capacity building of constituents, staff, and stakeholders ▶ Monitoring and Reporting on SDGs ▶ Statistical approaches to new and emerging trends Partnerships with stakeholders ▶ Availability and utilization of resources ▶ Etc.

Methods and data collection tools

The assessment and conclusions of the evaluation were developed from various methods and sources. These drew on qualitative and quantitative methods using pre-existing data, primary data collection and comparisons. The evaluation followed a multilevel approach that allowed data triangulation.

The following data collection instruments were used by the evaluation:

Case studies: The Evaluation applied case studies as part of its approach and methods to support the assessment of effectiveness, coherence, and observed impacts. Based on the reconstructed ToC as well as the CPO Analysis and consultations at the inception phase, an exhaustive analysis was undertaken of the ILO actions and interventions related to labour statistics implemented globally, regionally, and at the national levels between 2018 and 2023 for the purpose of selecting country and thematic/regional case studies.

The evaluation encompassed **in-depth country case studies** focusing on the production and dissemination of labour statistics in four countries (Pakistan, Paraguay, Senegal, and Viet Nam). The case studies were conducted using a combination of desk research and interviews with Constituents, partners, and ILO staff, providing valuable insights into the implementation and impact of the ILO's support towards the development and dissemination of labour statistics. In addition, one "light" case study based entirely on a review of secondary data was undertaken by an external collaborator for Mozambique. The Evaluation Team also selected two thematic studies based on input from stakeholders at HQ and feedback from staff in ILO's Evaluation Office. The two thematic case studies focused on: 1) ILO's Contributions towards the Production and Dissemination of Labour Statistics on Informal Economy and Informal Employment; and 2) Assessment of ILO's Partnerships with International Cooperation Agencies regarding the Production and Dissemination of Labour Statistics. Section 1.2.4 outlines the process.

Secondary resources: In addition to the data already collected through the Synthesis Review and CPO analysis, a collection and desk review of available resources was carried out to analyze all relevant documentation, including declarations, instruments, policies and strategies, guidelines, project documents and published outputs, progress reports, previous project-level evaluations, and proceedings from the 20th and 21st ICLS, related to the ILO's work on labour statistics, and data downloaded from the internet. The evaluation also considered the findings of the Synthesis Review Report, which was based on a review of a subset of evaluations of development cooperation projects involving labour statistics for the period under review. The list of documents reviewed over the course of the HLE is provided in Annex 1.[10]

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10   All annexes will be added to the final version of the report.

Qualitative data collection through onsite and virtual interviews: A first round of key informant interviews with ILO staff members was conducted during the inception phase by the Evaluation Team during a mission to ILO HQ. These interviews served the dual purpose of refining the scope of the evaluation and collecting initial evaluation evidence. A second round of interviews with ILO staff was conducted during the data collection phase. During this stage, interviews were also carried out with regional-level and country-level staff, Constituents and partners, including national statistical bureaux, UN agencies, bilateral or multilateral donor agencies, academic and research organizations, nongovernmental organizations (NGOs). In total, the evaluation conducted interviews with 185 individuals (men: 58 per cent; women: 42 per cent). A list of various stakeholders interviewed over the course of the HLE is provided in Annex 2.

Quantitative data collection through online surveys: To gather information from the broad range of stakeholders, the evaluation carried out three surveys in English, French, Spanish, and Vietnamese. Survey responses were used to triangulate the patterns that emanate from the above-mentioned sources, and never as the unique source of evidence to support a finding. Details of the surveys are as follows:

▶ **ILO staff:** A questionnaire was distributed amongst a purposive sample of 200 ILO staff members at HQ and in the regional and field offices to collect information on the ILO's strategies, approaches and outputs related to labour statistics across the evaluation criteria. The survey was open for three weeks The overall response rate was 28 per cent. The data have not been weighted to reflect the demographic composition of each target population.

▶ **ILO constituents:** A questionnaire was distributed to a purposive sample of 118 constituents including representatives of government ministries, workers' organizations, and employers' organizations. National statistical bureaux were also targeted. The survey, which was open for three weeks, had a response rate of 25 per cent.

▶ **ILO partners:** A questionnaire was distributed to a purposive sample of 89 partners to collect information on their perceptions of the ILO's work on labour statistics. These partners included organizations such as the UN Agencies (UN Women, UNV, UNDP, UNICEF, etc.), Bretton Wood institutes (World Bank Group and IMF), UN Economic Commissions, multilateral donors (OECD, African Union, African Development Bank, Eurostat, etc.). The survey was open for three weeks and had a response rate of 32 per cent.

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Case studies selection

Country Case Study Selection: The inception interviews with ILO staff at the HQ and regional offices, desk review (including the synthesis review), and CPO analysis informed the development of the case study selection and its related criteria (see table 8 below):

TABLE 8: CASE STUDY SELECTION CRITERIA

▶ Projects/activities implemented between 2018 and 2023.

▶ The selection should be geographically diverse.

▶ The selection should consider countries reporting substantial results achieved over the time frame examined versus resources allocated.

▶ The selection should reflect a variety of projects/activities undertaken in a range of policy outcome/thematic areas as per Table 04, including informality, employment, fundamental principles and rights at work, sustainable enterprises, migration, social protection, and gender equality, disability inclusion, and non-discrimination.

▶ The selection should comprise of countries at different stages of implementing the 19th and 20th ICLS standards/recommendations.

▶ The selection should include countries receiving support on a diverse set of statistical areas (Labour Market Information Systems, Implementation of standards, Labour Force Surveys, Population Census, SDG monitoring and reporting, SDMX tools, etc.)

▶ The selection should represent a diverse set of donors and funding sources including Regular Budget (RB), Regular Budget Supplementary Account (RBSA), and other extra-budgetary funding for Development Cooperation; As much as possible, a varied scope of funding agencies should be included within the selection.

▶ The selection should cover a breadth of ILO's means of actions and type of support (such as, technical advisory and assistance, capacity building, advocacy, dissemination, programmes, and promotion of social dialogue, etc.).

▶ To the extent possible, the selection should include initiatives working in collaboration with other UN agencies/international organizations and regional commissions (such as IMF, World Bank, OECD, UNICEF, and others).

▶ If results are available, both successful and challenging projects should be considered in terms of ability to achieve the objectives set out for them.

▶ Avoid countries where, although invested amounts are significant, most investments concentrate in one sole topic or project.

▶ Avoid countries and projects that have undergone recent evaluations or where parallel evaluation processes are being planned.

▶ Avoid countries where the security situation may hamper the implementation of evaluation activities.

Applying the above criteria and additional consultations with the ILO stakeholders yielded the following countries in the final case study selection, representing countries across three regions with the highest concentration of Decent Work results reported, representing work in a wide variety of thematic/programmatic areas within labour statistics, and multiple stages of implementation of ICLS Resolutions.

TABLE 9: COMPARISON OF SELECTED CASE STUDY COUNTRIES AGAINST THE SELECTION CRITERIA

CRITERIA		MOZAMBIQUE	SENEGAL	PAKISTAN	PARAGUAY	VIET NAM
Number of DW Results		10	09	09	11	16
Policy/ Thematic Areas Covered11	Employment (Policy Development/ Implementation)	X			X	X
	LMIS	X			X	X
	Social Protection	X	X	X	X	
	Informality	X	X	X	X	X
	Child Labour	X		X		X
	Sustainable Enterprises	X				X
	LFS		X	X	X	X
	Tripartism/Social Dialogue			X		X
	Gender Equality and Women's Empowerment			X	X	X
	Wages					X
	Labour Migration			X	X	X
	Skills			X	X	X
	DWRE			X	X	
	Labour Administration				X	X
ICLS Resolution Implementation Status		Neither 19th nor 20th	19th ICLS	To implement 19th and 20th ICLS	To implement 19th and 20th ICLS	19th ICLS

Thematic Case Study Selection: The Evaluation Team also solicited suggestions for potential thematic case studies showcasing the ILO's work on labour statistics, which had been identified through desk review. The following thematic case studies were considered by the Evaluation Team:

1. Assessment of ILO's Partnerships with International Cooperation Agencies regarding the Production and Dissemination of Labour Statistics'

2. ILO's Role and Efforts in Supporting Member Countries on the Implementation of the 19th ICLS Resolutions and Guidelines

3. Lessons Learned from the ILO's work on the ILO Monitor; and

4. ILO's Contributions towards the Production and Dissemination of Labour Statistics on Informal Economy and Informal Employment

When selecting the potential thematic case studies, the Evaluation Team paid particular attention to two key factors: a) Relevance to and interest for a wider audience within the ILO; and b) Emerging priorities of the ILO. In that regard, the Evaluation proposed to undertake two thematic case studies. The following table provides details regarding the strength of the two selected thematic case studies:

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11   Through both the reported DW Results and as reported during interviews with stakeholders.

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TABLE 10: THEMATIC CASE STUDY TOPICS AND THEIR STRENGTHS

#	THEMATIC CASE STUDY TOPIC	STRENGTHS OF THE SELECTED CASE STUDY
1	ILO's Contributions towards the Production and Dissemination of Labour Statistics on **Informal Economy and Informal Employment**	▶ The topic of informality is closely linked with the statistics of work, the definition of employment, and the topic of labour underutilization which were the key topics covered under the 19th ICLS. Hence, a study on the production and dissemination of labour statistics on informality will also touch upon how the progress towards implementation of the 19th ICLS Resolutions and Guidelines impact the work on producing statistical data on the informal economy. ▶ The topic of informality touches on the work of various departments such as EMPLOYMENT, ENTERPRISES, WORKQUALITY, and SOCPRO, thereby of relevance to a wider audience within the ILO beyond STATISTICS. ▶ *Transition from the informal to the formal economy (AP/FORMALIZATION)* is one of the four Priority Action Programmes of the ILO which supports the work of the recently established Global Coalition for Social Justice.[12] Hence, the topic of informality is an emerging priority area for the ILO.
2	Assessment of **ILO's Partnerships** with International Cooperation Agencies regarding the Production and Dissemination of Labour Statistics	▶ As the ILO is the custodian agency for 14 SDG indicators, it plays an important role in data collection and reporting of SDGs. Furthermore, during the inception phase, it was revealed that there are numerous critical partnerships with various international agencies in the area of labour statistics. A case study on partnerships will examine the types of partnerships and collaborations that the ILO has engaged in with other multilateral agencies such as the World Bank, IMF, OECD, European Union (through Eurostat), The Economic and Statistical Observatory of Sub-Saharan Africa (AFRISTAT), and the UN agencies and economic commissions (ECLAC, ESCAP, etc.). ▶ Like informality, partnerships are also of relevance to a wider audience within the ILO as various departments/units have varied forms of relationships and partnerships modalities with international agencies at the global and regional levels.

Overall summary ratings

In line with ILO EVAL's protocols, a summary rating is expressed by the independent evaluation at the end of the evaluation report. The assessment is based on the six evaluation criteria and the respective questions outlined in the ToR and the inception report. It uses a six-point scale ranging from "highly satisfactory", "satisfactory", "somewhat satisfactory", "somewhat unsatisfactory", "unsatisfactory", and "highly unsatisfactory".

▶ **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 the ILO itself.

▶ **Somewhat satisfactory**: when the findings related to the evaluation criterion show that the objectives have been partially attained and that the expected level of performance could be for the most part considered coherent with the expectations of the national tripartite constituents, beneficiaries and 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 shortcomings and are not fully considered acceptable in the view of the ILO national tripartite constituents, partners and beneficiaries.

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12   ILO. P&B 2024-25.

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▶ **Unsatisfactory:** when the findings related to the evaluation criterion show that the objectives have not been attained and the level of performance shows major shortcomings 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.

The ratings correspond to an aggregate of scores provided by the separate synthesis review of evaluation reports, scores provided by the evaluation team based on primary and secondary data, and ratings from the surveys of constituents, ILO staff and other multilateral partners.

Limitations and constraints

the Evaluation Team experienced some limitations over the course of the HLE:

1. **Limited Availability of Data and Documentation:** Over the course of the evaluation, the Team encountered limited availability of secondary data and/or documentation surrounding certain aspects of the ILO's work on labour statistics such as capacity building, partnerships, etc., particularly at the regional levels. To ensure sufficient availability of evidence and data sources, the Evaluation Team adopted a proactive approach to identify gaps in data in consultation with designated focal points and sought to fill those gaps through additional stakeholder interviews and sources of data to ensure robust data triangulation.

2. **Limitations in the ILO's Financial Management Data:** The ILO's work on labour statistics is reflected under Enabling Outcome A and all other policy outcomes, to varying degree. The lack of indications within ILO's financial management databases regarding expenditures and allocations towards statistical activities falling under other policy outcomes necessitated the scope of the financial analysis to be focused on Outcome A/Output A.1. To partially address this issue, the financial analysis was supplemented with a comparative analysis of staff time allocations between Outcome A and other policy outcomes. This approach aimed to assess the extent of statistics-related engagement in other policy outcomes.

3. **Disjointed tracking of dissemination metrics:** The evaluation encountered challenges in comprehensively assessing the reach of the ILO's various knowledge and statistical products due to the lack of systematic data collection on key dissemination metrics. Where data is available, it often covers only certain years and lacks depth in the metrics, and thus offers only a partial assessment.

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▸ ILO's work on
labour statistics

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▶

3. ILO'S WORK ON LABOUR STATISTICS

The production of reliable and comprehensive statistical data on employment and other labour issues is essential for the promotion and implementation of the Decent Work Agenda and for the promotion of social justice. The collection and dissemination of labour data have played an integral role at the ILO since its inception in 1919, with the "collection and distribution of information on all subjects relating to the international adjustment of conditions of individual life and labour" enshrined in Article 10.1 of the ILO's constitution.[13] In the early 1920s, the ILO Department of Statistics began collecting labour data in the form of national figures of prices and unemployment, published in the first issue of the International Labour Review in 1921.

The statistical function within the ILO has seen many changes and transformations over the course of a century since the ILO's establishment. More recently, the work of labour statistics at the ILO has been spearheaded by the Department of Statistics (henceforth, STATISTICS) which was created in 2009, replacing the erstwhile Bureau of Statistics (STAT).[14] The creation of the STATISTICS department stemmed from the recognition of the need to strengthen the Organization's knowledge base and enhance labour statistics worldwide, which was underscored by the 2007 global economic crisis. In addition, the department was created in the context of wider ILO-wide institutional reforms, and with the aim of centralizing the management and coordination of ILO statistical activities.[15] The creation of STATISTICS also accompanied an increase in capacity at the regional and field levels, the lack of which was reported by STAT as a key challenge placing increasing demand for staff at the Headquarters level.[16] Consequently, a network of statistical focal points was established in each region which was responsible for working with STATISTICS in advising countries and constituents.[17]

In addition, the 2009 announcement stipulated that the Director of STATISTICS would serve as the Chief ILO Statistician who would be consulted on all matters related to data collection, statistical methodologies, major publications, and releases of ILO statistical information.[7] In 2014, the position of Chief Statistician/Department Director was formally created in the structure, with the mandate of coordinating the various statistical functions across the technical departments at the headquarters and in the field.[18]

As of January 2023, STATISTICS is one of four departments that reports directly to the Deputy Director-General (DDG) along with Research and Publications (RESEARCH), the International Training Centre of the ILO (ITC-ILO), and Priority Action Programmes.[19] The department comprises of four units: a) Statistical Standards and Methods (SSM); b) Data Production and Analysis (DPA); c) Rights, Migration and Skills Statistics (RMSS); and d) Knowledge Management Solutions (KMS).

There are four major areas of statistical work at the ILO: a) setting of international statistical standards through the International Conference of Labour Statisticians (ICLS); b) data collection,

13   ILO Constitution. Available at: https://www.ilo.org/dyn/normlex/en/f?p=1000:62:0::NO:62:P62_LIST_ENTRIE_ID:2453907:NO#A10

14   ILO. May 2009. *Director-General's Announcement: Reorganization of statistical activities in the ILO.* IGDS Number 88 (Version 1).

15   Ibid.

16   Young, A. Sylvester. January 2003. *Statistics in the ILO: Roles and responsibilities.* International Labour Organization. Available at: https://www.ilo.org/global/statistics-and-databases/WCMS_087923/lang-en/index.htm

17   ILO. May 2009. *Director-General's Announcement: Reorganization of statistical activities in the ILO.* IGDS Number 88 (Version 1). [7] Ibid.
      [7] *Report I. General report:* Twentieth International Conference of Labour Statisticians (Geneva, 10–19 October 2018), International Labour Office. Available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/--stat/documents/publication/wcms_644595.pdf

18   *Report I. General report:* Twentieth International Conference of Labour Statisticians (Geneva, 10–19 October 2018), International Labour Office. Available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/--stat/documents/publication/wcms_644595.pdf

19   ILO. January 2023. *ILO organizational structure.* https://www.ilo.org/about-ilo/how-ilo-works/organizational-structure-international-labour-office

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analysis, and dissemination; c) technical assistance[20]; and d) training and capacity building. STATISTICS is tasked primarily with "enhancing the capacities of Member States in producing, using, and analyzing labour statistics through the provision of technical assistance and capacity building; initiating and facilitating discussions on statistical standards for key variables; and compiling and harmonizing statistics through consolidation of ILOSTAT, the ILO's central labour statistics, as the world's largest repository of labour statistics".[21] In addition, the ILO is a custodian or co-custodian of 14 SDG indicators which it is responsible for measuring and reporting. The STATISTICS department functions as the focal point to the UN for SDG reporting for all the SDGs under its custodianship.

While the Department of Statistics (STATISTICS) is the principal producer of labour statistics at the ILO, other ILO departments are also significant producers and not just users of labour statistics. Child labour and forced labour statistics are collected by the Governance and Tripartism Department (GOVERNANCE); some statistics on wages and earnings are collected by the Conditions of Work and Equality Department (WORKQUALITY) in cases where specific indicators are not covered by ILOSTAT; social protection data are compiled by the Universal Social Protection Department (SOCPRO); and statistics on cooperatives are covered by the Department of Sustainable Enterprises, Productivity and Just Transition (ENTERPRISES). The Bureaux of ACTRAV and ACTEMP are also involved in data collection activities from unions and enterprises respectively in addition to using ILOSTAT for evidence-informed social dialogue. Similarly, the Occupational Safety and Health and Working Environment Branch (OSHE) is also involved in some data collection for specialized and specific indicators that are not covered by ILOSTAT (e.g., eye-related workplace injuries). The Department of Statistics works closely with other technical departments in supporting the compilation and production of the Sustainable Development Goal (SDG) indicators that are under the ILO's custodianship.

ILO'S MANDATE AND STRATEGIC FRAMEWORK REGARDING LABOUR STATISTICS

The ILO's mandate on statistical work is set through the following key avenues:

1. **ILO Conventions and Recommendations:** The major ILO Convention concerning the production and dissemination of labour statistics is the Labour Statistics Convention 1985 (C160), ratified by 52 countries. The ILO also approved the Labour Statistics Recommendation, 1985 (R170). In addition to these two major conventions, the ILO has also approved over 30 other Conventions and Recommendations that refer to the production of labour statistics.

2. **ILC Decisions in the form of resolutions, declarations, and calls:** At the 107th ILC in 2018, the Resolution concerning effective ILO development cooperation in support of the SDGs included a roadmap for action for future ILO development cooperation work. Two items of this roadmap pertained to the ILO's work on statistics: a) assisting Member States in initiating or improving the collection and dissemination of disaggregate economic and labour-related data, including gender and disability; and b) making better use of data collection, results-based management tools and evaluation to support scaling up interventions and enhancing the visibility of the Decent Work Agenda.

3. The **resolutions, guidelines and other decisions endorsed by the ICLS**, which are approved by the Governing Body (GB).

4. **The Biennial Programme and Budget Documents:** As part of the ILO's results-based management practices, the P&B documents provide the broad mandate and expected results on statistical work in the ILO. While the ILO's statistical work is centered under Enabling Outcome A (Improved knowledge and influence for promoting decent work) and more specifically, **under Output A.1 (Enhanced decent work statistics using innovative sources and statistical standards),** the work of the ILO on statistics is also reflected under other Outcomes/Outputs across the three biennia (2018-19, 2020-21, 2022-23).

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20 Pertaining, among others, to data collection and analysis based on agreed statistical standards (e.g., review of survey methodology), data processing standards and best practices, IT tools development and integration, quality assurance, etc.

21 *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.

Since 2016, the increased importance placed by the ILO on strengthening its knowledge base and statistical capacity to consolidate its position as a global reference on labour statistics and as a repository of timely data on decent work was demonstrated through the incorporation of labour statistics as an enabling outcome in the Programme and Budget 2016-17 and onwards – Enabling Outcome A *(Effective knowledge management for the promotion of decent work)* in the P&B 2018-19 and Enabling Output A.1[22] in the P&Bs 2020-21 and 2022-23.

In line with the ILO's role as a custodian for SDG indicators, the P&Bs integrate the SDG indicators to which the ILO contributes thereby serving as an additional means through which the work of the ILO on the production and dissemination of labour statistics is reflected in its results-based framework. In addition, the production and use of statistics have also been integrated into various policy outcomes of the P&Bs across biennia, with varying levels of emphasis on different thematic areas/policy outcomes, as shown in the table below.

TABLE 11: OVERVIEW OF THE THEMATIC/POLICY AREAS THAT INVOLVE STATISTICS

THEME	P&B 201819	P&B 202021	P&B 202223
International Labour Standards		●	●
Employment and Decent Work for All	●	●	●
Youth Employment		●	
Decent Work in the Rural Economy	●	●	
Formalization of the Informal Economy	●	●	●
Safe Work and Workplace Compliance/Protection at Work	●	●	●
Child Labour and Forced Labour	●	●	●
Migration	●	●	●
Improved knowledge and partnerships	●	●	●
Sustainable Enterprises		●	●
Skills and Lifelong Learning		●	●
Gender Equality and Equal Opportunities/Treatment for all		●	●
Adequate Wages and Decent Working Time		●	●
Social Protection	●	●	●
Strengthening Tripartite Constituents			●

The table above reflects the spread of the ILO's work on labour statistics' production and dissemination. Notably, beyond the P&B 2018-19, references to the production and/or dissemination of labour statistics were made in additional areas of the ILO's work, specifically international labour standards, sustainable enterprises, gender equality, skills and lifelong learning, and adequate wages and decent working time. References to labour statistics have been consistently integrated into outcomes/outputs pertaining to employment, social protection, Fundamental Principles and Rights at Work (child labour and forced labour), formalization of the informal economy, migration and safe work/protection at work throughout the three biennia.

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22 Output A.1 is titled slightly differently across the two P&Bs, but both pertain to statistics on decent work.
    In P&B 2020-21: *More accurate and sustainable statistics on decent work using the latest statistical standards.*
    In P&B 2022-23: *Enhanced decent work statistics using innovative sources and statistical standards.*

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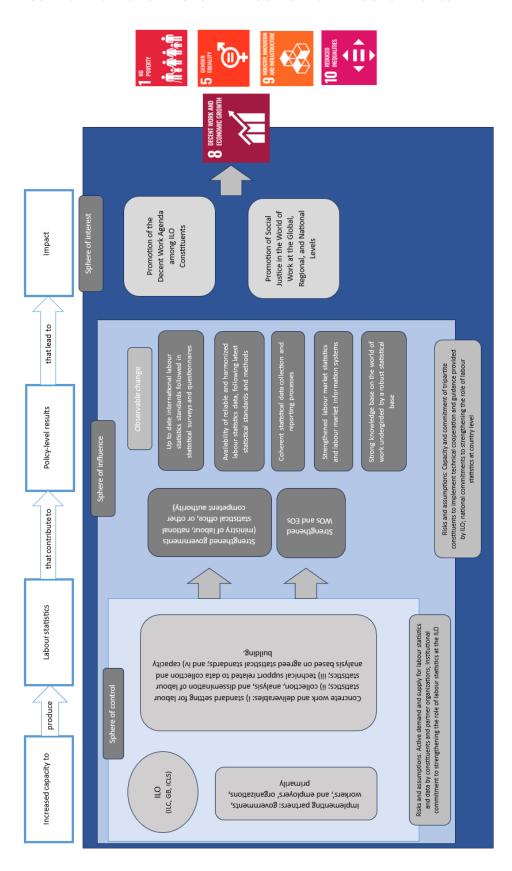
THEORY OF CHANGE

The Theory of Change (ToC) of ILO's strategies and actions for the production and dissemination of labour statistics was formulated and elaborated based on the strategic directions given by key programmatic and strategic planning documents such as the Programme and Budget (P&B) documents covering the period of the HLE along with a mapping and analysis of the Decent Work Results pertaining to ILO's work on labour statistics. It also incorporates as input the findings of the 2024 Synthesis Review of previous Development Cooperation projects related to labour statistics, as well as inputs collected during the inception phase of the evaluation.

The Theory of Change aims to capture the extent of the ILO's work on the production of labour statistics and showcases the diffusion of statistical work throughout virtually all policy outcome areas of the ILO's results-based management framework. The ToC also identifies the means of actions utilized by the ILO in order to achieve results across its areas of work. These means of actions encompass the ILO's role as the standard-setting institution on labour statistics through the ICLS and its role in supporting Member States towards their implementation through technical assistance, capacity building and advocacy, and leveraging partnerships. The dissemination of labour statistics through its various publications and databases also serves as a key means of action undergirding the ILO's work on labour statistics. The availability of harmonized and internationally-comparable labour statistics using the most relevant and up-to-date international statistical standards derived through a multistakeholder consultative and consensus-based process are among the key outcomes of the ILO's work on labour statistics which support in the production of labour market statistics and strengthened labour market information systems. The impact of this work is felt both within and outside the ILO. It results in coherent statistical data collection and reporting processes and strengthened internal capacities in labour statistics usage. Crucially, it accords the ILO greater visibility to its contributions towards promoting social justice and decent work. Externally, impact is achieved through improved and reliable national statistical systems, strengthened capacities among constituents for the production and usage of labour statistics, and informed policy, strategy development, decision-making and advocacy. Key assumptions undergirding the work of the ILO on labour statistics are also elaborated.

The reconstructed Theory of Change (ToC), as implied by the 2018-2023 P&B documents, Decent Work Results, findings from the Synthesis Review, and discussions at the inception scoping phase, is presented below.

FIGURE 1: THEORY OF CHANGE OF THE ILO'S WORK ON LABOUR STATISTICS

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RESULTS FRAMEWORK

This evaluation covers the period spanning from 2018 to 2023, encompassing three biennia (2018-19, 2020-21, and 2022-23). The strategic framework of the ILO has undergone changes following the March 2019 GB session which called on the Office for an improved methodology for reformulating the result frameworks for the subsequent P&B documents in closer alignment with the outcomes of the 2019 ILO Centenary Declaration. As a result, the 2020-21 P&B document introduced a more rigorous measurement system, prioritizing eight policy outcomes and three enabling outcomes that incorporated cross-cutting policy drivers, and introducing outputs under outcomes.

This subsection examines and compares how the ILO's work on labour statistics has been measured across the three biennia. As mentioned in the section above, a review of the P&B documents revealed that the ILO's work on labour statistics is primarily measured through an Enabling Outcome/Output (Outcome A or Output A.1) which includes specific indicators that both qualitatively and quantitatively measure the achievements on labour statistics. However, whereas the P&B Policy Outcomes/Outputs reflect statistical work efforts in specific global and country-level deliverables, measurement of such results is indirect without establishing specific quantitative measurement indicators More concretely, indicators pertaining to policy outcomes include the ILO's labour statistics work as one of the criteria through which progress/achievement is assessed, reported, and attributed to the Policy Outcome/Output indicator. This is illustrated through the following examples from the measurement framework associated with the P&B of the 2020-21 biennium below.

TABLE 12: SELECTED EXAMPLES ON THE MEASUREMENT OF ILO'S WORK ON LABOUR STATISTICS ACROSS P&B OUTPUTS

Output 1.3: Increased institutional capacity of labour administrators

Indicator 1.3.1: Number of member States with institutional frameworks for labour administration that address current and new challenges in the world of work.
Observation of any one or more of the following, through ILO's support, enables the results to be reported for this indicator:

▶ Labour administration institutions (ministry of labour, labour inspectorate or other department / service under the ministry responsible for labour) formally adopt a plan of action to improve their effectiveness, outreach or compliance with ratified international labour standards on labour administration and labour inspection; or

▶ The ministry of labour or labour inspectorate formally approves and starts implementing measures to improve the coverage or quality of services provided in order to address new or persistent challenges in the world of work, including diverse forms of work arrangements and responses to the COVID-19 pandemic; or

▶ The ministry of labour or the labour inspectorate defines and starts implementing new or streamlined work processes or methodologies for improved interventions, reporting, coordination, and statistical production and analysis; or

▶ The government formally adopts and implements an inter-departmental or inter-institutional plan to improve labour administration responses to persistent or new challenges in the world of work.

Output 6.2: Increased capacity of the ILO constituents to strengthen policies and strategies to promote and ensure equal opportunities, participation and treatment between women and men, including equal remuneration for work of equal value:

Indicator 6.2.2: Number of member States with policies to promote the effective realization of the right to equal remuneration for work of equal value between women and men, and strategies for their implementation.
Observation of any one or more of the following, through ILO's support, enables the result to be reported for this indicator:

▶ The government, in consultation with the social partners, adopts or operationalizes national legislation that provides for the right to equal remuneration for work of equal value (equal pay laws) or that exposes and rectifies pay differentials between women and men at enterprise level (pay transparency laws); or

▶ The government, in consultation with the social partners, measures pay equity between women and men at enterprise level, including through national statistics and objective job evaluation methods; or

▶ The government, in consultation with the social partners, measures and evaluates the effect of the COVID-19 crisis on the gender pay gap with a view to promoting or enhancing measures to advance on gender pay equity in a post-COVID-19 labour market; or

▶ An employers' organization or a workers' organization measures pay equity between women and men at enterprise level, including through objective job evaluation methods.

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The above examples highlight how the ILO's work on the production, analysis, use, and dissemination of labour statistics feeds into its work on Policy Outcomes/Outputs pertaining to a broad range of thematic/programmatic areas. It also explains why the ILO's statistical work is so dispersed across the Policy Outcomes/Outputs, which was revealed by the findings of the CPO Analysis undertaken in Section 2.4.

In contrast, the Enabling Outcome/Output related to labour statistics pertains to improved production and increased availability of labour statistics generally through the implementation of ICLS standards in the form of piloting test surveys and/or undertaking statistical surveys or improving other statistical sources of data using latest ICLS standards. Hence, these indicators measure the ILO's work on labour statistics in a way that is not specific or limited to any policy domains.

Over the past three biennia, the most major changes to the measurement framework associated with Outcome A/Output A.1 occurred when the ILO shifted to its new results framework for the 2020-21 biennium and onwards. The measurement framework for the 2020-21 biennium refined the criteria through which progress against indicator A.1.1 could be reported by explicitly including the ILO's work in supporting member states: a) undertake pilot testing of tools developed according to the latest ICLS standards; b) improve labour modules in other statistical sources such as population and economic censuses and administrative registries; and c) establish labour market information systems (LMIS). LMIS represents a relatively new area of focus for the ILO since the 2020-21 biennium, which has seen increased prioritization. In comparison, the earlier criteria associated with Indicator A2 in the 2018-19 biennium did not explicitly specify the means through which "labour market statistics and information systems using international statistical standards" would be strengthened. Furthermore, the 2018-19 biennium included the development of national sustainable development strategies using ILO-produced research, statistics, and analysis as one of the criteria for measuring progress against the indicator linked to Outcome A. However, this criterion was dropped in the subsequent indicators associated with Output A.1. The table below presents an overview of the changes in the measurement framework for Outcome A/Output A.1 across the three biennia.

TABLE 13: OVERVIEW OF EVOLUTION IN THE MEASUREMENT FRAMEWORK FOR OUTCOME A/ OUTPUT A.1, 2018 – 2023

2018-19	2020-21	2022-23
National labour market statistics, standards, and information systems are strengthened through improved statistical surveys and use of other statistical sources. (Indicator A2)	Carries out **statistical surveys** following the latest statistical standards and methods and improved questionnaires; (Indicator A.1.1)	Carries out **statistical surveys** following the latest statistical standards and methods and improved questionnaires; (Indicator A.1.1)
N/A	Carries out, assesses, and publishes the results of **pilot test surveys on the latest ICLS standards;** (Indicator A.1.1)	Carries out, assesses, and publishes the results of **pilot test surveys on the latest ICLS standards**; (Indicator A.1.1)
N/A	Improves l**abour modules in other statistical sources**, by introducing the new standards adopted by the ICLS; (Indicator A.1.1)	Improves **labour modules in other statistical sources**, by introducing the new standards adopted by the ICLS; (Indicator A.1.1)
N/A	Establishes **Labour Market Information Systems** at the national level. (Indicator A.1.1)	Establishes **Labour Market Information Systems** at the national level (Indicator A.1.1)

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National data collected and reported for at least half of the Tier I and II indicators for which the ILO is custodian in the Global Indicator Framework of the SDGs. (Indicator A2)	Change occurs when, based on information provided by countries through questionnaires or microdata files, the ILO increases the quantity and quality of data in relation to the ILO custodian SDG indicators that it reports to the UN Statistics Division (UNSD). (Indicator A.1.2)	Change occurs when, based on information provided by countries through questionnaires or microdata files, the ILO increases the percentage of data in relation to the ILO custodian SDG indicators that it reports to the UN Statistics Division (UNSD). For the result to be achieved the percentage increase is to be minimum 5% in data points for years 2020 and 2021 combined (over data points for years 2018 and 2019 combined, reported in 2021) reported to the UN in the 2023 SDG Indicators Global Database. (Indicator A.1.2)
Relevant national indicators for monitoring and reporting on decent work-related SDGs are produced with ILO advice and support. (Indicator A2)		
National sustainable development strategies utilize the latest ILO research, statistics and analysis and are developed with the participation of ILO constituents. (Indicator A2)	N/A	N/A

Looking forward, the measurement framework for the 2024-25 P&B retains the two indicators associated with Output A.1 and their criteria. A crucial addition to the criteria is the improved "measurement and analysis of special topics through statistical instruments modules integrated into household surveys or through standalone specific statistical surveys" under Indicator A.1.1.[23] Special topics refer to any aspect of the Decent Work Agenda and Social Justice, such as child labour, workplace violence and harassment, and recruitment costs for migrants, among others.[24] This indicator will report on the ILO's statistical work on these special topics if such work is not reported under any policy outcomes.[25] **By including this criterion, the measurement framework both recognizes that the work of the ILO on labour statistics is dispersed across various policy outcomes and attempts to capture any unreported work on special topics within Output A.1.**

SDGS UNDER ILO CUSTODIANSHIP

The ILO is the custodian or co-custodian of a total of 14 SDG indicators[26]. As the custodian, the ILO is responsible for:

▶ Compiling national statistics from data producers.

▶ Verifying country data and metadata, identifying gaps, and ensuring international comparability.

▶ Developing international standards and methods for Tier 3 indicators.[27]

▶ Estimating global and regional aggregates.

▶ Analyzing data, identifying key trends, and drafting analytical outputs for the UN SDG reports.

▶ Reporting data and metadata to the UN annually and contributing to SDG progress reports.

▶ Strengthening national capacity for producing high-quality data on SDG indicators

The outcomes and outputs in the ILO P&B documents also have linkages with the Sustainable Development Goals (SDGs) and associated targets and are being used to track progress in decent-work related components of SDG targets relevant to the ILO outcomes and strategic objectives.

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23 ILO. Programme and Budget for 2024-25: Measurement framework for output enabler A: Enhanced knowledge, innovation, cooperation and communication to advance social justice.

24 Ibid.

25 Ibid.

26 In addition, the ILO also collects data for SDG Indicator 9.2.2 (Manufacturing employment as a proportion of total employment) although the custodianship for that indicator is with the UNIDO.

27 Tier 3 indicators are those indicators for which no internationally established methodology or standards are yet available.

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The ILO Department of Statistics is the focal point for all inputs provided to the UN Statistics Division, and also receives key contributions from other policy departments and field offices. The data collected through the Labour Force Survey (LFS) are under the purview of the Department of Statistics and the main source of data for the majority of the SDG indicators. However, the ILOSTAT questionnaire as well as questionnaires administered by other policy departments such as the Universal Social Protection Department (SOCPRO) and the Employment Policy, Job Creation and Livelihoods Department (EMPLOYMENT) are also sources of data for some SDG indicators (Table 14). Nevertheless, it is important to note that these other departments produce data and methodologies in collaboration with STATISTICS, as was reported during inception interviews. The following table outlines the various sources of data for the different SDG indicators.[28]

TABLE 14: DATA SOURCES OF SDG INDICATORS INVOLVING ILO

#	SDG INDICATOR	SOURCE OF DATA	DEPARTMENT RESPONSIBLE
1	5.5.2 Proportion of women in managerial positions	LFS (microdata)	STATISTICS
2	8.3.1 Proportion of informal employment in total employment, by sector and sex		
3	8.5.2 Unemployment rate, by sex, age and persons with disabilities		
4	8.6.1 Proportion of youth (aged 15-24 years) not in education, employment or training		
5	9.2.2 Manufacturing employment as a proportion of total employment		
6	8.5.1 Average hourly earnings of female and male employees, by occupation, age and persons with disabilities	ILOSTAT Questionnaire (using establishment survey and administrative data)	
7	8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status	ILOSTAT Questionnaire	
8	1.3.1 Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable	Social Security Inquiry ILO modelled estimates	SOCPRO
9	8.b.1 Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy	Textual Sources, YouthPol, Empol	EMPLOYMENT
10	1.1.1 Proportion of the population living below the international poverty line by sex, age, employment status and geographic location (urban/rural)	ILO modelled estimates	STATISTICS
11	8.2.1 Annual growth rate of real GDP per employed person	ILO modelled estimates	STATISTICS
12	8.7.1 Proportion and number of children aged 5-17 years engaged in child labour, by sex and age	Relevant national household-based surveys ILO modelled estimates	FUNDAMENTALS
13	8.8.2 Level of national compliance of labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status	Information based on ILO textual sources	STATISTICS
14	10.4.1 Labour share of GDP, comprising wages and social protection transfers	ILO modelled estimates	STATISTICS
15	10.7.1 Recruitment cost borne by employee as a proportion of monthly income earned in country of destination	Relevant household-based surveys	STATISTICS

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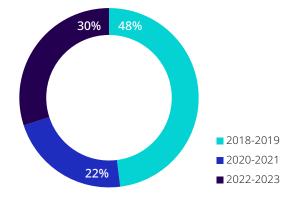
28   Sodergren, Marie-Claire and Karkee, Vipansa. October 2023. Monitoring the SDG Indicators under ILO Custodianship. International Conference of Labour Statisticians. Available at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_898165.pdf

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ILO'S PROGRAMMING, INCLUDING CPO ANALYSIS AND EXPENDITURE OVERVIEW, ON LABOUR STATISTICS DURING THE PERIOD 2018-2023

A comprehensive examination of the Decent Work Results Dashboard revealed a total of **344 results associated with the ILO's work on labour statistics between 2018 and 2023**. These results were linked to a total of 290 unique Country Programme Outcomes (CPOs) in 105 countries across the world, and across the various policy outcomes of the P&B documents for this period.

As illustrated in Figure 2, the distribution of the ILO's statistics-related Decent Work results varied across the three biennia, with the highest proportion of results reported in the 2018-19 biennium, constituting 48 percent of the total results (165 DW Results). With the advent of the COVID-19 pandemic which saw major interruptions in the work of the NSOs and ILO constituents, the number of DW results reported for the 2020-21 biennium decreased substantially by 54 percent from the previous biennium (76 DW Results). In the 2022-23 biennium, the number of DW results achieved by the ILO increased to 103 DW results, representing a 36 percent increase over the previous biennium.

FIGURE 2: TOTAL DISTRIBUTION OF RESULTS ACROSS THE THREE BIENNIA

■ 2018-2019
■ 2020-2021
■ 2022-2023

The CPO Analysis revealed that across all three biennia, the ILO's work on labour statistics was spread across every Policy Outcome to varying degrees. While Outcome A (in the 2018-19 biennium) and Output A.1 (in the 2020-21 and 2022-23 biennia) reported the highest number of DW results in all three biennia, a significant share of the work on labour statistics was reported under different Policy Outcomes/Outputs.

As shown in Table 15, in the 2018-19 biennium, the CPO analysis undertaken by the evaluation showed that Outcome A represented 25 percent of the total share of statistics-related results followed by Outcome 6, which pertains to the formalization of the informal economy (18 percent). Outcome 8 (*Protecting workers from unacceptable forms of work)* which encompassed the ILO's work on Fundamental Principles and Rights at Work (FPRW) and Outcome 1 (*More and better jobs for inclusive growth)* composed 13 and 12 percents of the total DW results involving labour statistics, respectively. Among the Outcomes with the least number of reported DW results on labour statistics include Outcome 5 (*Decent work in the rural economy*), Outcome 10 (*Strengthened tripartite constituents*), and Outcome 2 (*Ratification and application of International Labour Standards*), collectively accounting for just 07 percent of the total labour statistics-related DW results in the 2018-19 biennium.

TABLE 15: CPO COUNT FOR 2018-19

OUTCOME	CPO COUNT 2018-19	PERCENTAGE OF TOTAL
A. Effective knowledge management for the promotion of decent work	42	25%
6. Formalization of the informal economy	29	18%
8. Protecting workers from unacceptable forms of work	21	13%
1. More and better jobs for inclusive growth and improved youth employment prospects	19	12%
3. Creating and extending social protection floors	13	8%
9. Fair and effective international labour migration and mobility	12	7%
4. Promoting sustainable enterprises	11	7%
7. Promoting safe work and workplace compliance including in global supply chains	8	5%
5. Decent work in the rural economy	5	3%
10. Strong and representative Employers and Workers Organizations	3	2%
2. Ratification and application of international labour standards	2	1%
Total	**165**	**100%**

With the change in the ILO's result framework in the 2020-21 biennium, several Policy areas that were previously outcomes transitioned to outputs and in some cases were reflected under multiple outcomes as outputs. Among these were Outcome 5, Outcome 6 and Outcome 9 *(International Labour Migration)*. Since statistics-related DW results in the 2020-21 and 2022-23 biennia were reported across 19 and 22 separate outputs respectively, the following findings of the CPO Analysis for the two biennia are presented at the outcome-level for the purposes of simplification and consolidation of numerous outputs within outcomes.
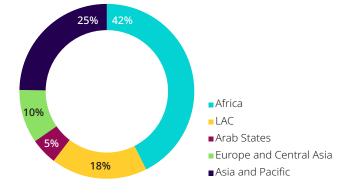
Like the 2018-19 biennium, Output A.1 retained the highest share of total statistics-related DW results in both the 2020-21 (36 percent) and 2022-23 (26 percent) biennia. However, the number of DW results reported against Output A.1 decreased substantially from 42 results in 2018-19 to just 27 in the 2020-21 and 2022-23 biennia each. In the 2020-21 biennium, substantial share of the total statistics-related DW results were reported against Outcome 7 *(Protection at work)* and Outcome 8 *(Social Protection)*, with 24 percent and 16 percent respectively. In comparison, the 2022-23 biennium showed a significant decrease in the proportion of DW results reported against Outcome 8, from 12 results in the 2020-21 biennium to 7, representing a 42 percent decrease. The CPO Analysis revealed that the share of statistics-related DW results reported against Outcome 1 *(Strengthened Tripartite Constituents)* and Outcome 5 *(Skills and Lifelong Learning)* increased substantially in the 2022-23 biennium compared to the 2020-21 biennium, reflecting areas that have seen increased prioritization within the ILO. The following table presents the distribution of DW results by Outcomes for the 2020-21 and 2022-23 biennia.

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TABLE 16: CPO COUNTS FOR 2020-21 AND 2022-23

OUTCOME	CPO COUNT 2020-21	PERCENTAGE OF TOTAL	CPO COUNT 2022-23	PERCENTAGE OF TOTAL
Output A.1.	27	36%	27	26%
Outcome 1 - Strong tripartite constituents and influential and inclusive social dialogue	3	4%	13	13%
Outcome 2 – International Labour Standards and authoritative and effective supervision	1	1%	1	1%
Outcome 3 – Full, productive and freely chosen employment and decent work for all	8	11%	12	12%
Outcome 4 – Sustainable enterprises as generators of employment and promoters of innovation and decent work	2	3%	5	5%
Outcome 5 – Skills and lifelong learning to facilitate access to and transitions in the labour market	3	4%	10	10%
Outcome 6 – Gender equality and equal opportunities and treatment for all in the world of work	2	2%	5	5%
Outcome 7 – Adequate and effective protection at work for all	18	24%	23	22%
Outcome 8 – Comprehensive and sustainable social protection for all	12	16%	7	7%
Total	**76**		**103**	

The regional distribution of DW results across the three biennia is depicted in Figure 3. Overall, Africa accounted for the largest share of decent work results reported, comprising 43 percent of the total results (148 DW results), followed by the Asia and the Pacific region, which accounted for 25 percent of the results (85 results). The Latin America and Caribbean (LAC) region represented 18 percent of the total results reported (61 results), while the Europe and Central Asia region accounted for 10 percent of the total share (33 results). Lastly, Arab States had the lowest contribution, with only 17 results, constituting approximately 5% of the total.

FIGURE 3: REGIONAL DISTRIBUTION OF RESULTS ACROSS THE THREE BIENNIA

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FIGURE 4: REGIONAL DISTRIBUTION PER BIENNIUM

	Africa	LAC	Arab States	Europe and Central Asia	Asia and Pacific
2022-23	37%	22%	4%	12%	25%
2020-21	46%	18%	7%	8%	21%
2018-19	45%	15%	5%	9%	26%

A comparison of the regional distribution of statistics-related DW results across the three biennia (Figure 4) revealed that Africa represented the region with the largest share of results reported in each biennium. However, a notable overall decline in the share of DW results was observed for Africa, which saw its share decrease from 46% in 2020-21 to 37% in 2022-23. Moreover, there is a clear upwards trend in the rise of DW results reported in the Latin America and the Caribbean region from 15% (in 2018-19) to 18% in (2020-21) and finally 22% (in 2022-23). The Asia and Pacific region followed Africa in the share of DW results reported and has seen fluctuations in its share with 26% (in 2018-19) to 21% in (2020-21) and then 25% (in 2022-23). The share of DW results reported in the Europe and Central Asia and the Arab States have fluctuated across the biennia.
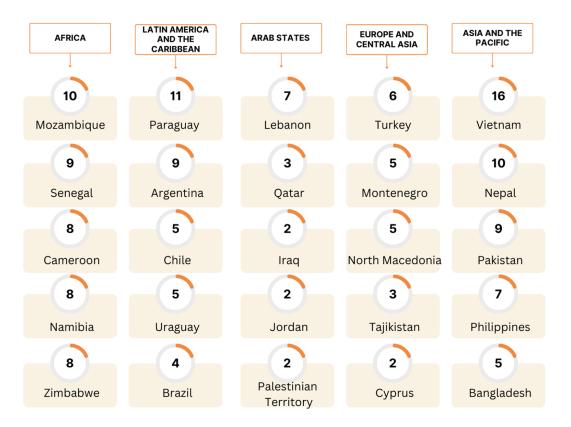
TABLE 17: DISTRIBUTION OF ILO'S WORK IN THE REGIONS (2018 – 23)

REGION	NO. OF RESULTS	NO. OF COUNTRIES	AVERAGE NUMBER OF RESULTS PER COUNTRY	PERCENTAGE OF COUNTRIES WITH LESS THAN 3 RESULTS
Africa	146[29]	42	3	47%
Arab States	17	6	3	66%
Europe and Central Asia	33	15	2	73.3%
Asia and Pacific	85	24	3	58%
Latin America and the Caribbean	61	18	3	50%

Table 17 above presents a breakdown of results across different regions, highlighting the number of results, the corresponding number of countries involved, the average number of results per country, and the percentage of countries with less than three results. In Africa, a total of 146 results spread across 42 countries were reported over the three biennia, with 47% of countries reporting fewer than three results. In comparison, the Asia and the Pacific region reported a total of 85 results across 24 countries. Although the average number of results per country for the Africa region (3) and the Asia and Pacific region (3) are similar, the Asia and the Pacific region has a relatively higher share of countries reporting less than 3 results (58 percent) compared to Africa (47 percent), indicating that the distribution of results is relatively more uneven in the Asia and the Pacific region. In fact, the higher average in the Asia region is skewed because Vietnam is a clear outlier with 16 results, as can be seen in Figure 5 below.

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29 Two regional results excluded.

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For the Latin America and the Caribbean region, 61 results were reported across 18 countries, averaging 3 results per country, with 50% of countries having less than three results. Similarly, the low average results per country coupled with the high share of countries with less than 3 results for Europe and Central Asia and the Arab States regions indicates that the work of the ILO is more diffused in those regions, as can be seen in the table above, with an average of 3 results per country being reported in the Arab States but with 66% countries reporting less than three results and Europe and Central Asia with the lowest average of 2 results per country and with 73% countries with less than 3 results.

FIGURE 5: TOP 5 COUNTRIES PER REGION

AFRICA	LATIN AMERICA AND THE CARIBBEAN	ARAB STATES	EUROPE AND CENTRAL ASIA	ASIA AND THE PACIFIC
10 Mozambique	11 Paraguay	7 Lebanon	6 Turkey	16 Vietnam
9 Senegal	9 Argentina	3 Qatar	5 Montenegro	10 Nepal
8 Cameroon	5 Chile	2 Iraq	5 North Macedonia	9 Pakistan
8 Namibia	5 Uraguay	2 Jordan	3 Tajikistan	7 Philippines
8 Zimbabwe	4 Brazil	2 Palestinian Territory	2 Cyprus	5 Bangladesh

The HLE also encompassed a financial analysis of the ILO's expenditure[30] related to labour-statistics across the three biennia. However, unlike in the CPO Analysis which enabled the identification of work on labour statistics across the various Policy Outcomes, the financial analysis was limited to Outcome A/Output A.1. This limitation stemmed from the limited indications within ILO's financial management databases regarding the particular activities towards which expenditures and allocations were made, which necessitated the scope to be focused on Outcome A/Output A.1. Moreover, as noted in other sections, the results framework changed in the 2020-21 biennium with the inclusion of outputs under outcomes. It is important to note that the expenditure in 2018 and 2019 is reported for the entirety of Outcome A, in which labour statistics were represented under Indicator A2. Due to limitations in the ILO's financial management system, expenditure towards Indicator A2 only could not be discerned. Hence, for the purposes of the financial analysis, the Evaluation only analyzed the expenditures towards Output A.1 between 2020 and 2023 as a result of the limitations outlined above.

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30   Data provided by the ILO FINANCE Department. The data sheet encompasses resource allocation and expenditure pertaining to XBDC, RBSA, and RBTC, for the period 2018 – 2023.

The financial analysis revealed that between 2020 and 2023, the ILO's overall expenditure towards Output A.1 amounted to USD 13.1 million (13,105,673), which represents 0.8 percent of the USD 1.55 billion expended by the ILO in total between 2020 and 2023. Throughout the years, the expenditure towards Output A.1 shows fluctuations followed by a declining trend in 2022 and 2023. Most notably, the expenditure in 2020 amounted to USD 2.59 million, which increased by 46 percent in 2021 to amount to USD 3.78 million.

Since 2021, the year-over-year expenditure in subsequent years have consistently declined by 7 percent in 2022 (to USD 3.55 million) and 10 percent in 2023 (to USD 3.19 million). The following figure illustrates the total annual expenditure towards Output A.1 between 2020 and 2023.

FIGURE 6: ANNUAL GROWTH RATE OF PROJECTS (2020 - 2023)

Between 2020 and 2023, over two-thirds of the total expenditure on Output A.1 was made through Extra-budgetary Development Cooperation (XBDC) resources, which amounted to USD 9 million (69 percent). Approximately, 21 percent of the total expenditure was made through the Regular Budget Technical Cooperation (RBTC) resources (USD 2.81 million) while the Regular Budget Supplementary Account (RBSA) accounted for 10 percent of the total expenditure in this period (USD 1.29 million). (See table 18)

An examination of the regional distribution of the expenditure towards Output A.1 revealed that expenditure towards global actions and interventions accounted for the largest share of total expenditure, with USD 4.8 million (37 percent). This was followed by the Latin America and the Caribbean (LAC) region which accounted for an estimated 23 percent of the total expenditure (USD 3.01 million). A similar level of expenditure was made towards the Arab States (15 percent) and the Asia and the Pacific region (14 percent). However, the Africa region and the Europe and Central Asia region had the lowest share of overall expenditure respectively, at 9 percent and 2 percent.

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TABLE 18: OVERVIEW OF THE REGIONAL DISTRIBUTION TOWARDS OUTPUT A.1, FOR THE PERIOD BETWEEN 2020-23.

REGIONS	FUNDING SOURCE				
	RBSA	**RBTC**	**XBDC**	**Total**	**Percentage of total**
Africa	45,474	879,467	281,332	1,206,273	9%
Latin America and the Caribbean		869,986	2,195,797	3,065,783	23%
Arab States	998,021	248,180	760,409	2,006,610	15%
Asia and the Pacific	222,072	384,943	1,196,244	1,803,259	14%
Europe and Central Asia		217,246	1,916	219,162	2%
Global	24,865	205,421	4,574,300	4,804,586	37%
Total	**1,290,432**	**2,805,243**	**9,009,998**	**13,105,673**	**100%**
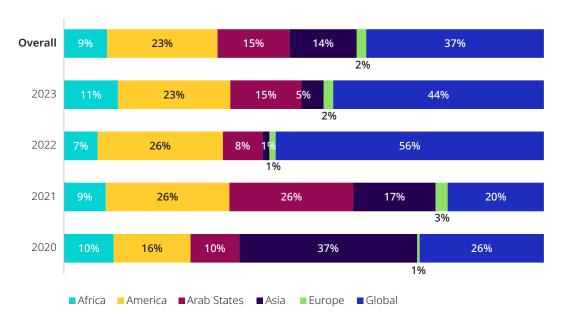
An examination of the annual share of expenditure across the regions (Figure 7) revealed significant fluctuations in the regional distribution of expenditure across the years. Most notably, the results show that the Asia and the Pacific region, which accounted for 37 percent of all expenditure made towards Output A.1 in 2020, saw a steep decline in subsequent years to a meagre 5 percent in 2023, reaching as low as 1 percent in 2022. This is because all the XBDC and RBSA related expenditures in the Asia and the Pacific region ceased at the end of the 2021, leaving only RBTC-related expenditures being made in 2022 (USD 49,919) and 2023 (USD 147,940).

Conversely, the share of expenditure at the global level also saw fluctuation declining from 26 percent in 2020 to 20 percent in 2021 before rising to 56 percent in 2022 and declining to 44 percent in 2023. This is mostly attributable to an influx of funding in 2022 as a result of two global-level XBDC projects.[31] The results also demonstrate the rise in expenditure towards the Latin America and the Caribbean region which saw its share increase from 16 percent in 2020 to 26 percent in 2021 and which remained stable in 2022 (26 percent) and 2023 (23 percent).

Africa has also had a low but relatively stable share of annual expenditures over the years. Notably, Africa is the only region (other than Europe and Central Asia) where the XBDC-related expenditures (USD 281,332) have been lower than either RBTC- or RBSA-related expenditure (RBTC: USD 879,467). Finally, expenditure towards the Arab States has undergone continuous fluctuations every year since 2020, rising from 10 percent in 2020 to 26 percent in 2021 before falling back to 8 percent in 2022, and increasing again to 15 percent in 2023. Overall, the results show a substantial rise in the expenditure made for the ILO's interventions at the global-scale and a steep rise in expenditure towards the Latin America and the Caribbean, contrasting with the sharp decline in expenditure for the Asia and the Pacific region.

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31 GLO/19/25/UNF – Closing the gender data gap on unpaid care and domestic work to support monitoring the 2030 Agenda. GLO/20/27/GAT – Engendering informality measurement for Labour Force Surveys.

FIGURE 7: ANNUAL BREAKDOWN OF EXPENDITURE BY REGIONS (2018 - 2023)

	Africa	America	Arab States	Asia	Europe	Global
Overall	9%	23%	15%	14%	2%	37%
2023	11%	23%	15%	5%	2%	44%
2022	7%	26%	8%	1%	1%	56%
2021	9%	26%	26%	17%	3%	20%
2020	10%	16%	10%	37%	1%	26%

■ Africa ■ America ■ Arab States ■ Asia ■ Europe ■ Global

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▶ Evaluation findings

4. EVALUATION FINDINGS

RELEVANCE

KEY FINDING 1

The ILO enjoys strategic dominance in labour statistics that is recognized by its constituents and global, regional and national stakeholders alike. Its statistical work demonstrates strong alignment with global frameworks, and is recognized as a means to advance social justice through the ILO-led Global Coalition. Governments (notably national statistical offices (NSOs) and ministries of labour), UN agencies, international financial institutions and research institutions are the most prolific users of ILO statistics.

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KEY FINDING 2
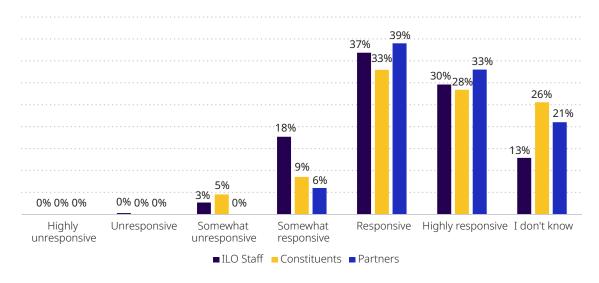
Limited resources necessitate that the ILO prioritize promoting the adoption of ICLS standards by NSOs for the availability of high-quality, relevant and harmonized statistical data.

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KEY FINDING 3

Statistics produced by the ILO are at the aggregate level, including on Sustainable Development Goals (SDGs), and used to support policy decisions through country, regional and global comparisons. However, they are less pertinent to the everyday challenges encountered by workers' and employers' organizations.

A survey conducted with ILO Staff, constituents and partners revealed that overall, about two-thirds of all respondents (66 percent) find the ILO's work on the production, analysis, dissemination, and use of labour statistics responsive or highly responsive to their needs. Compared to constituents (61 percent), the responsiveness of the ILO's work on labour statistics was rated relatively higher by ILO staff (67 percent), and partners (72 percent). The following figure provides a breakdown of the overall ratings on relevance by the three different respondent types.

FIGURE 8: RATINGS ON THE RELEVANCE OF ILO WORK ON LABOUR STATISTICS

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Alignment with global frameworks and initiatives

The ILO's statistical work demonstrates strong alignment with several global frameworks and initiatives, particularly, the Sustainable Development Agenda (SDA) and Beyond GDP.

The emergence of the **2030 Sustainable Development Agenda** amplified the work of the ILO in the production and dissemination of labour statistics. This is due to the inclusion of numerous targets and indicators relevant to the labour market and decent work, including a dedicated goal (Goal 8: Decent Work and Economic Growth) within the global indicator framework for the 2030 Agenda. In addition to Decent Work, the global indicator framework for the 2030 Agenda also encapsulates many other aspects relevant to the ILO's mandate, including social protection, employment, social dialogue, and rights, reflected in other SDG Goals. As a result of the ILO's relevance to and position in the world of work, the ILO was given sole custodianship of 11 global SDG indicators while also functioning as a joint custodian with other agencies for three indicators and as a partner agency for a further three indicators.

The ILO's longstanding engagement in the development of conceptual frameworks, operational definitions, and methodologies for measuring, producing, and disseminating labour statistics through its statistical standard-setting mechanism – the International Conference of Labour Statisticians (ICLS) – has contributed to the establishment of internationally agreed methodology or standards for Tier III SDG indicators.[32]

By 2023, none of the SDG indicators under ILO's custodianship remained classified as Tier III indicators. Between 2018 and 2023, two of the three SDG indicators with Tier III classification in 2018 (8.8.2 and 8.b.1) were reclassified as Tier I indicators[33], while the other former Tier III indicator (10.7.1) was reclassified as a Tier II indicator.[34]

In addition, the global indicator framework for the 2030 Agenda placed significant demands for national statistical systems worldwide to produce reliable, consistent, and comparable statistics for an increasing number of goals and targets. Compared to the Millenium Development Goals (MDGs), which had 08 Goals, 21 targets, and 60 indicators, the SDGs have 17 Goals, 169 targets, and 232 indicators.[35] This has necessitated the strengthening of statistical capacities at national level and improving coordination processes between statistical systems to support the compilation, production, interpretation, and effective use of SDG indicators. The ILO's status as a custodian or co-custodian agency for 14 SDG indicators requires the strengthening of national capacities for producing high-quality data on SDG indicators, compilation and verification of national statistics from data producers, estimation of global and regional aggregates, and reporting of data to the UN annually which contributes to the ongoing monitoring of progress towards the achievement of the SDG indicators.

A review of the ILO's P&B documents across the three biennia (2018-19, 2020-21, and 2022-23) (Table 19) revealed that the ILO's statistical work with regards to the SDGs is well represented under various P&B Outcomes, particularly Outcome 1 (Tripartite Constituents and Social Dialogue), Outcome 3 (Employment and Decent Work for All), and Outcome 7 (Protection at Work for All). Apart from SDG 8 (Decent Work and Economic Growth), the ILO's statistical work in terms of SDG indicators also pertains to SDG 1 (No Poverty), SDG 4 (Quality Education), SDG 5 (Gender Equality), SDG 9 (Industry, Innovation and Infrastructure), SDG 10 (Reduced Inequalities), and SDG 16 (Peace, Justice and Strong Institutions).

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32 Tier III indicators refer to those indicators for which no internationally established methodology or standards are yet available, but methodology/standards are being (or will be) developed or tested

33 Tier I indicators refer to those indicators that have an internationally established methodology and standards and for whom data is regularly being produced.

34 Tier II indicators refer to those indicators that have an internationally established methodology and standards, but data are not regularly produced by countries.

35 ILO. *Labour statistics for Sustainable Development Goals (SDGs)*. ILOSTAT. https://ilostat.ilo.org/topics/sdg/

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TABLE 19: LINKAGES OF P&B OUTCOMES WITH SDG INDICATORS AND CUSTODIANSHIP STATUS

#	SDG INDICATOR	CUSTODIANSHIP STATUS[36]	P&B OUTCOME[37]
1	1.1.1 Proportion of the population living below the international poverty line by sex, age, employment status and geographic location (urban/rural)	Co-Custodian with the World Bank	All Outcomes
2	1.3.1 Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims and the poor and the vulnerable	Sole Custodianship	Outcome 8
3	4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	Partner Agency to UNESCO-UIS	Outcome 5
4	5.5.2 Proportion of women in managerial positions	Sole Custodianship	Outcome 1 Outcome 6
5	8.2.1 Annual growth rate of real GDP per employed person	Sole Custodianship	Outcome 3 Outcome 4
6	8.3.1 Proportion of informal employment in total employment, by sector and sex	Sole Custodianship	Outcome 1 Outcome 3 Outcome 4
7	8.5.1 Average hourly earnings of female and male employees, by occupation, age and persons with disabilities	Sole Custodianship	All Outcomes
8	8.5.2 Unemployment rate, by sex, age and persons with disabilities	Sole Custodianship	
9	8.6.1 Proportion of youth (aged 15-24 years) not in education, employment or training	Sole Custodianship	Outcome 3 Outcome 5
10	8.7.1 Proportion and number of children aged 5-17 years engaged in child labour, by sex and age	Co-Custodian with the UNICEF	Outcome 7
11	8.8.1 Frequency rates of fatal and non-fatal occupational injuries, by sex and migrant status	Sole Custodianship	Outcome 1 Outcome 2 Outcome 7
12	8.8.2 Level of national compliance of labour rights (freedom of association and collective bargaining) based on International Labour Organization (ILO) textual sources and national legislation, by sex and migrant status	Sole Custodianship	
13	8.b.1 Existence of a developed and operationalized national strategy for youth employment, as a distinct strategy or as part of a national employment strategy	Sole Custodianship	Outcome 3
14	9.2.2 Manufacturing employment as a proportion of total employment	Partner Agency to UNIDO	Outcome 3
15	10.4.1 Labour share of GDP, comprising wages and social protection transfers	Sole Custodianship	All Outcomes
16	10.7.1 Recruitment cost borne by employee as a proportion of monthly income earned in country of destination	Co-Custodian with the World Bank	Outcome 7
17	16.10.1 Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months	Partner Agency to OHCHR	Outcome 1 Outcome 2

In addition to the 2030 Agenda, the ILO through its work on labour statistics contributes towards other emerging global frameworks and initiatives such as the **Beyond GDP initiative**, which involves refining the UN System of National Accounts (SNA) to develop more comprehensive approaches to measuring progress and well-being. To that end, a core group of UN system entities,

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36 United Nations. March 2024. Tier Classification for Global SDG Indicators as of 6 March 2024. UNSTATS. Available at: https://unstats.un.org/sdgs/files/Tier%20Classification%20of%20SDG%20Indicators_%206%20Mar%202024_web.pdf
37 Based on the most recent P&B Document under the period of examination – P&B 2022-23.

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including the ILO, are undertaking active discussions on a refined SNA which is expected to be launched in 2025 by the United Nations Statistical Commission (UNSC). The Beyond GDP initiative encompasses multiple aspects connected with labour statistics, such as the digital economy, globalization, environmental sustainability, the informal economy, and unpaid work, under ILO's purview. The ILO has used its position on the Inter-secretariat Working Group on National Accounts (ISWGNA), to incorporate the latest statistical standards adopted by the 19th and 20th ICLS into the core of the SNA. Furthermore, the ILO is also working towards incorporating the new statistical standards on the informal economy adopted by the 21st ICLS into the refined SNA, given the importance of the informal economy in measuring progress and well-being beyond GDP.

Looking forward, the **ILO-led Global Coalition for Social Justice**, comprised of Member States, Workers' and Employers' Organizations, international development agencies, regional intergovernmental organizations, international financial institutions and development banks, and social partners, aims to strengthen collective efforts to urgently address social justice deficits and accelerate implementation of the 2030 Sustainable Development Agenda, SDG Goals, and the Decent Work Agenda.[38] The statistical function of the ILO is recognized as a means for the Coalition to advance social justice by serving as a platform to generate analytical and statistical research, including through recurrent reports on the state of social justice in the world.[39]

Alignment with constituents' and partners' needs

in the absence of a formalized strategy guiding the ILO's statistical work, the biennial P&B documents function as a major mechanism at the global level that provide overall direction to the various units and departments engaged in statistical work at the ILO. The P&B documents set the ILO's overall programmatic agenda for each biennium and are approved at the highest levels of the ILO's tripartite convention mechanisms – the Governing Body (GB) and the International Labour Conference (ILC), enabling Constituents to formulate and shape the ILO's agenda in all areas, including statistics, to address their needs.

The **International Conference of Labour Statisticians (ICLS)** also functions as a key mechanism that both influences the ILO's work on labour statistics and allows Constituents to shape current and future international labour-related statistical standards. The ICLS provides a forum for representatives of the ILO's Constituents, including the Labour Ministries and National Statistical Offices (NSOs), the Workers' and Employers' Organizations, to engage in dialogue and discussions concerning the indicators, conceptual definitions, and statistical methodologies for measuring various topics related to labour statistics prior to the adoption of resolutions based on consensus. Moreover, development stakeholders such as UN agencies also attend ICLS.

In addition to technical discussions, the ICLS also provides a platform for tripartite delegates to identify areas where additional efforts from the ILO are needed and request support from the Office. The past three iterations of the ICLS have shown an increasing trend in attendance and participation at the ICLS, as illustrated in the figure below.[40] Compared to the 19th ICLS (272 participants), the 20th ICLS (374 participants) saw a 38 percent increase in the number of participants while the 21st ICLS (534 total: 388 in-person; 146 virtual) witnessed an increase of 43 percent from its predecessor ICLS. Furthermore, the number of countries represented in the ICLS also saw a significant rise in this period from 106 countries in 19th ICLS to 135 and 134 countries in the 20th (27 percent) and 21st ICLS (26 percent), respectively. Similar increases in the number of representatives from UN Agencies, international governmental and non-governmental

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38   ILO. 2023. The Global Coalition for Social Justice.
39   Ibid.
40   Data obtained from the final reports of the respective conferences:
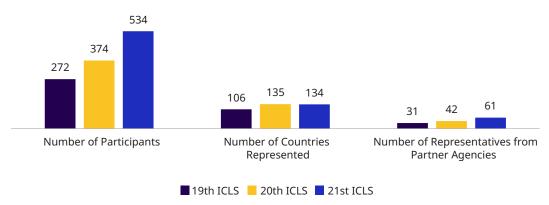
   Report of the Conference: 19th International Conference of Labour Statisticians, Geneva, 2–11 October 2013/ International Labour Office, Department of Statistics. Geneva, ILO, 2013.

   Report III: Report of the Conference, 20th International Conference of Labour Statisticians (Geneva, 10–19 October 2018), International Labour Office, Department of Statistics, Geneva, ILO, 2018.

   Report of the Conference – 21st International Conference of Labour Statisticians. Geneva: International Labour Office, 2024.

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organizations were also observed, from 31 representatives in the 19th ICLS, to 42 representatives in the 20th ICLS (35 percent increase) and 61 representatives in the 21st ICLS (45 percent increase from its predecessor). These **participation trends highlight the increased interest and engagement across a wide range of stakeholders, both internal and external to the ILO, which speaks to the relevance of the ICLS among its Constituents and Partners**.

FIGURE 9: NUMBER OF PARTICIPANTS AND COUNTRIES REPRESENTED IN THE PAST THREE ICLSS

At the country level, the **Decent Work Country Programmes (DWCPs)**, when available, serve as the ILO's programming instrument that provide a framework identifying the priorities of the ILO constituents and specifying the planned support from the ILO towards the achievement of results under those priorities. The DWCPs are developed through a national tripartite consultative process involving the Government, Employers' Organizations, and Workers' Organizations which reflect the national development priorities as well as constituents' priorities. Priority areas in DWCPs are set based on a systematic analysis of the country context and fidelity to the national development strategies and policies, thereby enabling flexibility and adaptability to various national contexts. A review of select DWCPs across the regions revealed that the **ILO's work on labour statistics is generally well-integrated in DWCPs**. The reviewed DWCPs were also found to be aligned with broader global frameworks such as the 2030 SDA and with the work of the wider UN ecosystem at the country-level as reflected through the United Nations Sustainable Development Cooperation Frameworks (UNSDCF).

The **specific type of support and areas of focus related to labour statistics differ based on the development context, priorities, and extent of national statistical capacities.** For instance, countries on the lower end of the development spectrum, which face significant challenges with and gaps in the production and analysis of labour statistics, were found to have dedicated DWCP Outcomes related to labour statistics, ranging from provision of support for undertaking Labour Force Surveys (LFS), to technical assistance in analyzing and disseminating data from planned LFS, to the establishment of Labour Market Information Systems (LMIS). For example, the 2018-2022 DWCP for Papua New Guinea prioritized the ILO's support to the country in conducting its very first Labour Force Survey (LFS) under Outcome 2.1 through the provision of technical assistance and capacity building in both the production and analysis of labour statistics.[41] In the case of Lesotho, the 2018/19 – 2022/23 DWCP recognized numerous challenges with respect to the development of robust labour statistics and analytical capacities in the country resulting in the lack of reliable and readily available labour market indicators.[42] Consequently, Outcome 3.3 focused on the establishment of a comprehensive and fully functional LMIS.[43] Whereas, the provision of support was more limited in the 2022-25 DWCP for Timor-Leste involving just technical assistance on analyzing and disseminating LFS data.[44]

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41   ILO. 2018. Papua New Guinea Decent Work Country Programme 2018-2022.
42   ILO. 2020. Kingdom of Lesotho Decent Work Country Programme 2018/19 – 2022/23.
43   Ibid.
44   ILO. 2022. Decent Work Country Programme Timor-Leste 2022-25.

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In comparison, the Evaluation found that the **ILO provided more advanced types and levels of support on labour statistics to relatively better developed countries with better capacity to absorb technical support from the ILO**. A case in point is Vietnam where the ILO has established a strong and continuous history of close collaboration with the General Statistics Office (GSO), which is also well-regarded in terms of its capacities. The 2022-26 DWCP for Vietnam specified the development of statistical standards, operations, and procedures for measuring transition of informal to formal work as one of the key areas of statistical support the ILO planned to provide.[45] Additional areas of support included the establishment of a state-of-the-art LMIS, support towards improved administrative data collection, particularly in the context of labour migration, and support towards the ratification of C160.

However, the Evaluation noted that the ILO's support to countries on **labour statistics was predominantly geared towards the National Statistical Offices (NSOs), followed by Ministries of Labour, with very limited programming aimed towards Workers' and Employers' Organizations**. This finding was corroborated from the synthesis review, light case study in Mozambique, and the in-depth country case studies in Pakistan and Senegal. The synthesis review of past evaluations of ILO's development cooperation projects involving statistical work conducted as part of this HLE found that employers' organizations appeared in just two of the 21 reference interventions as project beneficiaries, whereas, only one reference related explicitly to trade unions as beneficiaries. Similarly, the case study undertaken for Mozambique also found that workers' and employers' organizations did not figure as key actors in the production, dissemination, and use of labour statistics. In the case of Viet Nam, the Evaluation found greater involvement of the workers' and employers' organizations as beneficiaries, particularly of training and capacity-building activities. Nevertheless, since the 20th ICLS, ILO's work on skills mismatches and skills anticipations can be deemed somewhat responsive to the request for prioritization of this area by Employers' and Workers' organizations in the 21st ICLS.

Relevance to women, youth, and other vulnerable groups

The HLE found that **at the strategic level, ILO has placed increased emphasis on the empowerment of women, youth and other vulnerable groups**, as reflected across its policy and strategic documents and frameworks. With regards to the empowerment of women, the inclusion of a dedicated policy outcome aimed at gender equality and equal opportunities and treatment for all in the world of work (Outcome 6) into the P&B results framework since 2020 accompanied an increased focus on the issue of **gender equality**, in the broader framework of social justice adopted in the 2019 Centenary Declaration. This has resulted in statistical initiatives towards areas of work, such as the care economy, violence and harassment at work, equal remuneration for work, and non-discrimination, areas where there is need for increased quantity and quality of statistics. Empowerment of **youth** is also well-reflected in the ILO's statistical work in various domains such as skills mismatch, youth unemployment and underemployment, as detailed in the section on Effectiveness.

Similarly, the collection and analysis of labour market data disaggregated by disability status is well-integrated into the ILO's P&B results framework through Output 6.4. This output aims to increase the capacity of Member States to strengthen legislation, policies, and measures to ensure equal opportunities and treatment in the world of work for persons with disabilities and other vulnerable groups. Moreover, as the (co-) custodian of 14 SDG indicators, the ILO is mandated to collect and report data on SDG indicators disaggregated by disability status. For example, this includes SDG Indicator 8.5.2 (Unemployment rate by sex, age, and persons with disabilities) and SDG Indicator 1.3.1 (Proportion of population covered by social protection floors).

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45   ILO. 2023. Decent Work Country Programme Viet Nam 2022 – 2026: The future of work we create.

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The ILO has made significant progress in producing labour migration related statistics in the period under review. Of significant importance are the International Labour Migration Statistics (ILMS) questionnaire sent out by STATISTICS to gather migration indicators derived from sources other than the LFS, and the Guidelines on international labour migration adopted by the 20th ICLS, which recognize the role of administrative data in generating statistics on international labour migration, including statistics on inflows and outflows and for updating statistics on stocks of international migrant workers.

Incorporation of social dialogue and normative frameworks

Social dialogue is incorporated into the ILO's statistical work both as a topic of measurement as well as a means of broader dissemination and consensus-building through tripartite consultations. The ILO also collects data on indicators dedicated to social dialogue, including trade union density and collective bargaining coverage rate, through the annual ILOSTAT questionnaire, microdata from LFS and other household surveys shared by NSOs, and special enquiries relying on administrative data.[46] In addition, the ILO also measures and reports on SDG indicator 8.8.2 on labour rights, which measures country-level compliance with freedom of association (FOA) and collective bargaining rights through coding of ILO textual sources and national legislations against a list of evaluation criteria and assigns scores ranging from 0 (highest level of compliance with FOA and collective bargaining rights) to 10 (lowest level of compliance).

However, several challenges including **insufficient or unreliable data availability and lack of up-to-date international statistical guidelines impacts the measurement of these indicators**. The only international standard on the compilation of collective bargaining statistics is represented by the *Resolution concerning statistics of collective agreements*, adopted by the 3rd ICLS in 1926. Whereas no international standards have been set for unionization statistics or statistics of employers' organizations.[47] This represents an area of work where significant gaps and challenges remain despite recent efforts to increase data availability for the release of the ILO's flagship report *Social Dialogue Report 2022: Collective bargaining for an inclusive and resilient recovery*.

With regards to **social dialogue as a means of dissemination and consultation, the Evaluation noted the inclusion of tripartite constituents in various dissemination activities and technical consultations on the results and outcomes of global and national statistical work**. At the global level, the ICLS itself is a key platform for social dialogue. At the country level, the ILO promotes social dialogue at the national level through tripartite workshops and consultative events. For example, in Somalia, the ILO provided technical assistance in undertaking a National Employment Diagnostic Study and organized a tripartite consultation workshop to review its findings.[48] Similarly, in Pakistan, ILO conducted tripartite workshops to analyze and disseminate the methodology and findings of the Post Disaster Needs Assessment (PDNA) in 2022. Whereas, the ILO facilitated the formation of a tripartite working group, composed of the NSO, Ministry of Labour, Invalids, and Social Affairs (MOLISA), the Ministry of Planning and Investment (MPI), the Vietnam Chamber of Commerce and Industry (VCCI), the Vietnam General Confederation of Labour (VGCL), as well as social partners from the academia, to carry out a diagnosis of the informal economy in Viet Nam. The ILO presented the findings of the diagnosis to a tripartite-plus audience by the participating government agencies, in the close consultation with other working group partners. Also, in some countries, ILO is a member of committees or taskforces which conduct strategic discussions and planning on labour issues, including statistics. For instance, in Pakistan, ILO participates in the National and Provincial-level Tripartite Consultative Committees, and in Sri Lanka ILO supports the National Labour Advisory Council[49].

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46   ILO. 2023. *Room Document 23: Industrial relations data: update on available quantitative and qualitative data and underlying methodologies and data collection efforts.* 21st International Conference of Labour Statisticians.
47   Ibid.
48   SOM101 in 2018-19 biennium
49   https://labourmin.gov.lk/national-labour-advisory-council/

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The Evaluation found various interlinkages between the ILO's work on labour statistics and the ILO's broader **normative work** on International Labour Standards (ILS) through the ILO Conventions and Recommendations. On the one hand, the ILO's statistical standard-setting mechanism bases its operational statistical standards on the definitions outlined in the ILO Conventions and Recommendation adopted by the International Labour Conference (ILC). On the other hand, various ILO Conventions and Recommendations call on Member States to collect and publish statistics and data on the subject of the ILO Convention or Recommendation. For example, Recommendation No. 206 (2019) on violence and harassment calls on ILO Member States to "collect and publish statistics" to support efforts to eradicate violence and harassment in the world of work.[50] Similarly, ILO's Promotion of Cooperatives Recommendation No. 193 (2002)[51] expressed the need for better statistics on cooperatives, which provided the impetus for the adoption of the *Guidelines concerning statistics of cooperatives* by the 20th ICLS, which serves as the first statistical standard on cooperatives.

RELEVANCE-RELATED CONCLUSION

The ILO's statistical work aligns strongly with key global frameworks such as the SDA 2030, underscored by its custodianship or co-custodianship of 14 SDG indicators, which leverages its extensive experience in developing internationally-agreed statistical standards on labour-related areas. This alignment is represented by the ILO's efforts towards the reclassification of Tier III SDG indicators and the strengthening of national statistical capacities to meet SDG demands. The ILO also contributes to the Beyond GDP initiative and aims to position its statistical function as a crucial platform for advancing social justice through the ILO-led Global Coalition for Social Justice.

In the absence of a formal strategy document undergirding the ILO's work on labour statistics, the ILO's statistical work is guided by the proceedings of the ICLS as well as the P&B documents. With regards to the relevance to constituents and partners, the ILO's work on labour statistics was found to be primarily focused on NSOs, with limited engagement and programming aimed at Workers' and Employers' Organizations.

The ILO has made significant strides in focusing on the empowerment of women, youth, and vulnerable groups through its statistical work, particularly through greater conceptual and methodological revisions, as well as disaggregation of data. Similarly, social dialogue is also integrated into the ILO's statistical work, both as a measurement topic and through tripartite consultations. The statistical function of the ILO is also aligned with its broader normative framework, as the conceptual framework for the measurement of statistical topics are aligned with the international labour conventions and recommendations; simultaneously, the ILO conventions and recommendations also call on Member States to collect and publish relevant statistics.

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50   R206 – Violence and Harassment Recommendation, 2019 (No. 206). https://normlex.ilo.org/dyn/normlex/en/f?p=NORMLE
XPUB%3A12100%3A0%3A%3ANO%3A12100%3AP12100_ILO_CODE%3AR206%3ANO
51   R193 – Promotion of Cooperatives Recommendation, 2002 (No. 193). https://webapps.ilo.org/dyn/normlex/en/f?p=NORML
EXPUB:12100:0::NO::P12100_ILO_CODE:R193

COHERENCE

KEY FINDING 4

The ILO's statistical activities are in line with ICLS resolutions, and strategy and policy frameworks. However, these documents do not serve as comprehensive support frameworks, notably for regional implementations.

KEY FINDING 5
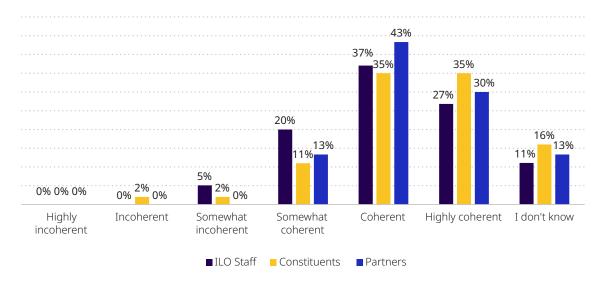
STATISTICS leads the statistical work at the ILO and supports policy departments across the Organization through enabling outcome A. Since 2020, STATISTICS has spent approximately 30 per cent of its workhours towards the work of other policy outcomes. Some policy departments also collect and analyse statistics. Integration of staff with statistical capacities in policy departments enhances coherence between data generation and policymaking.

KEY FINDING 6

The ILO's statistical work overwhelmingly focuses on promoting the adoption of the ICLS resolutions through Labour Force Surveys (LFSs), with limited support to administrative and establishment data. Measurement of digital platform, employment and care work will require further efforts across regions in the short term.

The survey with ILO Staff, constituents, and partners revealed that overall, approximately 70 percent of all respondents found the ILO's work on labour statistics to be coherent or highly coherent. Relative to partners (73 percent), the overall coherence of the ILO's actions on labour statistics was rated as coherent or highly coherent at a lower rate by the constituents (70 percent) and ILO staff (64 percent). Examining the specific aspects of coherence at the ILO-level, coherence between different departments within the ILO HQ was rated as coherent or highly coherent by a lower proportion of the ILO staff (55 percent). The following figure provides a breakdown of the overall ratings on coherence by the three different respondent types.

FIGURE 10: RATINGS ON THE COHERENCE OF ILO WORK ON LABOUR STATISTICS

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Articulation of the ILO's work with priorities set out in organizational frameworks

the ILO's statistical work serves the critical function of establishing internationally agreed statistical standards and measurement frameworks for various concepts related to the world of work, supporting Member States in collecting data to measure those statistical concepts, and monitoring progress on the Decent Work indicators established in the aftermath of the discussion at the 18th ICLS. These indicators were used by the ILO and its constituents in framing DWCPs to guide national actions by the ILO at the country level. Hence, **the ILO's statistical function ensures coherence with its organizational frameworks by providing the necessary data and analytical support to both measure and achieve the objectives of the Decent Work Agenda, thereby contributing significantly to global and national efforts towards sustainable development and social justice**.

The ILO's statistical function is well-reflected across various other strategic and programmatic organizational frameworks. The **2019 Centenary Declaration for the Future of Work** underscores the importance of maintaining the highest levels of statistical, research, and knowledge management capacities and expertise to further strengthen the quality of its evidence-based policy advice. The Evaluation found that the **ILO's statistical work encompasses key policy areas of importance highlighted in the 2019 Centenary Declaration, namely, employment and decent work opportunities for all, skills and lifelong learning, labour rights at work, gender equality at work, disability inclusion, strengthened labour administration, elimination of forced and child labour, transition from informal to formal economy, social protection, and international labour migration.** While the Evaluation noted that the abovementioned policy areas represented domains in which the ILO's statistical function has played a prominent role, the areas of **just transition to environmental sustainability, social dialogue and industrial relations, and sustainable enterprises (including cooperatives and social and solidarity economy) represented areas where the ILO's statistical function featured less prominently.** This gap is further examined under Effectiveness.

With regards to the ILO's statistical work on the measurement of s**kills mismatches and anticipation of skills needs**, the Evaluation found that relative to the emphasis placed by the P&Bs on the use of big data approaches in the period under review, the ILO's support to Member States in this area has been limited so far, pointing to a gap in the extent to which ILO's actions are aligned with the strategic framework articulated through the P&Bs. Despite being recognized under Output 5.1 of both the 2020-21 P&B[52] and the 2022-23 P&B[53], the Evaluation only found two instances of the use of big data approaches for the identification and anticipation of skills needs and measurement of skills mismatches. Looking ahead, the use of artificial intelligence techniques for updating the existing International Standard Classification of Occupations (ISCO-08) is also recognized as an area of work in the 2024-25 P&B.[54] During the evaluation period, the ILO initiated preliminary work in this area, which is elaborated in Section 3.3.2.2 below.

Moreover, **Future of Work issues such as digital platforms are an emerging area of work for the ILO** both in terms of statistical standard-setting and support to Member States. As work towards the measurement of digital platform employment is in the early stages , the ILO, in collaboration with the OECD and Eurostat, published the Handbook on Measuring Digital Platform Employment and Work in 2023, which includes recommendations on how to measure digital platform employment.[55] Nevertheless, some aspects, including unclear statistical boundaries and definitions, for measuring digital platform work remain unaddressed such as the type or degree of control exercised by the digital platform and the degree of reliance on digital platform activities.[56] As a result of this need for further dialogue and development of a conceptual framework for the measurement of digital platform work and employment, **the 22nd ICLS is expected to discuss**

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52   ILO. 2020. Programme and budget for the biennium 2020-21. Para 146, page 30.
53   ILO. 2021. Programme and budget for the biennium 2022-23. Para 146, page 44.
54   ILO. 2023. Programme and budget for the biennium 2024-25. Para 216, page 60.
55   OECD, ILO and Eurostat. *Handbook on Measuring Digital Platform Employment and Work, 2023.*
56   *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.

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draft statistical standards on the measurement of digital platform work and employment.[57] Meanwhile, the ILO has been supporting some Member States, predominantly in the LAC region, to undertake initial efforts to measure digital platform employment in their national contexts, which is elaborated in Section 3.3.2 – Effectiveness of ILO's Work on the Production of Labour Statistics.

The call made in the 2019 Centenary Declaration was also reiterated in the ILO's Strategic Plan for 2022-25. **The Strategic Plan for 2022-25** identifies the ILO's reinforcement of its standing as the global centre of excellence in all areas of the world of work through the highest levels of statistical, research and knowledge management performance as a tenet for fulfilling the implementation of the Strategic Plan.[58] Similarly, the **ILO's Strategy on Knowledge and Innovation** also recognizes the ILO's statistical function as "paramount to enable knowledge generation, sharing, innovation, and learning".[59]

Programme synergies and complementarities across global, regional, and country-levels

As elaborated in earlier sections, the ILO's work on labour statistics is well-reflected in the P&B Documents, both as an Enabling Outcome/Output as well as across the Policy Outcomes. Furthermore, the results of the CPO Analysis undertaken in Section 2.5 demonstrate the transversal nature of the ILO's statistical work, which has been reported in varying levels across all Policy Outcomes. Across the three biennia, an estimated 72 percent of the ILO's Decent Work results involving statistics were reported in the various Policy Outcomes. Accordingly, this section examines the synergies and complementarities of the ILO's work on labour statistics at the global, regional, and country levels.

As elaborated in Section 3.4.1 - Management Structure and Implementation Arrangements, STATISTICS is responsible for setting internationally agreed statistical standards through the ICLS; supporting Member States in implementing these standards and improving data production through technical assistance and capacity building; and providing relevant, timely, and comparable labour statistics. While data production at ILO is primarily carried out by STATISTICS, a few other departments are also involved in data collection activities on specific policy topics, which they undertake in collaboration with STATISTICS.

The Universal Social Protection Department (SOCPRO) collects administrative data on social protection indicators by administering its questionnaire – Social Security Inquiry – to Ministries of Labour and NSOs either directly or with support of regional bodies, such as ECLAC, ESCAP, and ECOWAS, etc. This data is further complimented by data in ILOSTAT. For instance, while the social protection indicators are based on administrative data, when deriving rates (e.g., proportion of unemployed receiving benefits), SOCPRO rely on data produced by STATISTICS available through ILOSTAT (e.g., number of unemployed persons) for their denominators. The Fundamental Principles and Rights at Work Unit (FUNDAMENTALS), under the Governance and Tripartism Department (GOVERNANCE), collects child labour and forced labour statistics and provides technical assistance and capacity building to NSOs undertaking child labour surveys, either as standalone surveys or as add-on modules to the LFS. The Conditions of Work and Equality Department (WORKQUALITY) collects data on minimum wages and nominal wages through legislation review and from NSOs, respectively. For FUNDAMENTALS, STATISTICS undertakes data processing and harmonization along with generating modelled estimates, while for SOCPRO, STATISTICS generates modelled estimates.

57   *Report of the Conference – 21st International Conference of Labour Statisticians. Geneva: International Labour Office, 2024.*

58   ILO. 2020. The ILO's Strategic Plan for 2022-25. 340th Session of the Governing Body, October – November 2020. GB.340/PFA/1(Rev.1).

59   ILO. February 2023. ILO Strategy on knowledge and innovation. 347th Session of the Governing Body (GB.347/PFA/4).

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Furthermore, the Evaluation also found that in certain countries, **the ILO's work on labour statistics was incorporated under multiple DWCP priority areas or involved support across various domains of statistical work**. For instance, while Outcome 3.1 in the 2022-25 DWCP for Timor-Leste entailed support for analyzing and disseminating data from the LFS, Outcome 1.1 involved technical assistance in designing and undertaking the Enabling Environment for Sustainable Enterprises (EESEs) and Skills surveys.[60] Similarly, the 2021-26 DWCP for The Bahamas identified several priority areas for which national statistical outputs would be enhanced, including skills mismatches, economic activities of children and youth, wages and cost of living, and social security coverage.[61] Similarly, the 2023-2027 DWCP for Pakistan reflects statistical work related to women's employment, sex and disability disaggregated labour market data, time-use survey, as well as technical assistance and capacity building of NSOs in these areas.

In terms of **dissemination** of labour statistics, key examples of strong coordination and **collaboration efforts** are highlighted in the publication of the annual *World Employment and Social Outlook* (WESO) reports, published by **RESEARCH**, which are based on the representative and harmonized labour force and household survey data from the ILOSTAT microdata repository provided by STATISTICS. For the WESO Trends report, the ILO Modelled Estimates developed in collaboration between STATISTICS and RESEARCH, are used for forecasting key labour market indicators such as labour force, unemployment, informality rate, and youth NEET, among others. Similarly, the ILO Monitor, a joint effort between EMPLOYMENT, RESEARCH, and STATISTICS, also serves as a positive example of strong internal collaboration and coherence. The previous HLE examining the ILO's COVID-19 response undertaken in 2022 also found that the inclusion of policy specialists, in addition to economists and statisticians, in production of the **ILO Monitor** contributed to strengthening the coherence and relevance of this publication. Similarly, FUNDAMENTALS and STATISTICS collaborate on the global and regional estimates of child labour and forced labour, with STATISTICS responsible for harmonizing the data and undertaking statistical modelling for generating estimates, and FUNDAMENTALS responsible for report writing.

The HLE learned that the policy departments' involvement in data collection, analysis, and dissemination activities is enabled by the availability and integration of staff with statistical capacities within these departments. This was found to be significant in enhancing coherence within these departments by enabling strong linkage between the generation of data and policymaking. For instance, SOCPRO uses its World Social Protection Reports not only to disseminate data on social protection indicators but also to craft a narrative that shapes policy discussions and sets the agenda on social protection. Similarly, national and sectoral-level child labour and forced labour statistics also provide FUNDAMENTALS with the evidence needed to advance work on policymaking and the design and implementation of targeted interventions at national levels.

Interviews with various departments revealed divergent opinions regarding the extent to which the statistical function at the ILO should be centralized to STATISTICS, with some respondents of the view that statistical resources within policy departments should go to STATISTICS. However, across the policy departments, there is a strong belief that the presence of statistical capacities within their departments lends several advantages ranging from not just better capacities to yield data for advancing policy work but also in supporting data production on topic-specific statistical indicators, as can be seen through the abovementioned contributions of WORKQUALITY, FUNDAMENTALS, and SOCPRO in data production and dissemination.

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60   ILO. 2022. Decent Work Country Programme Timor-Leste 2022-25.
61   ILO. 2022. Decent Work Country Programme for The Bahamas: 2021-2026.

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In the absence of such statistical capacities, these policy departments would become significantly more reliant on the already over-stretched STATISTICS for their various data needs. Concurrently, this would also place additional burdens on STATISTICS, potentially impacting its work on statistical standard-setting and support towards their implementation – the major mandate of STATISTICS. An illustrative example of the effects of such overreliance can be seen at the country-level, where the absence of staff with statistical expertise overburdens regional statisticians, which also takes attention away from strengthening national statistical systems, and supporting the implementation of statistical standards, as elaborated further in Section 3.4.1.1 – Human Resources under Efficiency. As such, interviewed partners also reported the highly centralized management structure as one of the key challenges faced when collaborating with ILO on statistical activities.

HLE interviews revealed that regional statisticians based in Decent Work Teams at the ILO's regional offices frequently collaborate with colleagues from STATISTICS and other policy units in the HQ and are at the forefront of providing direct support to country offices, constituents, and partners. This approach facilitates cohesion in ILO's statistical work at the regional level. For instance, the regional statistician based in New Delhi is responsible for South Asia and has supported the adoption of 19th ICLS recommendations across eight countries in the region, particularly in tandem in two key countries, India and Pakistan. Similarly, in 2020 and 2021, HQ assigned a specific specialist to support Viet Nam in developing a new sampling strategy for LFS and build relevant capacity for GSO staff in a sample design. Furthermore, during 2021- 2023, HQ provided a data processing consultant supporting Viet Nam in processing data from the LFS. Whereas the regional statistician in West Africa assisted SOCPRO in aggregating data collected from countries in the region for the World Social Protection Report and also contributed to various capacity-building efforts on social protection statistics by organizing and participating in training sessions for the ad-hoc surveys conducted by SOCPRO. Such collaboration between the regional statisticians and staff at HQ ensures overall coherence of the ILO's support at the country level. However, it is important to note that **while collaboration between regional statisticians and HQ colleagues is in line with P&B frameworks and country-specific DWCPs, no such strategy frameworks for development exist at the regional level to guide the efforts of these statisticians**.

On the other hand, the Evaluation noted that although DC projects frequently develop various knowledge products, including research studies, diagnostic studies, value chain studies, sectoral studies, etc., which often entail data collection, these are limited in scope and based on non-probability-based sampling techniques. This limitation restricts their statistical utility and representativeness. Additionally, such studies predominantly occur without NSO's involvement and are more geared towards furthering ILO's awareness-raising and filling knowledge gaps rather than producing robust, comprehensive statistical data.

External synergies and partnerships, and ILO's comparative advantage

A detailed assessment of ILO's partnerships in labour statistics is provided in Section 3.4.4 under Efficiency. Based on this assessment, the HLE concluded that **although these partnerships can be assessed to be coherent, given that the activities resulting from the partnerships are guided by ILO's mandate, there is little cross-organizational or cross-departmental understanding of the breadth and depth of ILO's partnerships, specifically in terms of labour statistics.** In addition, no cross-organizational mechanism exists through which departments can share partnership related knowledge and expertise. Although there are strategy and guidance documents for ILO and its staff overall, there are no specific overarching strategies or plans that guide partnerships focused on statistics.

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COHERENCE-RELATED CONCLUSION

The ILO's statistical work aligns well with organizational frameworks, setting internationally agreed standards and supporting Member States in data collection to monitor Decent Work indicators. This alignment is evident in strategic documents like the 2019 Centenary Declaration, which highlights key policy areas such as employment, informal economy, gender equality, and social protection. However, gaps remain in areas such as just transition to environmental sustainability and social dialogue and industrial relations, and sustainable enterprises. Despite being reflected in both the P&Bs for 2020-21 and 2022-23, there is limited use of big data approaches for the measurement of skills mismatches and anticipation of skills needs.

The ILO's statistical function is spearheaded by STATISTICS. There are synergies between the work of STATISTICS and other departments (such as SOCPRO, EMPLOYMENT, FUNDAMENTALS, RESEARCH, etc.) involved in the production of labour-related statistical data fostered by the presence of statistical capacities within these departments. This was found to be significant in enhancing coherence within these departments by enabling strong linkage between the generation of data and policymaking and preventing overreliance on STATISTICS and regional statisticians. There is also significant collaboration between STATISTICS and regional statisticians in DWTs and policy departments and regional statisticians, but the lack of regional-level strategic frameworks for development limit the guidance available to direct the efforts of the regional statisticians.

While development cooperation projects often produce knowledge products and various research studies, the lack of NSO involvement and use of non-probability sampling techniques combined with limited scope and coverage limit their statistical utility.

While partnerships in labour statistics seem coherent with ILO's mandate, there's limited cross-organizational understanding of their scope and no mechanism for sharing partnership-related knowledge across departments.

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EFFECTIVENESS

KEY FINDING 7

Work on producing labour statistics has undergone substantial transformation since 2018, resulting in improved data quality and availability. By 2023, none of the SDG indicators under the ILO's custodianship remained classified as Tier III indicators.

KEY FINDING 8

Despite various challenges in transitioning to the 19th ICLS, data availability using these standards in just over half of the Member States represents significant progress. Policy areas where statistics made significant progress include social protection, labour migration, disability inclusion and informality.

KEY FINDING 9

During the period under review, the ILO exceeded P&B targets related to statistics by 83 per cent, likely due to a reduction in the number of targets. Specifically, the target for outcome A (output A.1) decreased by 54 per cent in 2020–21, and by an additional 50 per cent in 2022–23.

KEY FINDING 10

Capacity-building and support to data collection and analysis overwhelmingly supported NSOs, followed by ministries of labour.

The survey with ILO Staff, constituents, and partners revealed that overall, approximately 81 percent of all respondents found the effectiveness of the ILO's work on labour statistics to be satisfactory or highly satisfactory. Amongst the respondents, all partners rated the effectiveness of the ILO's work as satisfactory (50 percent) or highly satisfactory (50 percent). In comparison, nearly three-quarters of the constituents (74 percent) found the effectiveness of the ILO's work on labour statistics to be satisfactory or highly satisfactory. Whereas 69 percent of the ILO staff provided similar responses. The following figure provides a breakdown of the overall ratings on effectiveness by the three different respondent types.

FIGURE 11: RATINGS ON THE EFFECTIVENESS OF ILO WORK ON LABOUR STATISTICS

ILO Staff | Constituents | Partners

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Progress on P&B outcomes

The following table 20 provides a breakdown of the criteria/indicators across the three biennia and their targets and results achieved. **Overall, the ILO has exceeded the targets related to statistics set for all but one indicator over the three biennia**. However, a major reason for this overachievement is the continual and drastic decline in the corresponding number of targets. Compared to 2018-19, the target for Output A.1 in 2020-21 decreased by 54 percent (from 65 to 30 MS supported); and the target for the 2022-23 biennium further fell by 50 percent compared to the preceding biennium (from 30 MS to 15 MS).

TABLE 20: PROGRESS ON P&B INDICATORS/CRITERIA FOR OUTCOME A/OUTPUT A.1

YEAR	INDICATOR	TARGET	ACHIEVED	% OF TARGET ACHIEVED
2018-19	A2.1: National labour market statistics, standards, and information systems are strengthened through improved statistical surveys and use of other statistical sources	20 MS	20 (MS)	100%
	A2.2: National sustainable development strategies utilize latest ILO research, statistics, and analysis and are developed with the participation of ILO constituents	15 (MS)	062 (MS)	0%
	A2.3: National data collected and reported for at least half of the Tier I and II indicators for which the ILO is custodian in the Global Indicator Framework of the SDGS	20 (MS)	32 (MS)	160%
	A2.4: Relevant national indicators for monitoring and reporting on decent work-related SDGs are produced with ILO advice and support	10 (MS)	10 (MS)	100%
2020-21	A.1.1: Number of Member States that strengthen their labour market statistics, standards and information systems through improved statistical surveys and use of other statistical sources.	15 (MS)	28 (MS)	187%
	A.1.2: Number of Member States for whom data is reported in 2021 to the UN for at least half of the SDG indicators under the ILO's custodianship	15 (MS)	22 (MS)	147%
2022-23	A.1.1: Number of Member States with strengthened labour market statistics, standards and information systems based on improved statistical surveys and use of other statistical sources.	15 (MS)	28 (MS)	187%
	A.1.2: Percentage increase in the annual data reported to the UN for SDG indicators for which the ILO is custodian.	5% Increase	29% Increase	580%

Source: Programme Implementation Reports 2018-19; 2020-21; 2022-23.

Furthermore, the evaluation found that in 2018-19, while Indicator A2 sought to measure the number of MS that developed national development strategies utilizing the latest ILO research, statistics, and analysis, the 2018-19 PIR failed to report results on this criterion citing insufficient availability of information. As reflected in Section 2.4, **A2.2 has been the only indicator that explicitly aimed to measure the use of ILO's statistical work in the development of evidence-based policies. Therefore, the removal of this indictor meant that ILO has no longer been tracking the contribution of its statistical activities to policymaking.**

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62 The 2018-19 PIR stated that there was "insufficient information to measure the achievement of this criterion."

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Effectiveness of ILO's work on the provision of labour statistics

The HLE found that **ILO's work on the production of labour statistics has undergone substantial transformation during the period under examination**. These changes were notably led by STATISTICS and resulted in improved data quality and availability, albeit with some limitations, gaps, and challenges, as detailed in the following subsections.

EFFECTIVENESS OF THE ILO'S MEANS OF DATA PRODUCTION

Currently, ILO uses four main sources of statistical data, including household surveys, administrative records, establishments surveys, and modelled estimates. As elaborated below, household surveys enjoy a predominant position in ILO's statistical activities, followed by administrative and establishment data, respectively.

A. Household Surveys

Household data, predominantly through the Labour Force Surveys (LFS), is the overwhelmingly major proportion of data collected by ILO. STATISTICS obtains this data from National Statistical Offices (NSOs) primarily by obtaining and processing microdata of national LFS, and to a lesser extent, through the annual ILOSTAT questionnaire.

Microdata processing involves collecting the underlying household survey datasets (mostly of LFS) compiled by NSOs around the world and systematically processing them to produce harmonized indicators based on international statistical standards. As of 2023, approximately 160 member States (MS)[63] provide microdata to ILO, leaving 27 MS (14 percent) that do not provide microdata.

Fifty-nine percent of countries that do not share microdata have undertaken a household survey at least since 2015, while there are no known household surveys in recent years for the remaining 41 percent of these countries. The following table 21 provides a breakdown of the number of MS that do not share their microdata with the ILO by region. The largest proportion of MS (45 percent) that do not share their microdata was found in the Arab States. In comparison, only 8 percent of the MS in Europe and Central Asia do not share their microdata with the ILO. It is important to note that the lack of microdata sharing does not imply the absence of data for these countries at the ILO, as the annual ILOSTAT questionnaire administered to MS is used for collecting data from these countries. However, a major consequence of not having the full microdata set is the lack of access to granular-level data in ILOSTAT.

TABLE 21: NUMBER OF MS NOT SHARING MICRODATA BY REGION
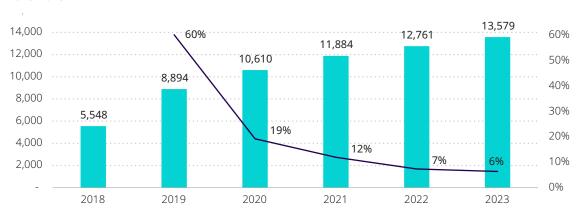
REGION	NUMBER OF MS THAT DO NOT SHARE MICRODATA	TOTAL NUMBER OF MS IN REGION	PERCENTAGE OF TOTAL MS IN REGION
Africa	9	54	17%
Latin America and the Caribbean	5	35	14%
Arab States	5	11	45%
Asia and the Pacific	4	36	11%
Europe and Central Asia	4	51	8%
TOTAL	**27**	**187**	**14%**

Between 2018 and 2023, the ILO's use of microdata, primarily of LFS, has exponentially increased the availability of data for key labour statistics indicators (Figure 12). In 2018, the ILO collected 5,548 microdata sets from 75 countries to generate 10 million data values, which comprised just 16 percent of the total number of data values available on ILOSTAT (62.2 million). By

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63   40 of these countries have made their microdata available publicly. Also 3 of the 160 MS charge for the microdata shared with ILO.

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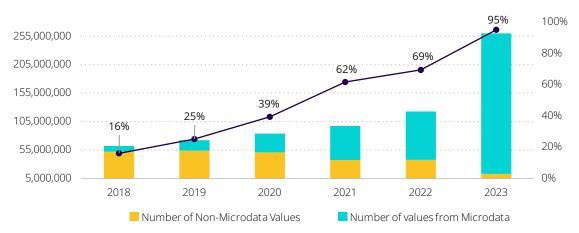
2023, the ILO collected 13,579 microdata sets (+145 percent) from 160 countries (+113 percent) to generate an estimated 247 million data values (+2,370 percent), which now comprises 95 percent of the total estimated number of data values available on ILOSTAT (260 million; +318 percent).[64] Figure 12 below also illustrates the growth in the number of microdata sets available to the ILO annually between 2018 and 2023. The most significant year-over-year increase occurred in 2019, with a 60 percent rise, reflecting the initial period when microdata became increasingly available to the ILO. Since then, the number of datasets collected annually has continued to grow, albeit at a slower pace, as the ILO nears a saturation point, with 160 out of 187 member states having made their microdata available.

FIGURE 12: NUMBER AND GROWTH OF MICRODATA SETS COLLECTED AND PROCESSED BY ILO, 2018-2023

A year-wise comparison revealed that the most significant increase in the values generated through microdata occurred in 2023, which saw an increase of 190 percent in 2023 (247 million) compared to 2022 (85.2 million). This increase occurred because numerous additional cross-tabulations for additional indicators were performed on existing datasets, which greatly increased the quantity of data available in ILOSTAT.

FIGURE 13: COMPARISON OF MICRODATA AND NON-MICRODATA VALUES ON ILOSTAT

As shown in Figure 13 above, **microdata, primarily of LFS, has become the largest source of data on ILOSTAT, responsible for generating 95 percent of all data values in 2023**. In addition to greater data availability, **the use of microdata has enabled the ILO to process and derive key labour market indicators in alignment with international statistical standards and definitions directly, which was otherwise not possible when it relied primarily on data provided by the NSOs through annual questionnaires.**

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64   Data provided by the STATISTICS department on May 13, 2024.

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The ILO's work on labour statistics on the informal economy serves as a **strong example of how the availability of LFS microdata enabled the ILO to generate and disseminate comparable and harmonized statistics based on improved data availability for a larger set of countries**. The third edition of the *Women and Men in the Informal Economy: A Statistical Picture*, published in 2018, generated comparable estimates by processing microdata from more than 100 countries and applying a common set of operational criteria to determine informal employment and employment in the informal sector.[65] The ILO utilized the same approach for the fourth edition of the report published in 2023, producing estimates by processing microdata of 147 countries.[66] **The HLE survey results point to the usefulness of the ILO's statistics on the informal economy, as 76 percent of the constituents and 62 percent of the partners surveyed reported having used the ILO's statistics on the informal economy in their work. Microdata availability has also led to the production of improved global and regional estimates for labour migration (published in 2021[67]), forced labour (published in 2022[68]), and partially for social dialogue as well (published in 2022[69]**). Similarly, the availability of microdata has also served to increase the availability of data related to employment which have improved the quality of employment-related ILO publications such as the *World Employment and Social Outlook* (WESO) series. Overall, these estimates have benefited from increased data availability for a wider set of countries than was available for previous estimates.

Increased access to and availability of microdata enables the ILO to generate additional cross-tabulations of interest. In addition to minimizing the reliance on NSOs for these cross-tabulations, the ILO now generates data for a larger number of tables/indicators and makes them publicly available on ILOSTAT. **Between 2018 and 2023, the number of indicators published on ILOSTAT have increased by 233 percent, from an estimated 300 (in 2018) to 1,000 (in 2023).**[70] Furthermore, the availability of microdata also enables the ILO to respond to ad hoc requests and specific inquiries, which it extends to both internal users and external users. Furthermore, the increased availability and usage of microdata of LFS and other household surveys has reportedly reduced the burden placed on NSOs for providing data, lowering the number of tables to complete by 54 percent from 74 tables (in 2018) to 34 tables (in 2023).[71]

However, although the use of microdata has increased the ILO's access to granular data allowing for deeper dives into specific topics, interviews with some policy departments highlighted **gaps in the extent to which the ILO can leverage existing means to address needs for greater specificity and depth**. For example, detailed occupation-level data emerged as one such area where the needs for sector-specific data often involves drilling down to ISCO classification at or beyond the 3-digit level, **but the data being published on ILOSTAT through microdata is up to the ISCO classification at 2-digit level for most countries**. This results in policy departments such as SECTOR and EMPLOYMENT needing to make ad-hoc requests to STATISTICS for data on higher ISCO classification levels, which puts additional demands on STATISTICS. Furthermore, adequate country coverage is a concern, as data at higher ISCO classification levels is available for roughly half of the Member States. Similarly, Occupational Safety and Health (OSH) data available through microdata are also limited in their breadth. While the ILOSTAT Annual Questionnaire supplements data collection for OSH indicators, external data sources, such as the Organization for Economic Co-operation and Development (OECD) and World Health Organization (WHO) are still used by relevant policy departments to obtain data on more specific indicators.

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65 *Women and men in the informal economy: a statistical picture (third edition)* / International Labour Office – Geneva: ILO, 2018.
66 *Women and men in the informal economy: A statistical update. English edition*. International Labour Office – Geneva: ILO, 2023. ISBN 978-92-2-037547-1 (pdf web).
67 *ILO Global Estimates on International Migrant Workers – Results and Methodology – Third edition* International Labour Office – Geneva: ILO, 2021.
68 *Global Estimates of Modern Slavery: Forced Labour and Forced Marriage* International Labour Organization (ILO), Walk Free, and International Organization for Migration (IOM), Geneva, 2022.
69 *Social Dialogue Report 2022: Collective bargaining for an inclusive, sustainable and resilient recovery. Geneva: ILO, 2022.*

The ILO published the Social Dialogue Report 2022, with global and regional estimates using updated data. The updated data was aided in part due to the increased microdata availability, which is elaborated further in Section 3.3.6.2.
70 Data provided by the STATISTICS department on May 13, 2024.
71 *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.

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B. Administrative and Establishment Data

While data from LFS and other household surveys remains the predominant source used to generate data on most key labour market indicators and most of the SDGs under ILO's custodianship, **ILO also provides support to administrative data, mostly in response to country demand, or to complement household survey data obtained from LFS. Conversely, the availability of establishment data is limited at ILO.**

For instance, the **ILOSTAT questionnaire** sent out by STATISTICS not only serves the purpose of gathering data from countries that do not provide microdata but also helps collect labour-related statistics derived from sources other than LFS such as other national surveys (e.g., household income and expenditure surveys (HIES)), establishment surveys, and administrative data, etc. In 2020, the ILO launched its Statistics Reporting System (StaRS) platform, a secure platform to facilitate the reporting process for the annual surveys (ILOSTAT Questionnaire and ILMS Questionnaire), which includes features that enable the ILO to customize its questionnaires by country. Additional features include the ability to download and upload Excel questionnaires, submit microdata files, manage contact information, and access to a range of practical and methodological resources.[72] Despite these developments and technological solutions, **the Evaluation did not find a significant effect on the response rates to the questionnaires**. In fact, response rates to the ILOSTAT Annual Questionnaire decreased continuously between 2018 (62 percent) and 2022 (35 percent), with some improvement in 2023 (50 percent)[73] (Figure 14). The major reason behind the decrease in response has been low/no response from countries that do not have additional data to report beyond the microdata.

FIGURE 14: RESPONSE RATES (%) TO THE ILOSTAT ANNUAL QUESTIONNAIRE, 2018-2023

The following sub-sections present separate assessment of the availability of establishment and enterprise data at the ILO.

B.1. Administrative Data

In addition to the ILOSTAT Questionnaire, the ILO annually uses two other questionnaires, including a) International Labour Migration Statistics (ILMS) questionnaire sent out by STATISTICS to gather migration indicators derived from sources other than the LFS; and b) the annual Social Security Inquiry (SSI) sent out by SOCPRO to collect data on social protection indicators.

This importance of non-LFS data is underscored by the fact that **administrative data are the preferred source for statistics on social protection** coverage (including on pension coverage and level, maternity insurance, and registered unemployment), **OSH** (including on occupational

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72   *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.
73   Data provided by STATISTICS department on May 30, 2024.

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accidents and injuries), **industrial relations**, and **social dialogue** (including collective bargaining coverage and outcomes, and strikes and lockouts).74 In addition, the Guidelines on **international labour migration** adopted by the 20th ICLS recognize that administrative data also play an important role in generating statistics on international labour migration, including statistics on inflows and outflows and for updating statistics on stocks of international migrant workers.[75] Meanwhile, **establishment surveys play a more prominent role in the statistics on cooperatives, and the wider social and solidarity economy (SSE), wages, labour and total factor productivity, as well as the work of ACTRAV and ACTEMP.**

For **social protection**, the SSI administered by SOCPRO, is the main tool used to compile data on social protection coverage, level of benefit, and financing. The SSI data collection occurs over a three-year period, in alignment with the publication of the *World Social Protection Report*. Between 2018 and 2023, substantial progress has been made in increasing the number of Member States for whom data on key social protection sub-indicators linked to SDG 1.3.1 are available on ILOSTAT, as shown in Table 21 below. On average, **between 2018 and 2023, the ILO just over doubled the coverage of Member States (+108 percent) with data on social protection indicators available, with data now available for 78 percent of total Member States.**[76]

TABLE 22: COMPARISON OF MS COVERAGE ON SDG 1.3.1 SERIES, 2018 VS 2023

SERIES (SDG 1.3.1)	MEMBER STATES COVERED IN 2018	MEMBER STATES COVERED IN 2023	PERCENTAGE INCREASE	PROPORTION OF MEMBER STATES COVERED IN 2023
Proportion of population covered by at least one social protection cash benefit	72	164	128%	88%
Proportion of children covered by social protection benefits	61	122	100%	65%
Proportion of women giving birth covered by maternity benefits	66	128	94%	68%
Proportion of persons with disabilities receiving benefits	80	137	71%	73%
Proportion of unemployed receiving benefits	83	171	106%	91%
Proportion of workers covered in case of employment injury	45	159	253%	85%
Proportion of older persons receiving a pension	158	182	15%	97%
Proportion of vulnerable persons receiving benefits	67	144	115%	77%
Proportion of poor population receiving social assistance cash benefit	53	105	98%	56%

While the SSI has generally yielded positive results, other areas (e.g., migration and OSH) where ILO gathers statistical data from administrative sources face significant data challenges.

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74   ILO. 2023. R*oom Document 20: Making full use of administrative data – A case for administrative registers as a complementary source of labour statistics*. 21st International Conference of Labour Statisticians.

75   ILO. 2018. *Guidelines concerning statistics of international labour migration.* 20th International Conference of Labour Statisticians. Geneva, 10 – 19 October 2018.

76   *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.

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For instance, in the area of **international labour migration**, the ILMS Questionnaire, first launched globally in 2018, represents a concerted effort to advance data availability on the topic by gathering data from administrative records and other sources to complement the data obtained from processing microdata. In line with the Guidelines adopted by the 20th ICLS, there are three types of data being produced on international labour migration which utilize combined sources of data: a) stock of international migrant workers resident in a country (MST); b) flow statistics related to international migrant workers (MFL); and stock and flow indicators relating to nationals abroad and return migrants (MNA).

The HLE found that across the three categories, the ILMS database provides data on 48 stock indicators, but only 9 flow indicators and 7 indicators on nationals abroad and return migrants. Similarly, because LFS is primarily used for generating data on international migrant stocks (MST), data across the 48 indicators cover a total of 156 countries (83 percent of total Member States) as of 2023.[77] The ILO's most recent global estimates on international workers, published in 2021, provided estimates on international migrant worker stocks (MST).[78] However, the country coverage across the other two indicators is significantly lower due to the limited number of countries that collect and report data on flows, emigrants and return migrants. Consequently, the ILMS Questionnaire also requests data on fewer indicators pertaining to flow, nationals abroad and return migrants, which are primarily derived using administrative data sources. Within ILOSTAT, data is available from 64 countries (34 percent of total) covered collectively across the 09 flow indicators and only 57 countries (30 percent of total) covered across the 07 indicators related to nationals abroad and return migrants.[79] Moreover, the Evaluation also noted that gaps in time series and unavailability of migration data for recent years exist for a sizeable proportion of the countries.

Overall, significant gaps and challenges in the capacities of data producers remain at the national level, which hinders the ILO's ability to effectively gather data for key labour market indicators disaggregated by migrant workers. In particular, Member States often lack coordinated mechanisms among different national data producers to support the compilation and combined use of data from different sources and the ILO's engagement with government entities related to migration is substantially lower since its primary constituents are labour ministries and NSOs. These challenges have resulted in a traditionally low response to the ILMS Questionnaire, with response peaking at the start of survey launch in 2019 at 55 percent, sharply dropping thereafter to 33 percent in 2021 and plateauing since then.[80] This trend reflects the fact that while countries reported any available migration data in the initial round, responses to the subsequent ILMS Questionnaires have varied, reflecting the different periodicities of data collection among countries.

In addition, the Evaluation noted an inconsistency with the administration of the ILMS Questionnaire in 2020 due to the COVID-19 pandemic, where it was only used to collect data from 10 Member States in the ASEAN region, instead of being administered globally, to prioritize data availability for the International Labour Migration Statistics Database in ASEAN under the ILO's TRIANGLE in ASEAN project and to reduce the reporting burdens on NSOs who were already facing challenges with the disruption of data collection due to the COVID-19 pandemic.

The most significant gap in terms of statistics in the domain of international labour migration pertains to SDG 10.7.1 (Recruitment cost borne by employee as a proportion of monthly income earned in country of destination), which is under the joint custodianship of the ILO and the World Bank. The ILO, in collaboration with the World Bank, was successful in developing a

77 ILO. 2023. *Room Document 16: National practices in producing statistics on international labour migration.* 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.

78 *ILO Global Estimates on International Migrant Workers – Results and Methodology – Third edition* International Labour Office – Geneva: ILO, 2021.

79 Ibid.

80 Data provided by STATISTICS department on May 30, 2024.

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methodology to measure the indicator, publish draft guidelines and an operational manual in 2019, and validating the methodology with countries through a technical meeting, which led to the reclassification of SDG Indicator 10.7.1 from a Tier III indicator to a Tier II indicator.[81] Since then, the ILO has supported in pilot testing or national survey implementation to measure SDG Indicator 10.7.1 in about 13 countries.[82] However, very limited progress has been achieved as the official measurement and reporting of data on the indicator is absent in most countries overall. Pilot testing and survey implementation were severely disrupted due to COVID-19, resulting in many countries halting or postponing data collection. In addition, a key challenge is the need for survey instruments that can adequately capture the target population. The costly nature of conducting specialized migration surveys is a significant barrier to the uptake of this practice. As of 2023, data for only three Member States is available for SDG Indicator 10.7.1[83] and the indicator is not listed on ILOSTAT.

Similarly, the area of **Occupation, Safety, and Health (OSH)** also faces challenges with sufficient data availability and coverage. As of 2023, data for SDG Indicator 8.8.1 (fatal and non-fatal occupational injuries per 100,000 workers) is available for 88 Member States (47% of total MS), which is an increase of 16 percent from 2018 (76 MS).[84] The preferred source of obtaining data on OSH-related indicators are administrative records such as labour inspection records, insurance records, or records kept by ministries of labour.[85] **Key challenges with data on OSH-related indicators through administrative records include incomplete data, country-level variations in definitions and classifications, exclusion of the informal sector, and delays or inconsistencies in reporting.**[86] In view of the limitations of administrative records and to respond to country needs to collect data on occupational injuries, the ILO developed an add-on module on occupational injuries for the LFS in 2022 to complement the data from admin sources.[87] In addition to data on occupational accidents, injuries, and other work-related health problems, the module also includes questions on risk factors for physical health and mental well-being, which are generally not available from administrative records.[88]

B.2. Establishment Data

As compared to administrative data, **establishment data** at the ILO is even more limited. The lack of enterprise data results in key constituents and even ILO policy departments (e.g., ENTERPRISES and ACTEMP) relying on external sources of data, such as the World Bank's Enterprise Surveys, which have limitations of their own. Such limitations include the lack of representation of informal enterprises, the lack of representation of micro-enterprises (<5), overrepresentation of urban areas, and limited sectoral eligibility.[89] Establishment surveys, relevant for key labour market indicators such as labour productivity and total factor productivity, are of particular importance and relevance to Workers' Organizations for technical discussions and consultations, social dialogue, and advocacy.

ILO's support to establishment surveys is constrained by multiple factors including: limited focus of ICLS on establishment data; the absence of a statistical framework focused on indicators collected through establishment surveys at the ILO; limited human and financial resources for supporting the work through both the HQ and regional levels; challenges in effective collaboration between ENTERPRISES and STATISTICS due to frequent changes in focal points at STATISTICS; lack of ILO linkages with country-level ministries/departments other than the labour ministries and NSOs, (e.g. departments of industry); and challenges with enterprises disclosing data on variables of interest such as turnover, production costs, etc.

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81   Report I. *General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.
82   Ibid.
83   Report I. *General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.
84   Ibid.
85   ILO. 2023. *Room Document 20: Making full use of administrative data – A case for administrative registers as a complementary source of labour statistics.* 21st International Conference of Labour Statisticians.
86   ILO. 2020. Quick guide on sources and uses of statistics on occupational safety and health.
87   *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.
88   ILO. 2023. Statistics on occupational safety and health. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.
89   https://www.enterprisesurveys.org/en/methodology

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USE OF INNOVATIVE TOOL AND APPROACHES FOR LABOUR STATISTICS PRODUCTION AND DISSEMINATION

The recent ILO Strategy on Knowledge and Innovation points towards exploring innovative data methodologies, thereby underscoring the importance of continuous innovation to ensure that the ILO maintains its leading role in the domain of labour statistics.[90] Also, the use and application of big data approaches, specifically in the context of data-led identification and anticipation of skills needs and measurement of skills mismatches have already been recognized in both the 2020-21 P&B[91] and the 2022-23 P&B[92] under Output 5.1.

As detailed in the previous section, the use of microdata and revamping the ILOSTAT as well as introduction of ILO StaRS have been innovative tools introduced since 2018, and have resulted in improved availability and quality of labour statistics. Similarly, during the evaluation period, ILO has started introducing the Labour Market Information System (LMIS) to improve collection of administrative and establishment data, as detailed in the section 3.3.2.3 on *'Support to Constituents on the Production of Labour Statistics'*.

In addition, the HLE noted that the use of now **modelling and forecasting techniques** during the COVID-19 pandemic greatly facilitated the availability of critical data, such as analysis of the effects of COVID-19 on the number of hours worked.[93] Crucially, the ILO Monitor utilised big data sources such as the up-to-date mobile phone data from the Google Mobility Reports among the indicators for tracking economic activity and evolution of the labour market throughout the pandemic.[94] Although the ILO Monitor publications using the nowcasting model have since been discontinued[95], in its 9th edition, published in May 2022, the ILO Monitor pivoted towards the analysis of the regional and global impact of the conflict in Ukraine in addition to analysing the key labour market trends and impacts of post-pandemic recovery.

In addition to the ILO Monitor, as the COVID-19 pandemic severely impacted the abilities of NSOs to gather data, the ILO was seen to mitigate such challenges through providing technical guidance and advice to countries on modifying data collection practices. For instance, the ILO supported countries such as Chile[96], Mexico[97], Paraguay[98], Uruguay[99], and Ethiopia[100] to switch from face-to-face to telephone surveys by providing technical advice on the various methodological, conceptual and analytical aspects associated with undertaking phone-based surveys.

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90   ILO. February 2023. ILO Strategy on knowledge and innovation. 347th Session of the Governing Body (GB.347/PFA/4).
91   ILO. 2020. Programme and budget for the biennium 2020-21. Para 146, page 30.
92   ILO. 2021. Programme and budget for the biennium 2022-23. Para 146, page 44.
93   ILO. 2022. High-level Independent Evaluation of ILO's COVID-19 Response, 2020-2022. Geneva: International Labour Office, 2022.
94   ILO Monitor on the World of Work (ILOMONITOR database). https://ilostat.ilo.org/methods/concepts-and-definitions/description-ilo-monitor/
95   The last ILO Monitor publication was its 11th edition, published in May 2023 and the publication has been discontinued since then.
96   CHL155 in the 2020-21 biennium.
97   MEX902 in the 2020-21 biennium.
98   PRY903 in the 2020-21 biennium.
99   URY902 in the 2020-21 biennium.
100 ETH127 in the 2020-21 biennium.

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▶   **Box 1: Balancing the need for timely data production and availability with adherence to international labour statistics standards**

A good practice identified by this evaluation

The ILO Monitor stands out as a good practice of how the ILO can generate timely and relevant labour market statistics in tandem with its established role in setting and supporting the implementation of international statistical standards. During the COVID-19 pandemic, the ILO Monitor leveraged nowcasting techniques and big data sources, such as Google Mobility Reports, to provide nearly real-time insights into the effects on hours worked and economic activity. This innovative use of emerging technologies ensured that policymakers had access to current information necessary for responsive decision-making in a rapidly changing context. Simultaneously, the ILO continued its work on developing and promoting international labour statistical standards. This dual approach highlights the ILO's ability to adapt to new challenges and technological advancements while maintaining its core mandate on setting and implementing statistical standards.

The Evaluation also found that the **ILO is moving towards exploring potential use cases and applications of emerging technology areas, such as the use of artificial intelligence (AI), machine learning and big-data, and generative AI, in its work on labour statistics**. However, such work is done on an ad-hoc basis and its adoption is still sparse. In particular, the Evaluation did not find evidence of any substantive or systematized incorporation of generative AI in the ILO's work on labour statistics. However, interviews with STATISTICS revealed an interest to explore initial uses of generative AI as a supplementary tool for increasing efficiencies and easing staff workloads, for instance by automating data cleaning and preparation tasks, and facilitating analysis of textual data sources. Nevertheless, there are divergent opinions regarding the extent to which such emerging technologies should play a role in the ILO's statistical function.

Having said that, here is some evidence of ILO's support using such emerging technologies. For instance, a review of the ILO's Decent Work Results dashboard revealed two instances of ILO's support to Constituents in the measurement of skills mismatches and anticipation of skills needs. In the Dominican Republic, the ILO, through the Inter-American Centre for Knowledge Development in Vocational Training (CINTERFOR), provided technical assistance and methodological guidance to the Ministry of Labour and the National Institute of Vocational Technical Training (INFOTEP) in undertaking a study on the employment supply and demand and traceability of graduates, using big data techniques between 2020 and 2021.[101] In Paraguay, the ILO provided training to the Labour Observatory of the Ministry of Labour, Employment, and Social Security (MTESS) on an ILO-CINTERFOR course on the application and analysis of skills gap using big data. In addition, the ILO also supported the MTESS on the methodological design of an employability index model, which utilizes big data, to assess gaps between the demand and supply in the labour market.[102] However, the Evaluation found that this support (in just two CPOs) was not commensurate with the emphasis placed by the two P&Bs (2020-21 and 2022-23) in this area of work.

The **ongoing work towards revising and updating the International Standard Classification of Occupations (ISCO-08) also presented an opportunity for the ILO to test potential applications of machine learning, artificial intelligence, and big data**. In 2022, the ILO established a Memorandum of Understanding (MoU) with the Ministry of Manpower of Singapore to initiate a proof of concept for leveraging artificial intelligence on new data sources, such as web-scraped

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101 DOM133 in the 2020-21 biennium
102 PRY131 in the 2022-23 biennium

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data from online job vacancies and big data made available by a job board through an existing data sharing partnership agreement with BuscoJobs.[103] By applying machine learning and natural language processing techniques to the big dataset (1,653,699 unique job records), the ILO identified a total of 288 potential occupations with a high likelihood of being new and emerging occupations, which are substantially different from occupations already captured in the ISCO, presenting an approach that could be further developed and applied to future periodic ISCO maintenance.

Moreover, the Evaluation noted that the ILO has published some research papers and knowledge products in the domain of generative AI, notably on the global potential effects of generative AI on job quantity and quality[104]. Among these technologies, 'big data' as a potential source of labour statistics and machine learning techniques have seen more traction. For instance, the ILO's published 'The feasibility of using big data in anticipating and matching skills needs', a compendium of research papers, sharing good practices and experiences and identifying to what extent existing methods and approaches can be used and adapted for developing countries.[105]

SUPPORT TO CONSTITUENTS ON THE PRODUCTION OF LABOUR STATISTICS

ILO supports constituents in production of labour statistics primarily through technical assistance and capacity building, mostly related to **LFS and other household surveys, while there is also some evidence of ILO's support for the collection of administrative data.**

A. Technical Assistance

For **Labour Force Surveys**, regional statisticians provide hands-on support to NSOs catered to their specific needs and demands utilizing a combination of technical assistance and advisory and the provision of capacity building. Such support encompasses the promotion of ICLS resolutions and ranges from full service across all stages of the LFS, including questionnaire design, sampling design, selection, recruitment, and training of enumerators, data validation, data analysis, and reporting, to partial support on specific stages. Detailed analysis of support provided by ILO to constituents on LFS is provided in the subsequent section, titled "Effectiveness of ILO's Support Towards Implementation of ICLS Standards".

On the other hand, ILO provides limited support to administrative data which, with some exceptions, e.g., migration and social protection, is in response to demand from MS. Therefore, this support is neither uniform nor comprehensive in terms of country coverage.

An example of ILO's support to administrative data was found in Pakistan, where in two separate instances, ILO has supported the SDG Unit at the Ministry of Planning and the provincial government of Khyber Pakhtunkhwa (KPK) on the establishment of a Social Protection (SP) monitoring dashboard. While the dashboard at the provincial level is being used by all the seven SP programmes being implemented in the province to provide beneficiary monitoring data, the Ministry-level dashboard has faced bureaucratic challenges of ownership.

In Paraguay the ILO supported the process of harmonizing administrative data between the Ministry of Labour, Employment and Social Security (MTESS) and the Social Security Institute (IPS) through the provision of capacity building.[106] In Chile, the ILO, in partnership with ECLAC, applied a statistical tool 'Model of Vulnerability to Child Labour' composed of twelve variables obtained from Chile's administrative records. The tool enables the government to identify territories with the greatest vulnerabilities and where preventive efforts can be concentrated within the framework of the National Strategy for the Eradication of Child Labour and the Protection of Adolescent Workers.[107]

103 ILO. 2023. Room Document 18: The International Standard Classification of Occupations (ISCO-08): Recent developments and revision. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.
104 Gmyrek, P., Berg, J., Bescond, D. 2023. *Generative AI and jobs: A global analysis of potential effects on job quantity and quality*, ILO Working Paper 96 (Geneva, ILO). https://doi.org/10.54394/ FHEM8239
105 *The feasibility of using big data in anticipating and matching skills needs* – International Labour Office – Geneva: ILO, 2020.
106 PRY131 in 2018-19 biennium.
107 CHL102 in 2018-19 biennium.

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The ILO's work on supporting labour inspectorates also serves as a strong example of how the ILO improves data collection practices and capacities of constituents on administrative records related to labour inspection data and OSH-related indicators. For instance, the ILO-ADLSA technical cooperation project funded through the Hamad Medical Research Centre supported the Unified Registry of Work-Related Injuries in Qatar (WURQ). In addition to undertaking data collection on OSH-related indicators, the ILO also identified and recommended ways to further strengthen the collection of data on occupational injuries in Qatar.[108] In Brazil, the ILO in partnership with the Undersecretariat for Statistics and Labour Studies of the Ministry of Labour and Employment, and the Brazilian Institute of Geography and Statistics (IBGE) facilitated a comprehensive recording of the process involved in creating and maintaining labour administrative records, with the aim of providing a historical record of these records, analyzing potential changes in these systems, and exploring their integration to enhance public policies.[109] In July 2023, the ILO provided technical assistance to the Ministry of Labour and Social Security of Cameroon in the development of a tool for collecting sex-disaggregated data on decent work indicators, registration and care statistics for workers in the informal sector. This tool allows the labour inspectorate to have a harmonized and coordinated approach to collecting and reporting data to the National Labour Observatory.[110]

On the other hand, despite demand from ILO policy departments and availability of some in-country data, ILO's support to establishment data was found to be limited, even when available through administrative sources. In Pakistan, for instance, the Evaluation found no evidence of support to the collection and analysis of establishment data which is currently available in some form through administrative sources at both federal and provincial levels. In particular, the Pakistan Bureau of Statistics (PBS) regularly conducts the Census of Manufacturing Industries (CMI) which measures production and structural changes of large-scale manufacturing industries, including factors such as employment and employment cost. In addition, the PBS maintains a Business Register, a database containing all significantly active businesses entities (establishments as well as enterprises) in the country together with their contact and classification information. An example at the provincial level is collection of establishment data by the Department of Labour in Sindh province. The data is collected and stored manually as the department lacks the human and financial resources as well as technical guidance to computerize the system. Although reportedly a request for such support was made by the provincial government to the ILO at some point, it lost momentum due to a change in staff at the Department of Labour.

The Evaluation also found that due to the absence of ILO support for certain data sources, some countries such as the United Kingdom (UK) and Argentina are adopting the 20th ICLS guidelines on the statistics of cooperatives themselves without seeking support from the ILO, thereby limiting the visibility of ILO. Having said that, the ILO launched a major initiative in 2021 to advance the Guidelines concerning Statistics of Cooperatives in five countries (Costa Rica, Italy, Republic of Korea, Türkiye, and Tanzania) which involved evaluating the guidelines and their relevance to the national context, assessing the statistics on cooperatives currently available, and identifying potential data sources and methods that could be used to fully implement the Guidelines.[111] The findings of the pilot studies identified a set of recommendations to further improve and clarify certain aspects of the Guidelines along with the development of a manual on statistics cooperatives for the 22nd ICLS.[112]

Since 2018, the ILO has resumed promoting **Labour Market Information Systems (LMIS), a tool with potential for improved collection of administrative and establishment data**. The LMIS brings together a network of institutions, people, and information with mutually recognized roles, agreements, and functions related to the production, storage, dissemination, and use of labour market information and outcomes. Because LMIS involves the collection and storage of key labour

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108 QAT826 in the 2020-21 biennium.
109 BRA201 in the 2022-23 biennium.
110 CMR827 in the 2022-23 biennium.
111 ILO. 2023. Room Document 14: Measuring cooperatives: A progress update on the ILO Pilot study on the applicability and implementation of the Guidelines concerning statistics of cooperative in five countries. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.
112 Ibid.

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market data from multiple sources, including administrative records and establishment surveys, and data providers, it serves as an opportunity to bring such data under a uniform system, thereby increasing data availability and also enabling greater inter-agency collaboration at the national level. As of May 2024, the ILO's STATISTICS department is supporting a total of 32 entities (30 countries and 02 regional intergovernmental organizations – Southern African Development Community (SADC) and the Caribbean Community (CARICOM)- in establishing a LMIS. Nearly two-thirds being supported are based in Africa (63 percent), followed by the LAC region (30 percent), while two member states are from Arab States region. Although the ILO is not currently supporting any country in the Asia and the Pacific region, some preliminary support towards the establishment of LMIS, through assessment reports and preliminary designs, has been provided to a few countries, such as Cook Islands (2020), Indonesia, Philippines, Tonga (2020), Vanuatu (2020), and Viet Nam, primarily in the context of ILO DC projects that have since ended.[113]

The vast majority of the 30 countries currently being supported are at the early stage of the process and are currently developing and setting up their systems. Some of the early adopters from the LAC such as El Salvador, Chile, and Uruguay have established LMIS, and disseminate regular labour statistics through web-based portals accessible to the public. For instance, Chile's LMIS, El Sistema de Información del Mercado Laboral (SIMEL), brings together data from the National Statistics Institute, the Superintendency of Pensions, Ministry of Social Development and Family, Labour Directorate, and the Social Security Superintendence, and reports on 10 dimensions of Decent Work, including employment, nominal and real income, gender pay gap, social protection coverage, job stability and security, time spent in work (including paid and unpaid care work), social dialogue, OSH, and child labour.[114]

With regards to the ILO's work on LMIS in other countries, the ILO supporting the strengthening of the Mozambican Labour Market Information System (LMIS) by supporting the National Directorate for Labour Market Observation (NDLMO). The LMIS consists of 3 modules of key indicators of labour market as defined by ILO, namely: Key Indicators of Labour Market, Socio-Demographic, and Education Module. Core labour market indicators have been identified to be tracked on a regular basis under the LMIS umbrella and the sources of data.

However, the effectiveness of LMIS is dependent upon the availability and reliability of administrative data. For instance, as was experience in Mozambique, the bulk of information is administrative in nature, and it lacks consistency compared to surveys and track-studies. Hence, most of the available administrative data in the country cannot be used for generating other labour statistics.[115] The lack of data from LFS can also be a key challenge to the operationalization of the LMIS platform, which points to the relevance of regular LFS as a primary source of the labour statistics.[116] Furthermore, there can be administrative challenges to LMIS, e.g. as administrative data are primarily maintained for legal and administrative purposes, modification to how and what data is being collected presents a substantial challenge as it could involve modifying the legal framework that mandated the collection of such data.

The Evaluation found that the ILO lacks a cohesive strategy to roll out the introduction of LMIS. Although a key strength of the LMIS is its demand-driven nature, demand from constituents is contingent on ILO's efforts to promote greater awareness of and knowledge of the LMIS. However, the ILO's efforts to raise awareness of LMIS were found to be lacking in specific regions. For instance, the Evaluation found that the Pakistan Bureau of Statistics (PBS) and the Ministry of

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113 ILO. 2023. Room Document 27: Labour Market Information Systems (LMIS): Maximizing the potential of labour market data and analysis for effective policymaking. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023. In the case of Indonesia, Philippines, and Viet Nam, this support was provided through the Strengthening Labour Market Information Systems (LMIS) in ASEAN for better skills and employment policies project (RAS/21/08/DEU).
114 https://www.simel.gob.cl/
115 Assa Guambe. 2023. Compiling Labour Market Statistics: Experience of Mozambique. 21st International Conference of Labour Statisticians. Geneva, 19th October 2023.
116 Ibid.

Overseas Pakistanis and Human Resource Development (MOHRD) were not aware of LMIS or its potential advantages, but expressed interest in learning more about it from the ILO. However, interviews also revealed that efforts to promote LMIS in countries such as Pakistan and India will reportedly be launched after the countries adopt the 19th ICLS standards in their upcoming LFS. This is in contrast to the approach being employed in Africa with regards to the LMIS, where countries with less advanced and irregular LFS, such as Djibouti, Mozambique, and Namibia, are being supported in establishing LMIS. Taken together, these discrepancies in the approach towards promoting and implementing LMIS highlight a need for a more cohesive and uniform strategy across all regions.

> ▶ **Box 2: The SIALC – The Labor Information and Analysis System for Latin America and the Caribbean**

A good practice identified by this evaluation

The SIALC is a regional initiative led by the ILO, specializing in labour statistics and offering a comprehensive labour information system. Coordinated primarily by ILO experts, its key objectives are to: (i) collect, process, and systematize regional labour market data according to ICLS methodology, and (ii) provide technical assistance to institutions responsible for producing statistical data and applying international standards.

Significant progress has been made toward the first objective, with SIALC harmonizing data across countries in alignment with international standards and leveraging technological tools to enhance efficiency. Advances in technology have reduced the need for on-site missions, allowing data to be downloaded online while maintaining international comparability. However, challenges remain, particularly in updating tabulations and addressing gaps in institutional information, which can hinder data processing efficiency.

Regarding the second objective, SIALC has effectively identified country-specific needs through local technical assistance. However, the 2024 evaluation of SIALC[117] highlights that, while SIALC remains relevant in addressing regional labour challenges and demonstrates strong design and adaptability, it continues to face obstacles related to organizational structure, budget limitations, and efficient data management. To ensure its continuity, the evaluation emphasizes the importance of institutional positioning, process documentation, technological adaptation, and securing financial and human resources.

B. Support Through Capacity Building

Capacity building features prominently as a means of action and support to constituents at varying levels. At the global and regional levels, STATISTICS and the International Training Centre of the International Labour Organization (ITC-ILO) have collaborated extensively on a range of global capacity building programmes which have included in-person training activities at the ITC-ILO in Turin as well as in the field. In addition, various virtual training activities, academies on labour statistics, online self-learning modules, and tailor-made training activities have also been provided. In recent years, these trainings have covered a range of topics on the measurement of skills and qualification mismatches, labour migration, informality, unpaid care work, etc. Between 2018 and 2023, a total of 1,866 participants from across the world have been trained through ITC-ILO training activities, of which 57 percent were male and 43 percent female.[118] Examining the regional distribution of participants revealed that the majority of the participants were from Africa (45 percent) followed by the Asia and the Pacific region (39 percent).[119] Whereas, trainees from Europe and Central Asia and Latin America and the Caribbean regions, each, comprised 08 percent.

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117 Evaluación de resultados para el aprendizaje organizativo del SIALC (OIT 2024).
118 *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.
119 Ibid.

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Apart from collaboration with ITC-ILO, other means of undertaking capacity building activities were seen through collaborations with regional statistical institutions. In this regard, collaboration with UN ESCAP, SPC, WIEGO (Asia) UN ECLAC (LAC), and ECOWAS, AU (Africa) has been instrumental. For instance, capacity building for generating and improving the availability of gender-disaggregated statistics on the informal economy were undertaken at the regional level through the Informal Economy, Work and Employment courses held in July 2015, October 2017 and November 2023 at the Statistical Institute for Asia and the Pacific (SIAP) in Chiba Japan. The courses were organized by the SIAP, a regional institution of the United Nations Economic and Social Commission for Asia and Pacific (UN ESCAP), in collaboration with the Statistics Division of ESCAP, ILO, WIEGO; and the Ministry of Internal Affairs and Communications, Government of Japan. Notably, the training course held in December 2023 was dedicated to the 21st ICLS resolution concerning statistics on the informal economy (October 2023). Other collaborations with UNESCAP included ILO's contribution on a regional workshop on strengthening the collection and use of international migration data in 2019. Similarly, a strong collaboration with the Statistics for Development Division of the Pacific Community (SPC/SDD) was seen in the form of jointly organized subregional trainings for Pacific Island countries on microdata standardization (2018), Labour Market Statistics and Analysis Academy (2023) and workshops on work and labour force statistics (2023).120

Similarly, ECOWAS supports ILO's statistical work on labour migration in West African countries by organizing training of designated focal points in NSOs. Whereas ECLAC also frequently partners with ILO under the Labour Market Working Group to deliver trainings to regional NSOs in data collection and analysis.

Statistics on work and employment, the informal economy, labour migration, skills, social protection, and child labour enjoy frequent capacity building support. LMIS projects, also involve extensive capacity building to NSOs and other involved entities in the form of at least four workshops and training sessions to strengthen capacities on data production, SDMX and data modeling, data preparation, extraction, transformation, and loading, and IT knowledge.121 On the other hand, areas such as statistics of cooperatives, green jobs and green employment, OSH, and industrial relations feature less frequently in capacity building initiatives.

Overall, the Evaluation found that **the ILO's capacity building activities at the country level are uneven and constrained by the limited statistical expertise and capacities at the Country Office (CO) level. This results in an overreliance on regional statisticians to provide capacity building and training**, as detailed in 'Section 3.4.1.1 – Human Resources' under Efficiency. Consequently, capacity building is often delivered through regional and global training initiatives, which constituents reported as being inaccessible to a wider audience as participation in these training courses frequently requires official sponsorship and/or high fees, both of which can be difficult to secure. On the other hand, the Evaluation found limited support to in-country trainings on labour statistics. This was the case even in countries, e.g., Pakistan, which have some form of labour statistics or general statistical training institutes, thereby affecting broad outreach and continuation.

Furthermore, capacity building activities are primarily directed towards NSOs and focused on data production, with limited attention given to the users of statistics, such as workers' organizations and employers' organizations. Interviews with these organizations in Pakistan and Senegal revealed a significant need for training and capacity building focused on the interpretation and use of labour statistics, as these constituents have reported challenges with understanding and correctly interpreting ILO-produced statistics. Government policy departments also generally lack the capacity to interpret statistical data in general as well as for use in policy making and therefore require training to enhance their statistical literacy, which is currently missing from ILO's training portfolio. Additionally, some constituents have voiced the need for training on the use of ILOSTAT due to challenges in effectively navigating and using the portal, as well as mining and interpreting the available statistical data. However, due to the predominant focus on producers, these needs remain largely unmet.

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120 Ibid.
121 ILO. 2023.*LMIS – Brief Description and ILO Toolkit* (December 2023).

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C. Support to Employers' and Workers' Organizations

Although, ILO's focus on providing statistical support to Employers' and Workers' organization was found to be limited, the HLE came across some instances of such support, both in terms of data collection/production and use/analysis of labour statistics.

In particular, ILO has been responding to requests for support on skills mismatches and skills anticipation raised at the 21st ICLS by representatives from the Employers' Organizations. Similarly, representatives of Workers' Organizations requested the ILO to prioritize skills statistics relative to other statistical areas for the 22nd ICLS.

The ILO also at times provides direct technical assistance to Constituents in their data collection activities. For instance, in 2021, the ILO supported the Republican Union of Employers of Armenia (RUEA) in by developing a survey methodology and analyzing survey findings for quantitative and qualitative research among Armenian employers on key business challenges in the fields of skills and education.[122] Similarly, in 2018, the ILO developed a survey instrument, designed a methodology, and facilitated data collection for the Antigua and Barbuda Employers' Federation to assess their membership needs and determine an advocacy strategy.[123] Similar support was also provided to the Georgian Employers Association in 2023[124], the Organization of Employers of Macedonia and the Business Confederation of Macedonia in 2022[125], and the Employers Confederation of the Philippines (ECOP) in 2023[126], among others. The ILO supported the Vietnamese Chamber of Commerce and Industry (VCCI) in conducting a labour survey on business and recovery in the post-pandemic period by technically contributing to the design and administration of the survey and developing policy recommendations so that VCCI can produce similar evidence-based policy recommendations in the future. The ILO built the organizational capacity of VCCI to use data as a strategic asset by providing Qualtrics XM (cloud-based software data platform) training twice (July-August 2022 and May 2023).

In 2018, the ILO also supported capacity building for the General Labour Inspectorate, the Directorate of Medical Inspection and Occupational Safety, the Tunisian General Labour Union, and the Tunisian Union of Industry, Trade and Handicraft in the collection and analysis of labour statistics.[127]

However, **the Evaluation found that the provision of comparable support to Workers' Organizations involving the use of statistics for developing and implementing organizational strategies and advocacy was significantly less**. A review of the ILO's Decent Work Results dashboard revealed just one instance where the ILO supported two Peruvian domestic workers federations, Fenttrahop and Fentrahogarp, in undertaking a study assessing the factors that encourage and discourage domestic worker union membership in 2022, the findings of which were used to develop a trade union membership strategy.[128] Since the ILO's approach towards the provision of support to constituents on labour statistics is entirely dependent on demand, this gap may be indicative of the limited awareness amongst Workers' Organizations on the use of data for developing organizational strategies and advocacy campaigns.

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122 ARM801 in the 2022-23 biennium.
123 ATG801 in the 2018-19 biennium.
124 GEO801 in the 2022-23 biennium.
125 MKD801 in the 2022-23 biennium.
126 PHL801 in the 2022-23 biennium.
127 TUN901 in the 2018-19 biennium.
128 PER157 in the 2022-23 biennium.

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Effectiveness of ILO's support towards implementation of ICLS standards

This subsection primarily examines the progress towards the implementation of the 19th and 20th ICLS Resolutions and/or Guidelines. Also, although the 21st ICLS was held in October 2023 and it is too early to be directly assessing the implementation of the Resolutions and Guidelines adopted by the 21st ICLS, some reflection on the ILO's initial work towards supporting Member States in the implementation of the statistical standards on the informal economy emanating from the 21st ICLS are included.

In response to the evolving nature of the world of work, the **19th ICLS held in 2013 expanded the scope of labour statistics by recognizing the need to collect data on different forms of work, both paid and unpaid**. Consequently, *Resolution I concerning statistics of work, employment and labour underutilization* of the 19th ICLS defined employment in narrower terms as work done for pay or profit, whereas activities not done in exchange for remuneration (such as own-use production work, volunteer work, and unpaid trainee work) were recognized as other forms of work. Under this new framework, work comprises any activity performed by persons of any sex and age to produce goods or to provide services for use by others or for their own use, with employment being one of five mutually exclusive forms of work.

By establishing a comprehensive concept of work as a statistical standard, the 19th ICLS represented a significant break from the earlier 13th ICLS resolution from 1982, which had employment as the main defining concept. The transition to the 19th ICLS impacted the way countries conducted their national LFS and necessitated that the new definition of employment and measures of labour underutilization be reflected in survey questionnaires, data collection, processing, dissemination, and communication practices.[129]

The 19th ICLS commissioned the ILO to revise the ICSE-93[130] to bring it into line with the different forms of work as defined in Resolution I of the 19th ICLS concerning statistics of work, employment and labour underutilization. As a result, **the 20th ICLS** adopted Resolution I: Resolution concerning statistics on work relationships[131] containing broader coverage of the International Classification of Status in Employment (ICSE), which makes it possible to classify all forms of work, paid and unpaid, using the additional International Classification of Status at Work (ICSaW-18).

In terms of the ILO's support to the countries in the implementation of the 19th and 20th ICLS standards, the ILO undertook an initial series of pilot studies between 2015 and 2017 to test different LFS questionnaire and establish the methodological approaches that could be recommended for wider adoption by countries. In the current evaluation period, the ILO undertook a pilot study in Sri Lanka between 2017 and 2019 with the World Bank in collaboration with the Department of Census and Statistics (DCS) of Sri Lanka to compare the outcomes of an LFS and a multi-topic living standards survey.[132] In addition, the study allowed the testing of additional content of interest, such as the application of the revised International Classification of Status in Employment (ICSE-18), as adopted at the 20th ICLS in 2018, including questions that could be used to identify dependent contractors. These findings were jointly published by the ILO and the World Bank and were utilized by the ILO to update its existing ILO model LFS questionnaire and guidance.[133]

129 Benes, Elisa M. & Walsh, Kieran. 2018. *ILO LFS pilot studies in follow-up to the 19th ICLS: Background, objectives and methodology.* Statistical Methodology Series.
130 *Resolution III: Resolution concerning International Classification of Status in Employment.* Report of the Conference. Fifteenth International Conference of Labour Statisticians (January 1993); see available at: https://webapps.ilo.org/public/libdoc/ilo/1993/93B09_65_engl.pdf
131 See at: https://webapps.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648693.pdf
132 Discenza, A., Gaddis, I., Palacios-Lopez, A., Walsh, K. (2021). Measuring Women and Men's Work: Main Findings from a Joint ILO and World Bank Study in Sri Lanka. Washington DC: World Bank.
133 *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.

Besides making methodological improvements and promoting guidance tools, the ILO also provided direct support through technical assistance and capacity building to a range of Member States between 2018 and 2023 for the adoption of ICLS resolutions. For instance, during 2018-2023, in Africa, the ILO supported the implementation of the 19th ICLS resolution I and the 20th ICLS resolution I and provided general support for LFS activities in nine countries, including: Cabo Verde, Eswatini, Gambia, Madagascar, Nigeria, Seychelles, Uganda, Zambia and Zimbabwe. Also, Technical Assistance was provided for the population and housing census in Namibia, Seychelles, South Africa, Uganda, Zambia, and Zimbabwe, particularly concerning the use of ILO model questionnaires to apply the 19th ICLS standards. Additionally, in Africa, four countries have implemented ICSE-18, and six have planned tests[134].

Other key examples during 2023-2024 in Asia comprise of ongoing LFS revisions in several countries such as Indonesia, Pakistan (ICLS-19 included in the 2024 LFS), India (testing a new LFS with questions capturing ICSE-18 categories), Maldives, and others. In Latin America and the Caribbean region, extensive tests have been conducted in seven countries, and six additional countries plan tests for 2023 and 2024. Two countries have implemented ICSE-18[135].

It is also worth noting that discussions are taking place within the framework of the *European Platform tackling undeclared work*[136] on harmonizing EU concepts with those encapsulated in the **21st ICLS resolution** concerning statistics on the informal economy. Key Informant interviews revealed that the Statistical Office of the European Communities (Eurostat) has established a task force to develop recommendations for coordinated data collection concerning ICSE-18 in all European Union countries (over 30 Member States).[137]

It is worth noting that implementation of the 19th ICLS standards pose significant challenges as they represent a considerable departure from the previous time series that utilized the 13th ICLS. Many countries, particularly those with an extensive history of conducting LFS, are reluctant to adopt the 19th ICLS standards, as it risks a break in time series. More importantly, the narrower definition of employment under the 19th ICLS standards poses political sensitivities for countries, as it often entails a downward revision of their employment statistics. To mitigate and address these challenges, the ILO has to undertake extensive advocacy and consistent engagement with NSOs and relevant government counterparts to promote the adoption of the new statistical standards. For instance, interviews with ILO staff in the Asia region revealed that it took four years of constant engagement and advocacy to just initiate pilot testing of the updated LFS questionnaire in India. Similar efforts also had to be spent in Pakistan and the country is now planning to pilot the revised questionnaire based on the 19th ICLS in 2024. Furthermore, allaying the concerns of NSOs regarding breaks in their time series involves supporting countries in designing survey tools that allow for the measurement of employment under both the old and the new statistical standards. This approach has been successful in promoting the adoption of the new standards. For example, the Pakistan Bureau of Statistics (PBS) plans to analyse data using both the 13th and the 19th ICLS statistical standards in its upcoming LFS in 2024. ILO's advocacy and support have led to the adoption of 19th ICLS standards by 120 MS (64 percent), either fully or partially.[138]

The evaluation noted that the adoption of the 19th ICLS standards impacted the following 05 SDG indicators under ILO's custodianship (previously using 13th ICLS standards) as they relate to statistics of work, employment, and labour underutilization:

▶ 5.5.2: Proportion of **women** in managerial positions.

▶ 8.3.1: Proportion of **informal employment** in total employment, by sector and sex.

▶ 8.5.2: Unemployment rate, by **sex, age and persons with disabilities**.

▶ 8.6.1: Proportion of **youth** (aged 15– 24 years) not in education, employment or training.

▶ 9.2.2: **Manufacturing** employment as a proportion of total employment.

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134 From the interview with STATISTICS staff held on 21 May 2024.
135 Ibid.
136 European Labour Authority. European Platform tackling undeclared work; see available at: https://www.ela.europa.eu/en/undeclared-work#bcl-inpage-item-426
137 From the interview with Mr. Michael Frosch held on 21 May 2024.
138 Data provided by STATISTICS on May 29, 2024.

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The following table 23 lists the number of Member States covered by the ILO on these 05 SDG indicators, presenting a comparison of the extent of coverage using the 13th ICLS with coverage using the 19th ICLS. Overall, across these indicators, the country coverage is significantly higher for data produced using the 13th ICLS standards compared to data produced using the 19th ICLS standards. As an example, for the headline indicator (SDG 8.5.2: Unemployment rate by sex and age), data for 184 Member States produced using the 13th ICLS standards is available; whereas data produced using the 19th ICLS standards for the same indicator is available for 99 Member States, resulting in a 46 percent gap. Averaging across all 05 indicators, number of Member States producing data using the 19th ICLS as a proportion of the number of countries producing data using the 13th ICLS amounted to 57%, signifying a gap of 43 percent. Having said that, in light of the various challenges in transitioning to the 19th ICLS outlined above, the availability of data produced using the 19th ICLS standards for more than half of the MS (64%) represents significant progress. Moreover, the anticipated implementation of the 19th ICLS standards in countries with large working populations such as India and Pakistan will allow the coverage of a larger proportion of the world's labour force under the 19th ICLS.

TABLE 23: MS COVERAGE THROUGH 13TH ICLS VS 19TH ICLS ON KEY WORK AND EMPLOYMENT-RELATED SDG INDICATORS

SDG INDICATOR	SERIES	13TH ICLS		19TH ICLS		19TH ICLS AS A PROPORTION OF 13TH ICLS
		Member states covered in 2023	Percent of total member states139	Member states covered in 2023	Percent of total member states	
5.5.2: Proportion of women in managerial positions	Proportion of managerial positions held by women	173	92%	94	50%	54%
	Proportion of women in senior and middle management positions	133	71%	78	42%	59%
8.3.1: Proportion of informal employment in total employment, by sector and sex	Proportion of informal employment, by sector and sex	135	72%	77	41%	57%
8.5.2: Unemployment rate, by sex, age and persons with disabilities	Unemployment rate, by sex and age	184	98%	99	53%	54%
	Unemployment rate, by sex and disability	103	55%	69	37%	67%
8.6.1: Proportion of youth (aged 15– 24 years) not in education, employment or training	Proportion of youth (aged 15–24 years) not in education, employment or training, by sex	161	86%	91	49%	57%
9.2.2: Manufacturing employment as a proportion of total employment	Manufacturing employment as a proportion of total employment	178	95%	97	52%	54%
AVERAGE		**152**	**81%**	**86**	**46%**	**57%**

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139 Total Member States are 187 countries. It is recognized that the ILOSTAT database also includes data on non-member states (e.g., Bhutan, Liechtenstein, etc.) and on Territories (e.g., Occupied Palestine Territory, New Caledonia etc.), but their inclusion tends to vary across indicators depending on data availability. Hence, "Total Member States" provides a stable and fixed base for ease of comparability.

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Skills is also a major area that has drawn ILO support as a result of ICLS resolutions. The 20th ICLS endorsed the Guidelines concerning measurement of qualifications and skills mismatches of persons in employment, which provide conceptual definitions, guidance on measurement approaches, and analytical indicators. Since then, the area of skills, including skills mismatches and skills anticipations, has seen increased prominence in the ILO's statistical work, as reflected in the CPO Analysis outlined in Section 2.5 which saw **the share of ILO's statistics-related DW results on skills and lifelong learning (Outcome 5) increase from 4 percent in the 2020-21 biennium to 10 percent in the 2022-23 biennium**.

Several challenges have also been reported by countries in the adoption and application of the ICSE-18 scheme adopted by the 20th ICLS. A number of these challenges pertain to the technical and methodological domain. For instance, some countries have highlighted difficulties in applying the ICSE-18 standards for categories of dependent contractors and owner-operations, and in the broader context of measurement of the informal economy.[140] Furthermore, some countries also reported challenges in applying the standards through establishment surveys. Additionally, countries also expressed concerns that the adoption of ICSE-18 standards created parallel reporting requirements, since their national accounting frameworks still retained the previous ICSE scheme. Among other barriers to implementation, the disruptions and delays caused by the COVID-19 pandemic halted progress towards the implementation of the ICSE-18 standards.[141] Countries also cited more urgent priorities within the statistical system and limitations in funding for regular LFS as among the barriers. As a result of these various challenges, data provided by the STATISTICS department showed that **only 16 countries (09 percent of total MS) have implemented the 20th ICLS standards as of 2023.**[142]

Overall, the HLE found that ILO spends significant effort to support countries on the adoption of ICLS resolutions and standards, particularly as standards keep evolving and addressing ever new programme areas, necessitating countries to request ILO support.

Effectiveness of ILO's current labour statistics dissemination methods

The ILO uses multiple means of disseminating its work on labour statistics at the global, regional, and national levels. Among its repertoire of **dissemination tools**, key are the ICLS, ILOSTAT, ILO Flagship Reports, Decent Work Country Profiles, and numerous purpose-fit policy briefs, blogs, and statistical publications.

At the global level, the ICLS provides a platform for the ILO to highlight and report its various activities in the domain of labour statistics to delegates from the labour ministries and NSOs, Workers' Organizations, Employers' Organizations, and its peer and partner international development agencies. An examination of the proceedings of the ICLS revealed that the ILO provides a detailed and systematic account of developments occurring in the interval between ICLSs on virtually every area related to labour statistics that it works in. **However, the Evaluation noted that, in the current evaluation period, the ICLS has leaned predominantly towards the work of the STATISTICS department and some other data producing departments within the ILO such as SOCPRO. On the other hand, statistical work undertaken as part of the ILO's development cooperation projects, particularly those not linked to Output A.1, were found to be largely missing from the conversations at the conference.**

As per internal ILO data and analytics, the ILO portal for Labour Statistics is ranked the 8th most visited website since October 2022, closely followed by the webpages for Standards, and key ILO publications (See Figure 15).

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140 *Report of the Conference – 21st International Conference of Labour Statisticians. Geneva: International Labour Office, 2024.*
141 Ibid.
142 Data provided by STATISTICS department on May 29, 2024.

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FIGURE 15: TOP 10 RANKING OF VISITS TO ILO-RELATED WEBPAGES, OCTOBER 2022 – JULY 2024

Webpage	Visits
Main ILO's website	2,265,703
Main ILO's website (SP)	636,476
Child labour - IPEC	398,476
Main ILO's website - About the ILO	390,836
Main ILO's website - Industries and sectors	387,935
Main ILO's website - Standards	286,301
Main ILO's website - Publications	269,380
Main ILO's website - Data and Statistics	265,028
Personal protective equipment webpage	226,185
InfoStories - The gender gap in employment: What's holding women back?	200,270

ILOSTAT, the statistics portal of the ILO also functions as the primary repository of global statistics on labour and decent work. Over the evaluation period, in addition to the enhancements in data availability and scope of coverage – examined in Section 3.3.2.1 above – **the ILO also undertook significant efforts to improve the user experience and user engagement with the portal**. A rebranded version of ILOSTAT was launched in 2019 to function as a comprehensive portal rather than just a database. This entailed the consolidation of all statistical content into one platform with the addition of statistical resources (e.g., LFS resources, ILO model questionnaires and modules, and other statistical guidance tools and products). Furthermore, enhanced Search Engine Optimization (SEO) techniques were also implemented on the revamped portal to enable better visibility and ranking on search engines, thereby driving more organic traffic to ILOSTAT. A Data Explorer feature was also added which allows users to find, filter, reshape, visualize and extract data in different formats. Web-based regional and country profiles presenting data across key indicators were also added to ILOSTAT. The ILO also introduced topic pages (such as on employment, youth, informal economy, etc.) which feature overviews of the methodologies and statistical sources used to generate data on the topic and linked the data catalogue of indicators specific to the topic and ILO analytical publications linked to the topic under one page. The importance of the 'topics' pages and the pages on the various resources and tools is underscored by the fact that these pages account for an estimated 20 percent and 18 percent of all views on the ILOSTAT portal, respectively.[143] However, **despite the abovementioned improvements in user interface, challenges in effectively navigating and using the portal have been reported by various types of users, including ILO staff at the HQ and country-levels and constituents, suggesting the need for additional measures to improve user-experience and user-friendliness**. In addition, interviews also revealed a **need to actively promote ILOSTAT through more frequent outreach and awareness-raising among the various categories of data users, including ILO staff, constituents, and partners, on the different features and updates on ILOSTAT. However, relevant staff from STATISTICS reported that resource constraints hinder further efforts to improve ILOSTAT and undertake additional outreach and awareness-raising activities**.

An examination of the ILOSTAT portal usage statistics (Figure 16) revealed that compared to 2018, the **ILOSTAT portal saw an increase in the number of sessions by 313 percent and the number of users by 384 percent**.[144] A comparison of the annual usage statistics shows that the ILOSTAT portal has seen continuous double-digit growth in both the number of sessions and users from 2018 to 2022, with the highest increase in growth seen in 2020.
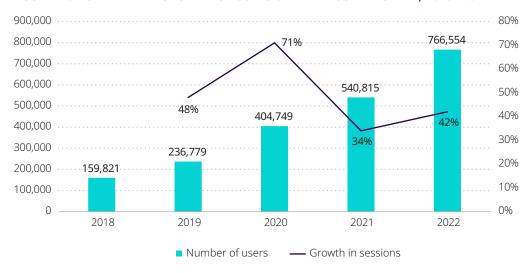
143 Sodergren, Marie-Claire. 2023. The *ILOSTAT portal: A story of user-centered progress and innovation.* 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.
144 Data provided by the STATISTICS department on May 13, 2024.

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FIGURE 16: NUMBER AND GROWTH OF SESSIONS ON THE ILOSTAT PORTAL, 2018 - 2022

■ Number of sessions   —— Growth in sessions

FIGURE 17: NUMBER AND GROWTH OF USERS ON THE ILOSTAT PORTAL, 2018 - 2022

■ Number of users   —— Growth in sessions

Furthermore, **the ILO also introduced the ILOSTAT blog which highlight latest trends in labour statistics using ILOSTAT data and cater to a less technical audience, enabling engagement from a wider audience.** They offer insights and analysis on a wide range of labour-related topics and developments, featuring spotlights on specific sectors and occupations, as well as on issues such as gender equality, disability inclusion, and non-discrimination. To broaden the outreach efforts, the blog is featured on the ILO homepage, newsroom, and social media channels. **As of October 2023, there have been a total of 63 blog posts published which have attracted approximately 327,000 users to the ILOSTAT portal.**[145] Notably, just over three-quarters of the visitors (76 percent) are new visitors, indicating that the blog has been effective in routing fresh audiences to the ILOSTAT portal.[146]
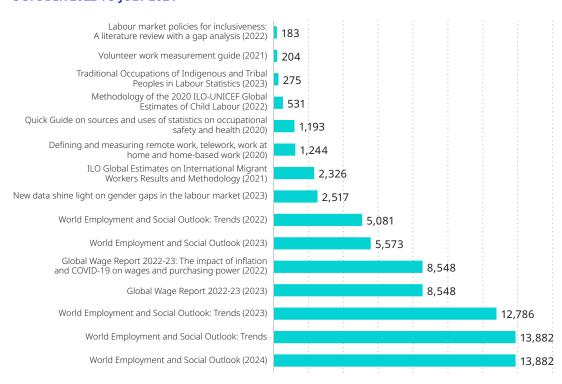
During COVID-19, the **ILO Monitor** addressed a range of issues brought on by the COVID-19 pandemic, including an analysis of the effects of COVID-19 on the number of hours worked, informal economy, youth, and women's employment. In addition, the ILO Monitor also presented data on key topics such as the effects of testing and tracing on labour market disruption, the effect of fiscal stimulus on hours worked, and the effect of the COVID-19 vaccination on economic

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145 *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.
146 Ibid.

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recovery. The publication has been praised for its timeliness, relevance, and usefulness in providing a high-level, authoritative and employment-focused assessment of the impact of the pandemic by Constituents.[147]

Labour statistics gathered and produced by the ILO are also disseminated through its flagship **reports and major publications.** These publications are an important means of disseminating regional and global estimates on labour statistics indicators, apart from ILO's annual reporting to the UNSD on the SDGs under its custodianship. **The ILO currently publishes five Flagship Reports, mostly published with a high frequency, either annually or biannually.** The *World Employment and Social Outlook* (WESO) is the longest standing ILO flagship report which itself is a merger of two now discontinued reports (the Global Employment Trends and the World of Work report). Since its launch, the WESO has seen additional permutations in the form of *World Employment and Social Outlook: Trends* and regional-level Employment and Social Outlook reports, most recently published for the Asia Pacific region and Arab States. The ILO also publishes its flagship report *Global Wage Report* biannually, whereas the *World Social Protection* Report is published triennially. The newest addition to the Flagship Report collection is the Social Dialogue Report, published in 2022. In addition to these Flagship Reports, the ILO also publishes global and regional estimates of labour-related statistics on various topics, mostly on an ad-hoc basis. While **Flagship Reports are generally more comprehensive, in-depth, and frequently published than major publications, it is not entirely clear what differentiates the two or what leads to the decision to classify a report as a Flagship Report versus a major publication.** For instance, some of the major publications, such as the *Global Employment Trends for Youth*, have been published biannually but are not classified as a Flagship Publication. The following figures 18 and 19 depict the most downloaded flagship reports and relevant major publications[148] of the ILO during the evaluation period.
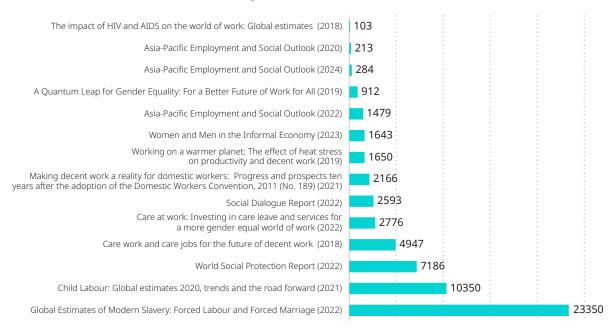
FIGURE 18: NUMBER OF DOWNLOADS OF PUBLICATIONS FROM STATISTICS WEBPAGE, FROM OCTOBER 2022 TO JULY 2024

Publication	Downloads
Labour market policies for inclusiveness: A literature review with a gap analysis (2022)	183
Volunteer work measurement guide (2021)	204
Traditional Occupations of Indigenous and Tribal Peoples in Labour Statistics (2023)	275
Methodology of the 2020 ILO-UNICEF Global Estimates of Child Labour (2022)	531
Quick Guide on sources and uses of statistics on occupational safety and health (2020)	1,193
Defining and measuring remote work, telework, work at home and home-based work (2020)	1,244
ILO Global Estimates on International Migrant Workers Results and Methodology (2021)	2,326
New data shine light on gender gaps in the labour market (2023)	2,517
World Employment and Social Outlook: Trends (2022)	5,081
World Employment and Social Outlook (2023)	5,573
Global Wage Report 2022-23: The impact of inflation and COVID-19 on wages and purchasing power (2022)	8,548
Global Wage Report 2022-23 (2023)	8,548
World Employment and Social Outlook: Trends (2023)	12,786
World Employment and Social Outlook: Trends	13,882
World Employment and Social Outlook (2024)	13,882

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147 ILO. 2022. High-level Independent Evaluation of ILO's COVID-19 Response, 2020-2022. Geneva: International Labour Office, 2022.

148 The major publications listed are not exhaustive as only those major publications presenting statistics and global/regional estimates prepared with the involvement of the STATISTICS department or using ILOSTAT data have been included in order to align with the scope of the current HLE. Other types of major publications without statistical data, focused only on thematic, legislative, or policy reviews and analysis have been excluded.

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FIGURE 19: NUMBER OF DOWNLOADS OF LABOUR STATISTICS RELATED PUBLICATIONS FROM ILO'S WEBPAGE, FROM OCTOBER 2022 TO JULY 2024

Publication	Downloads
The impact of HIV and AIDS on the world of work: Global estimates (2018)	103
Asia-Pacific Employment and Social Outlook (2020)	213
Asia-Pacific Employment and Social Outlook (2024)	284
A Quantum Leap for Gender Equality: For a Better Future of Work for All (2019)	912
Asia-Pacific Employment and Social Outlook (2022)	1479
Women and Men in the Informal Economy (2023)	1643
Working on a warmer planet: The effect of heat stress on productivity and decent work (2019)	1650
Making decent work a reality for domestic workers: Progress and prospects ten years after the adoption of the Domestic Workers Convention, 2011 (No. 189) (2021)	2166
Social Dialogue Report (2022)	2593
Care at work: Investing in care leave and services for a more gender equal world of work (2022)	2776
Care work and care jobs for the future of decent work (2018)	4947
World Social Protection Report (2022)	7186
Child Labour: Global estimates 2020, trends and the road forward (2021)	10350
Global Estimates of Modern Slavery: Forced Labour and Forced Marriage (2022)	23350

However, some internal and external stakeholders interviewed also expressed that the ILO's Flagship Reports were too numerous and too frequently published, which tends to dilute their influence. In contrast, for instance, the World Bank despite its exponentially larger portfolio, has only one flagship report.

A **national-level ILO publication** of major relevance is the Decent Work Country Profile, which heavily relies on ILO generated statistics and is reportedly used by all constituents. However, funding and capacity challenges mean that the Profile is not consistently developed. For instance, the Decent Work Country Profile in Senegal was last developed in 2013 and is currently in the process of being updated. Similarly, the Decent Work Country Profile in Pakistan and Vietnam were last developed in 2019. Since then, a new Profile for Pakistan has not been developed reportedly due to funding constraints. To overcome this challenge, the ILO CO Pakistan is exploring the option of developing an interagency product with pooled funding from the UNSDC by engaging other UN agencies such as UNWOMEN and UNICEF, etc., who have keen interest in women-related and child-related labour statistics, respectively. Other documents at the national level making use of ILO statistics include policy briefs, diagnostic studies, and research.

Also, while the ILO's statistical publications primarily focus on the provision of regional and global estimates for labour-related statistical indicators, interviews with staff and constituents revealed that national and sub-national level data are of primary relevance to Member States for strategic planning and programmatic development. To that end, interviews with various Ministries of Labour at the country level revealed a preference for data gathered by their NSOs as these contain the required level of detail for use in national contexts and are also the official data published by the respective government. This was also reflected in the survey administered to the Constituents which showed that 75 percent of Constituents utilized the data gathered from their respective NSO to fulfil their requirements. Also, w**orkers' and employers' organizations reported to have relatively marginal utility for ILO statistical data and publications. Major reasons cited were extensive/long publications, lack of translation to local languages, limited or no outreach to lower tiers of their respective constituencies, and lack of technical knowhow to interpret statistical data**. The results of the survey showed 80 percent of the workers' and employers' organisations utilising data gathered from NSOs for fulfilling their requirements, followed by the World Bank (70 percent).

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Conversely, development agencies and research organizations are among the frequent users of ILO's statistical data and publications. The results of the survey showed that 62 percent of the partner organisations surveyed reported using ILO-produced labour statistics frequently or very frequently. Among the top domains and policy areas, work and employment-related statistics were reportedly used by 85 percent of the surveyed partners, followed by SDG indicators under ILO's custodianship (77 percent) and gender equality and women's empowerment statistics[149] (69 percent).

In fact, the **recent improvements in data availability have also resulted in the use of ILO-produced labour statistics across various international indices and reports** that enjoy strong repute and viewership, such as the UNDP's HDI, World Bank's WDI, WEF's Global Competitiveness Index, and OECD's Better Life Index, among others.[150] Considering the importance and high visibility of these stakeholder publications, they have functioned to raise the profile of the ILO as the leader on global labour-related statistics.

Nevertheless, several interviewed development sector stakeholders, e.g., the UNCT in Pakistan, reported that ILO knowledge products rely heavily on technical language pertaining to the ILO Conventions and Recommendations, and therefore are difficult to understand for lay persons. In fact, it was advised that in order to gauge the interest of UN agencies for collaborative partnerships, ILO should review its communications strategy to help translate data and research into relatable content that is found useful by agencies with similar mandates, e.g., UNIDO, International Trade Centre (ITC), and FAO, etc.

A major shortcoming of ILO's dissemination approach is the lack of statistical capacity among country office staff, as interviewed in-country staff shared the frustration that they are often unable to understand or interpret the statistical data produced by ILO, e.g., through ILOSTAT, and are therefore not in a position to disseminate or promote it in their work.[151]

The challenges with dissemination of labour statistics and ILO's work in this arena lead to perceptions among constituents and stakeholders of limited utility of ILO's work in some significant areas. For instance, while the evaluation found significant evidence of contribution of ILO's statistical data to policy making at the country level, only 52% survey respondents reported that rated the impact of the ILO's support to Member States in the development of evidence-based policies and strategies as satisfactory to highly satisfactory.

Furthermore, a quick search of international and national press sources revealed that ILO's statistics are commonly quoted for discussions on topics related to the world of work. While this is a significant method of outreach, the **evaluation found that active media engagement is largely missing from ILO's statistical dissemination practices**, and instead information is passively shared with media in response to queries. Overcoming this gap would require collaboration between STATISTICS and DCOMM.

Overall, the **lack of effective monitoring and tracking mechanisms to track the viewership, usage, and cross-references of the ILO's publications also pose a significant challenge in gauging the extent to which these publications are effective** in their intended purpose of advocacy and policy making, etc.

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149 Such as wage gaps, employment gaps, measurement of paid and unpaid care work.
150 ILO. 2023. Room Document 26: Unlocking the Power of Microdata: Enhancing International Comparability and Data Availability in ILOSTAT and Beyond. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.
151 This does not apply to demand/project-based in-country data generated, e.g., through diagnostic surveys.

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Effectiveness of the use of ILO-produced labour statistics for informed policymaking

The ILO's work on labour statistics serves as the impetus for evidence-based policymaking by generating a knowledge base on specific topics, which then forms the foundation for subsequent technical assistance to Member States in developing national plans, policies, strategies, and legislation. Crucially, the **Evaluation found evidence for the use of ILO's statistical work for evidence-based policymaking across a range of policy areas, including informality, employment, social protection, etc.**

However, **ILO's ability to effectively track and monitor the use of its statistical work in the development of national policies, strategies, and plans is constrained by the lack of an indicator in its measurement framework**. As mentioned earlier, while such an indicator was present in the 2018-19 biennium, the ILO reported that there was insufficient information to measure results associated with it. This poses a challenge to the ILO in tracking the impact and uptake of its statistical work, and also limits the extent to which it can disseminate such information to its various stakeholders.

Nevertheless, the HLE came across several instances demonstrating the influence of ILO's statistical work on policy. For instance, ILO undertook study on "Critical Segments of Informality in Paraguay", which was published in August 2018, served as input for the formulation of the Integrated Strategy for the Formalization of Employment. Similarly, the ILO's assessment of the multidimensional impact of COVID-19 on employment and the labour in the Philippines was used to inform the National Employment Recovery Strategy 2021-22 adopted in June 2021.[152]

In Pakistan, the ILO's support to surveys on child labour, home-based workers, and domestic workers has led to the development of relevant laws in Punjab province. Based on the survey results, the province has enacted the Punjab Home-Based Workers 2023 and has also set up a domestic workers welfare fund. Furthermore, results from the surveys were used to assess the magnitude of these workers in order to support financial planning for relevant policy decisions. The Government of Punjab is also now in the process of developing a policy on Child Labour, and under a government-funded project, pilot child rehabilitation centres have been opened in District Rahim Yar Khan (Punjab).

Similarly, substantial policymaking through the use of ILO-supported labour statistics production was also seen in Viet Nam, where statistics produced by the General Statistical Office (GSO) have been used to prepare the National Action Plan for the Implementation of the 2030 Sustainable Development Agenda of Viet Nam, the Masterplan on Social Assistance and Reform Development, the Masterplan on Social Insurance Reform, and the National Plan of Action for Prevention and Reduction of Child Labour (2021-2025).

Even in instances where statistical and research studies supported or undertaken by the ILO do not necessarily lead to the development and adoption of policies and strategies at the national level, the ILO uses the findings for the purposes of wider dissemination and awareness raising with the goal of moving towards eventual policymaking. Similarly, such statistical work is also leveraged by other international development agencies working in similar areas as the ILO. For instance, the UN WOMEN reportedly started an initiative in Pakistan based on ILO's statistical work on home-based workers, by developing a monitoring dashboard for its planned support for the registration of Home-Based Workers in Sindh province.

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152 PHL102 in the 2020-21 biennium.

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Achievement on normative mandate and cross-cutting issues

INTERNATIONAL LABOUR STANDARDS

The ILO Convention 160 was adopted in 1985, replacing the previous Convention concerning Statistics of Wages and Hours of Work (Convention No. 63) adopted by in 1938, in order to broaden the scope by accounting for the need for modern integrated systems of labour statistics and expand the range of statistics beyond wages and hours of work to include statistics on labour force, employment, unemployment, occupational injuries, and industrial disputes. With the adoption of C160, the C63 has been closed to further ratifications since 1988. Moreover, at its 334th session (October-November 2018), the ILO Governing Body decided to place the Convention concerning Statistics of Wages and Hours of Work, 1938 (No. 63) on the agenda of the 112th Session of the International Labour Conference (2024) for abrogation given the outdated status of this Convention. The **ILO Governing Body also requested the International Conference of Labour Statisticians (ICLS) to call on member States currently bound by Convention No. 63, to consider ratification of the Labour Statistics Convention, 1985 (No. 160).**[153] However, C63 is currently in force in 14 Member States, most of whom are in Africa (43 percent) and Latin America and the Caribbean regions (36 percent).[154]

The ILO calls on all countries to consider the ratification of C160, including those with a highly developed national statistical system already in de facto compliance with the Convention as well as those countries with less developed systems. Promoting the ratification of C160 is considered a priority by the ILO, particularly for the 14 countries that have ratified C63, but not C160.[155] **Currently, a total of 51 Member States (27 percent) have ratified C160, with the majority of those ratifications from Europe and Central Asia region (61 percent) followed by Latin America and the Caribbean (20 percent). Just five countries from Africa and Asia each (10 percent) have ratified C160, whereas no countries from the Arab States region have ratified C160** (see Table 24).

TABLE 24: NUMBER OF RATIFICATIONS OF C160 BY REGION

REGIONS	NO. OF COUNTRIES RATIFIED	TOTAL NO. OF COUNTRIES	% OF COUNTIES RATIFIED
Africa	5	53	9%
Latin America and the Caribbean	10	35	28%
Arab states	0	11	0%
Asia and Pacific	5	37	14%
Europe and central Asia	31	51	61%
Total	**51**	**187**	**27%**

During the evaluation period, only one ratification of C160 occurred in 2022 with Sierra Leone ratifying the convention. The ILO's assistance mainly consisted in awareness and capacity building of the tripartite partners, through ILO interventions and presentations to enhance their knowledge on the provisions of the Convention.[156] A **potential reason for why the uptake on ratifications of C160 has been slow may be attributable to the fact that most countries around the world have developed some type of national statistical systems, at least in terms of labour statistics, as**

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153 Document GB.334/LILS/PV paragraph 58(d) and (f)(ii) and Document GB.334/INS/2/1 (paragraph 31(e) as amended by the Governing Body.
154 ILO. 2023. Room Document 24: Promotion and ratification of ILO Convention No. 160 (1985) on Labour Statistics. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.
155 Ibid.
156 SLE826 in the 2022-23 biennium.

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evidenced by the 160 countries which provide their microdata to the ILO.[157] For instance, while Pakistan has not yet ratified C160, a recent in-depth review by the regional statistician revealed that Pakistan's labour statistics system is well in compliance with the convention. A review of the ILO's Decent Work Results dashboard and key ICLS documents did not reveal evidence of the ILO's support to additional countries for the ratification of C160. However, as noted in Section 3.1.2 under Relevance, support to Viet Nam for the ratification of C160 has been planned as part of the 2022-26 DWCP, whereas Pakistan has also included C160 in its list of conventions to be ratified.

The Evaluation also noted instances where the ILO's work on labour statistics supported the ratification and implementation of other ILS Conventions. For instance, STATISTICS conducted follow-up work in response to the call made to member States in R206 regarding the collection and publication of relevant statistics. Notably, STATISTICS led the review of conceptual issues aimed at developing a statistical framework for measurement and assessing national practices in this area, as outlined in technical documents[158] submitted to the 21st ICLS. Additionally, STATISTICS developed a preliminary survey questionnaire, which was pilot tested in West Africa. In Suriname, the ILO provided support for undertaking a national survey on child labour which was used to develop and adopt the National Action Plan on Child Labour (2019-2022), both of which contributed to the ratification of C138 (the Minimum Age Convention, 1973) in 2018.[159] In Paraguay, through its support to the Ministry of Labour, Employment and Social Security on data collection for the production of the Social Security Statistical Bulletin, the ILO highlighted the challenges faced by Paraguay on low contributory social security and the absence of unemployment protection. In combination with various tripartite workshops, this contributed to the ratification of the Social Security (Minimum Standards) Convention, 1952 (C102) in 2021.[160] Linkages between the ILO's work on labour statistics and its normative mandate were also observed in Mozambique where the LMIS is a key tool to achieve ILO's normative standards in the country. The LMIS modules help to capture and measure evolution in compliance with ILS. The platform is a direct result of the National Employment Policy (NEP), which responds to the Employment Policy Convention (C122).[161] The Employment Portal, which collects labour statistics that are integrated into the LMIS, is also an effort to implement the Employment Services Convention (C88). Hence, **there is significant evidence that ILO's statistical work supports several conventions through support to various programme areas. However, this evidence is scattered, and the Evaluation was not able to get an assessment of the comprehensive extent of this contribution.**

SOCIAL DIALOGUE

Social dialogue is well-integrated in the ILO's support to its Constituents on labour statistics and is used as a means of garnering constituent feedback as well as a platform for disseminating findings and research emerging from the use of labour statistics among tripartite constituents, partners, and stakeholders. As elaborated earlier, the ICLS is a key global platform for social dialogue.

The Evaluation found some evidence of ILO's use of labour statistics to support the process of social dialogue at the **national levels**. For instance, the ILO supported the National Council for Social Dialogue (CNDS) in undertaking a **diagnostic study of the social dialogue system** in Cote d'Ivoire by validating the data collection and survey tools to ensure the relevance of the diagnostic study over a series of technical meeting between August and December 2022.[162] The results of the study were used in the development of a national strategy for strengthening social dialogue and preventing labour disputes with the aim of reforming and renewing social dialogue in Cote d'Ivoire. In April 2023, the ILO facilitated a virtual tripartite meeting to pre-validate the strategy which led to its adoption by the CNDS in May 2023.

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157 ILO. 2023. Room Document 24: Promotion and ratification of ILO Convention No. 160 (1985) on Labour Statistics. 21st International Conference of Labour Statisticians. Geneva, 11 – 20 October 2023.

158 ICLS/21/2023/Room document 10 "Assessing availability of survey data on violence and harassment in the world of work", and ICLS/21/2023/Room document 11 "Towards developing a conceptual and measurement framework for statistics on violence and harassment in the world of work."

159 SUR826 in the 2018-19 biennium.

160 PRY131 in the 2020-21 biennium.

161 MOZ103 in the 2018-19 biennium.

162 CIV902 in the 2022-23 biennium.

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Similarly, in 2018, the ILO provided technical assistance to the Ministry of Family, Labour, and Social Policies to improve its system for **collecting data on anti-union discrimination** in both the public and private sectors.[163] The ILO's support included developing technical reports that outlined the main sources of ILO statistics on social dialogue, the methodology for collecting statistics on social dialogue indicators, a comparative assessment of data availability and methodologies used in Turkey, and recommendations for how the Turkish government could improve the collection of social dialogue indicators to more accurately assess the state of social dialogue.

On the other hand, **data associated with industrial relations and social dialogue, such as trade union density and collective bargaining coverage, faces particular challenges, predominantly due to limited support to administrative data as well as limited data availability in MS.** This data is predominantly derived from administrative registers such as those maintained by trade unions or government agencies, including labour ministries and NSOs, but also through establishment surveys. However, as limited support is provided to these two sources, the data has gaps in terms of limited availability, quality and reliability, and comparability. As a result, the ability of the ILO to systematically collect and calculate estimates on trade union density and collective bargaining rates remains constrained.

Nevertheless, **data availability on collective bargaining has seen improvements during the evaluation period.** In 2022, the ILO updated its Industrial Relations database (IRdata) in anticipation of its 2022 Flagship Report *Social Dialogue Report 2022: Collective bargaining for an inclusive, sustainable and resilient recovery*[164], increasing the country coverage for trade union density from 113 countries to 139 (+23 percent) and for collective bargaining coverage from 87 countries to 99 countries (+14 percent).[165] **The relatively greater country coverage in trade union density (139 countries; 74 percent) compared to collective bargaining coverage (99 countries; 53 percent) stems from the fact that 41 percent of the updated data was sourced from ILO's microdata repository for trade union density rates; whereas, for collective bargaining rates only 06 percent of the updated data was sourced from microdata repository because collective bargaining indicators are rarely covered in LFS.** This limited inclusion is a result of the recognition that respondents may not always be aware of whether their working conditions are determined by a collective agreement.[166]

Furthermore, the ILO's data on industrial relations and social dialogue also faces challenges in terms of geographic representativeness. For instance, while data on trade union density rates are reported for nearly three-quarters of the ILO's Member States[167] (74 percent), there are regional discrepancies, with 69 percent of the Member States in Asia and the Pacific represented, and just 18 percent of the Arab States represented.[168] Moreover, **the ILO only reports collective bargaining coverage rates for 53 percent of its Member States, with poorer representation from Africa (37 percent) and Asia and the Pacific (39 percent) and no representation from the Arab States (0 percent).[169]**

With regards to the SDG Indicator 8.8.2 which measures the level of national compliance with labour rights (freedom of association and collective bargaining), as the statistical foundation of the indicator is the ILO textual sources (such as Reports of the Committee of Experts on the Application of Conventions and Recommendations (CEACR), Reports of the Conference Committee on the Application of Standards, etc.), data collection and reporting is undertaken by the ILO itself. Given the nature of this indicator, data are reported annually for all ILO Member States and are available for the years 2015 to 2021.[170]

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163 TUR158 in the 2018-19 biennium.
164 *Social Dialogue Report 2022: Collective bargaining for an inclusive, sustainable and resilient recovery. Geneva: ILO, 2022.*
165 ILO. 2023. *Room Document 23: Industrial relations data: update on available quantitative and qualitative data and underlying methodologies and data collection efforts*. 21st International Conference of Labour Statisticians
166 Ibid.
167 187 countries are Members of the ILO. Source: https://www.ilo.org/about-ilo/how-ilo-works/member-states
168 ILO. 2023. *Room Document 23: Industrial relations data: update on available quantitative and qualitative data and underlying methodologies and data collection efforts*. 21st International Conference of Labour Statisticians
169 Ibid.
170 *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.

GENDER EQUALITY AND NON-DISCRIMINATION

The ILO's work on labour statistics addresses gender equality concerns and priorities from multiple angles and domains. At a fundamental level, the ILO supports Member States in collecting gender-disaggregated data on labour-related statistical indicators and SDG indicators under its custodianship and disseminates them through its publications of regional and global estimates and its statistical repository, ILOSTAT.

The 19th ICLS standards transformed the scope and content of official labour statistics, refining underlying concepts and definitions, differentiating formerly conflated categories of work, expanding the range of economic activity admitted, and better reflecting real-world complexities in labour force attachment. The new standards included the category of own use production services – or, in everyday language, unpaid domestic and care work in the measurement scope of "work", thereby enabling the measurement of previously invisible forms of work with a high prevalence of women.

The ILO has made significant progress towards the continued improvement and refinement of methodologies for measuring issues of relevance for gender equality. A critical need for guidance and methodological development related to **time-use methods** to meet the increasing demand from countries to generate statistics on unpaid work activities was expressed during the 20th ICLS.[171] In response, the ILO initiated a programme of work to support the production of statistics on unpaid domestic and care work through the periodic attachment of light time-use modules to national LFS, with a focus on low and middle-income countries. With financial support from UN Foundation and Data 2X, the ILO partnered with NSOs and research institutions to develop and refine new modular time-use measurement tools and undertook pilot testing in India, Lesotho, and Indonesia.[172] Similarly, as part of the pilot tests for assessing the impact of the 19th ICLS standards on the measurement of employment, the ILO conducted pilot studies in Sri Lanka between 2017 and 2019 in collaboration with the World Bank. The aim was to assess and reduce the undermeasurement of women's employment. The results revealed that women's employment is particularly sensitive to survey design, necessitating careful wording and the incorporation of recovery questions in the questionnaire to ensure that women's casual and part-time work, as well as work helping in family businesses and farms, is adequately captured.[173] The results of these pilot tests have been incorporated in the subsequent technical assistance provided by the ILO to MS on implementing the 19th ICLS standards.

In addition, the HLE found that **ILO pays particular attention to gender equality considerations in the area of informal economy, an area with disproportionate representation of women**. In the majority of countries in the world (56 percent), the share of women in informal employment exceeds that of men, particularly in low and lower-middle income countries.[174] In that regard, the ILO's longstanding partnership with the Women in Informal Employment: Globalizing and Organizing (WIEGO[175]) stands out as a strong collaboration aimed at generating statistics on the informal economy, including working conditions of informal women workers, since as early as 2002.[176] In the evaluation period, the third edition of the ILO publication on *Women and Men in the*

171 Report I. General Report: 21st International Conference of Labour Statisticians. Geneva: International Labour Office, 2023.

172 ILO. 2023. *Room Document 7: Measurement of unpaid domestic and care work.* 21st International Conference of Labour Statisticians.

173 Discenza, A., Gaddis, I., Palacios-Lopez, A., Walsh, K. (2021). Measuring Women and Men's Work: Main Findings from a Joint ILO and World Bank Study in Sri Lanka. Washington DC: World Bank.

174 *Women and men in the informal economy: A statistical update. English edition.* International Labour Office – Geneva: ILO, 2023. ISBN 978-92-2-037547-1 (pdf web).

175 WIEGO is a global network focused on empowering the working poor, especially women, in the informal economy to secure their livelihoods.

176 Chen, Martha, and Joann Vanek. *Women and Men in the Informal Economy: A Statistical Picture* (First edition). Employment Sector, International Labour Office, Geneva, 2002; see available at: http://www.wiego.org/publications/women-and-men-informal-economy-statistical-picture

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Informal Economy: A Statistical Picture was published in 2018, in collaboration with WIEGO.[177] The ILO's work on the informal economy also extends to implementation of development cooperation projects. The Ford Foundation-funded project *Developing Labour Statistics with a Focus on Informality in the Arab Countries*, implemented in collaboration with United Nations Economic and Social Commission for Western Asia (UN ESCWA) and WIEGO, sought to improve data on employment, particularly informal employment and gender in the Arab Region, through enhanced knowledge and capacity building, particularly in terms of measuring informality and women's and migrant participation in the labour force.

Similarly, various other capacity building initiatives aimed at generating and improving the availability of gender-disaggregated statistics on the informal economy have been undertaken, as elaborated in the section on *'Support To Constituents On The Production Of Labour Statistics'.*

Women are also over-represented in occupations and sectors that are highly exposed to informality, such as domestic work and home-based work[178], which are also areas with high prevalence of child labour (CL). In that regard, the ILO's work in Pakistan represents a case where significant statistical work in these domains has been undertaken. During the evaluation period, ILO has provided support to the provincial government of Punjab undertaking a survey on Home Based Workers (HBW) and another survey on Domestic Workers (DWs).

In other areas related to gender equality, **violence and harassment in the workplace** is an area that the ILO has paid some attention to in recent years despite the limitations, such as limited information from existing sources, insufficiency of current data collection methods for comprehensive measurement, and the lack of internationally agreed conceptual understanding of the phenomenon. Nevertheless, initial work has involved the cognitive testing in Jordan and Cote d'Ivoire, with pilot surveys planned at the end of 2023 in Cote d'Ivoire, Burkina Faso, and Senegal.[179] Furthermore, in 2022, the ILO, in collaboration with the Lloyd's Register Foundation and Gallup, jointly published results of a first-ever global survey measuring people's experiences of violence and harassment at work. ILO STATISTICS also conducted follow-up work in response to the call made to member States in R206 regarding the collection and publication of relevant statistics, as mentioned in section 3.3.6.1. This represents an important initial step towards generating comparable global and regional data on the magnitude of violence and harassment at work in its various forms, and the factors that may prevent disclosure of such experiences.[180]

The ILO's work on pay gaps represents an area where gender equality and non-discrimination intersect. To that end the ILO has been supporting some countries in the measurement of gender pay gaps in their national contexts. For instance, in 2020, the ILO supported the Turkish Statistical Institution (TURKSTAT) in calculating gender pay gaps using a new approach, in line with the approach applied in the ILO's Global Wage Report 2018-19.[181] Technical assistance on the measurement of gender pay gaps was also provided to the National Administrative Department of Statistics (DANE) in Colombia[182] and the Ministry of Labour (MTESS) in Argentina.[183]

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177 ILO/WIEGO. *Women and Men in the Informal Economy: A Statistical Picture 3rd edition;* see available at: https://www.ilo.org/publications/women-and-men-informal-economy-statistical-picture-third-edition

178 *Women and men in the informal economy: A statistical update. English edition.* International Labour Office – Geneva: ILO, 2023. ISBN 978-92-2-037547-1 (pdf web)

179 ILO. 2023. Room Document 11: Towards developing a conceptual and measurement framework for statistics on violence and harassment in the world of work. 21st International Conference of Labour Statisticians.

180 International Labour Organization. *Experiences of Violence and Harassment at Work: A Global First Survey*; International Labour Organization: Geneva, Switzerland, 2022; Available online: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_863095.pdf

181 TUR152 in the 2020-21 biennium.

182 COL127 in the 2022-23 biennium.

183 ARG177 in the 2022-23 biennium.

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YOUTH AND OTHER VULNERABLE GROUPS

The ILO is the custodian for the SDG Indicator 8.6.1 which measures the rate of youth not in education, employment, or training (NEET) and SDG Indicator 8.b.1 which measures the existence of a developed and operationalized national strategy for youth employment in countries around the world. **ILO supports youth empowerment through the collection of age-disaggregated labour statistics.** This allows comparison between youth and other age groups on key labour-related indicators and outcomes, such as employment, unemployment, labour force participation, among various others.

During the evaluation period, the ILO also provided technical and financial support to Burkina Faso (2019), Congo (2022), and Cote d'Ivoire (2022) in undertaking school-to-work transition surveys which measured the perceptions and aspirations of youth, their conditions of work, means of job search, and history of economic activity, allowing for measuring the stages and forms of transition from education to employment.[184] However, as standalone school-to-work transition surveys are costly to conduct, the ILO has developed methodologies to derive transition-related indicators directly through LFS, which was applied in the form of an add-on module in the 2020 LFS undertaken in Seychelles.[185]

The ILO has also leveraged its statistical function in supporting Member States formulate or implement various national employment and youth employment programmes. In partnership with the European Commission (EC) and the European Training Foundation (ETF), the ILO has set up the EU-ILO Technical Assistance Facility on the Youth Guarantee in the Western Balkans, a demand-driven facility for the provision of high-quality technical assistance to countries implementing the Youth Guarantee. In this context, the ILO has provided technical assistance in conducting statistical mapping of youth NEETs in Albania (2022-23)[186], Bosnia and Herzegovina (2022-23)[187], North Macedonia (2022-23)[188], Montenegro (2019)[189], and Serbia (2022-23)[190]. Moreover, between 2019 and 2020, the ILO also provided technical assistance to the Government of the Democratic Republic of Congo (DRC) in formulating its youth job creation programme which was informed by a data-driven process, wherein the ILO developed technical data collection tools, coordinated data collection from stakeholders, and data analysis to produce the youth job creation programme document and project documents specific to each of the country's 26 regions.[191]

Disability represents another area where the ILO has made substantial progress in terms of data availability during the evaluation period. From just 19 countries (10 percent) covered on employment-related indicators192 in 2018, the country coverage has increased to 103 Member States (55 percent) in 2023 – an increase of 442 percent[193]. There is also a recognition that the simple comparison of labour market characteristics between people with and without disabilities is not sufficient for uncovering the barriers and facilitators that drive those outcomes. To address this issue, in 2020, the ILO in collaboration with the Washington Group on Disability Statistics developed an add-on module for LFS which collects such information. The Evaluation found that there has been some uptake of the add-on module, which has been used in the LFS conducted in Bangladesh[194], Malawi[195], and South Africa.[196]

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184 *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.
185 SYC180 in the 2020-21 biennium.
186 ALB132 in the 2022-23 biennium.
187 BIH128 in the 2022-23 biennium.
188 MKD130 in the 2022-23 biennium.
189 MNE129 in the 2018-19 biennium.
190 SRB130 in the 2022-23 biennium.
191 COD101 in the 2020-21 biennium.
192 Using the 13th ICLS standards. In 2023, 69 Member States produce unemployment rate data disaggregated by disability status using the 19th ICLS standards
193 *Report I. General Report: 21st International Conference of Labour Statisticians*. Geneva: International Labour Office, 2023.
194 BGD229 in the 2022-23 biennium.
195 MWI153 in the 2022-23 biennium.
196 ZAF151 in the 2022-23 biennium.

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Labour **migration** constituents another area of vulnerability that has received ILO's statistical support during the HLE period. Details on effectiveness of migration-related data are provided in section 3.3.2 – Effectiveness of the ILO's Work on the Production of Labour Statistics.

With regards to other vulnerable groups, **the Evaluation noted a paucity of statistical work on HIV and AIDS and the world of work.** For instance, the latest global estimates assessing the impact of HIV and AIDS on the world of work in terms of lost earnings, labour force mortality, and impaired education among children, etc., were published in a joint collaboration with UNAIDS in 2018. However, labour-related statistics disaggregated by HIV Status, **despite being reflected under Indicator 6.4.2[197] of the ILO's results framework for 2020-21 and 2022-23 biennia, along with indicators related to HIV and AIDS are absent on ILOSTAT.** The Evaluation also did not find evidence of ILO support provided to Member States in the measurement of labour-related statistics disaggregated by HIV status. Having said that, the ILO in collaboration with Gallup undertook a global survey in 2021, covering 50 countries, to measure HIV-related stigma and discrimination amongst non-affected persons towards persons living with HIV.[198]

JUST TRANSITION TO ENVIRONMENTAL SUSTAINABILITY

Just Transition to Environmental Sustainability feature less prominently in the ILO's work on labour statistics. A key representation of the nexus between the labour market and the environment and climate is green jobs, for which statistical guidelines were adopted at the 19th ICLS. The domain of environmental sustainability is rapidly evolving with a spread of various inter-related and connected concepts such as green economy, nature-based solutions, nature-positive economy, circular economy, just transition with various definitions adopted by different international organizations and through intergovernmental processes. To that end, some effort towards coherence has been made by the ILO. For instance, in an ILO-OECD workshop held in 2022, the two agencies agreed that the definition of the concept of green jobs should be aligned with that in the 19th ICLS guidelines. Similarly, the ILO, in partnership with United Nations Environment Programme (UNEP) and the International Union for Conservation of Nature (IUCN), published the *Decent Work in Nature-based Solutions* report which aims to fill knowledge gaps on decent work and employment in the emerging nature conservation and restoration economy and includes a conceptual and measurement framework based on the 19th ICLS standards[199].

Although some pilot testing work was undertaken soon after the 19th ICLS Guidelines on green jobs were adopted200, the Evaluation found no evidence of wide-scale data collection and dissemination of regional or global estimates measuring the prevalence of green jobs/green employment across countries. Similarly, no associated indicators are listed on green jobs in ILOSTAT. This leads constituents to utilize alternative statistical sources. For instance, interviews with the Ministry of Labour, Invalids and Social Affairs (MOLISA) in Viet Nam revealed a preference for World Bank studies on green jobs and green employment due to their relatively wider coverage across various industries of interest.

Nevertheless, ILO has provided some support to Member States on this topic, a key example being the development cooperation project, *'Partnership for Action on Green Economy (PAGE)'* which entailed capacity building to NSOs on the concept of green jobs in Guyana and Kyrgyzstan.[201]

197 Indicator 6.4.2: Number of Member States with strategies for strengthening collection and analysis of labour market data disaggregated by at least one of the following: disability status; HIV status; ethnicity; indigenous or tribal identity.
198 *The ILO Global HIV Discrimination in the World of Work survey.* International Labour Office – Geneva: ILO, 2021.
199 ILO, UNEP and IUCN. 2022. Decent Work in Nature-based Solutions 2022. Geneva. License: *CC BY-NC-SA 3.0 IGO.*
200 Castillo, Monica, *Green jobs, green economy, just transition and related concepts: A review of definitions developed through intergovernmental processes and international organizations,* Geneva: International Labour Office, 2023.
201 *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.

EFFECTIVENESS-RELATED CONCLUSION

The Evaluation found significant progress made by the ILO in expanding its data production capabilities through a strategic shift towards the use of microdata. This shift has broadened the scope and depth of ILO's production of labour statistics and enhanced data reliability. Consequently, the availability of global and regional estimates has greatly improved in areas such as labour migration (stock), the informal economy, disability, forced labour, among others.

However, while the use of microdata has strengthened the ILO's ability to produce statistics primarily derived from Labour Force Surveys (LFS) and other relevant household surveys, the ILO still relies heavily on annual questionnaires to gather and process other types of data, such as administrative data and establishment survey data. Despite the ILO's efforts to strengthen the production of administrative data in response to country demand, significant data availability gaps persist in areas such as Occupational Safety and Health (OSH) indicators and collective bargaining. Whereas limited collection of data by national producers constrains the availability of data on labour migration (flow and nationals abroad). Similarly, establishment survey data remains limited and faces several challenges at the ILO.

LMIS provide a robust framework for integrating data from various producers and multiple data sources, including administrative records, establishment survey data, and household surveys (such as LFS and HIES). This integration fills critical data gaps, enhances data accuracy, and improves the timeliness of data availability through enhanced inter-agency coordination at the national level. However, the ILO's approach to the introduction and promotion of LMIS across regions is not uniform.

Supporting countries in the transition to the 19th ICLS standards has faced various challenges, but significant progress has been achieved. While capacity-building activities have been extensive, they are primarily directed towards NSOs. There is a need for more focus on training other stakeholders, including workers' and employers' organizations, on using and interpreting labour statistics.

The ILO uses various platforms, including ILOSTAT repository and blogs, flagship reports and major publications to disseminate labour statistics. However, the lack of effective monitoring and tracking mechanisms to track the viewership, usage, and cross-references of the ILO's publications also pose a significant challenge in gauging the extent to which these publications are effective.

The ILO is moving towards exploring potential use cases and applications of emerging technology areas, such as the use of artificial intelligence (AI), machine learning and big-data. However, adoption is still sparse and undertaken on an ad-hoc basis.

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EFFICIENCY

KEY FINDING 11

The ILO's response to demands and needs of constituents related to labour statistics is constrained by limited human and financial resources.

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KEY FINDING 12
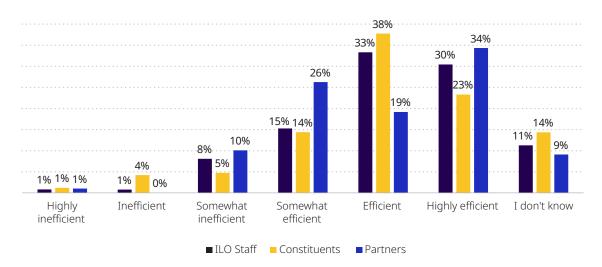
Despite improvements, timely availability of data for certain policy areas (such as wages, labour migration, industrial relations, enterprises, or OSH) remains a concern. Capacity-building support is highly centralized.

The survey with ILO Staff, constituents, and partners revealed that overall, approximately 60 percent of all respondents found the ILO's work on labour statistics to be efficient or highly efficient. Relative to partners (54 percent), the ILO's work on labour statistics was rated more positively by a higher proportion of ILO Staff[202] (64 percent). Among specific aspects of efficiency, 82 percent of partners found the ILO to be efficient or highly efficient in terms of its in-house technical expertise and knowledge. However, over a quarter of the partners (27 percent) and nearly a quarter of the constituents (24 percent) found the ILO to be somewhat inefficient to highly inefficient regarding the sufficiency of financial resources at the ILO. Similarly, about 22 percent of the ILO staff rated the ILO's resource mobilization strategy for its work on labour statistics as somewhat inefficient to highly inefficient.

The following figure 20 provides a breakdown of the overall ratings on efficiency by the three different respondent types.

FIGURE 20: RATINGS ON THE EFFICIENCY OF ILO WORK ON LABOUR STATISTICS

202 According to the agreed data analysis plan, the analysis of this criterion was limited to a subset of ILO staff from the DDG Cluster and Decent Work Teams (N = 26). This subset was chosen because their positions provided them with better contextual knowledge and direct experience with the ILO's work on labour statistics to respond to the specific items under the efficiency criterion.

Management structure and implementation arrangements

As elaborated in the section on Coherence, the statistical function of the ILO is spearheaded by STATISTICS. A few other departments are also involved in data collection activities on specific topics in collaboration with STATISTICS.

STATISTICS has the mandate of coordinating the various statistical functions across the technical departments at the headquarters and in the field, which entails in principle providing oversight on all the major statistical outputs published by the ILO, namely the national, regional and global estimates on labour statistics disseminated through its annual SDG reporting to the UN, the ILOSTAT portal, and in the form of flagship reports and major publications. In accordance with this role, the Director of STATISTICS is also the designated ILO Chief Statistician.

In the policy departments, a focal point is nominated to facilitate coordination between STATISTICS and the respective departments, including the policy departments and RESEARCH. The oversight mechanism of STATISTICS ensures the dissemination of accurate and high-quality statistical products developed using methodologically sound techniques. Hence, this involvement of STATISTICS in the statistical work done by policy departments enables the Director of STATISTICS to indirectly deliver on the function of the chief statistician. Also, at the country-level limited CO-level capacities in statistics in most instances lead to exclusive reliance on regional statisticians and statistics at the HQ.

HUMAN RESOURCES

Staffing levels for the ILO's statistical function[203] have remained stable since 2020.[204] **At the HQ**, the number of staff in the department has remained steady since 2020, with an average of 32 staff members dedicated to labour statistics. As depicted in Figure 21, a chief statistician/department director has been in place since 2020, with a deputy director since 2024. Professional staff at the P1 and P2 levels have been assigned to specific areas of work unevenly since 2020, averaging 4 staff members. At P3 level, the department has had an average of 5 staff members during this period. Less than 20% of these posts were not RB core staff – which are the most secure positions. At the P4 and P5 levels, the department has had a total of 15 staff members (in 2020, 2021, and 2024) and 14 staff members (in 2022, and 2023), with 86 percent being RB core staff.

In 2024 the Department of STATISTICS comprises four specialized units, and a support function, with the data production and analysis unit being the largest resource team (Figure 22), closely followed by the statistical standards and methods unit. Overall, 31 percent of the workforce in STATISTICS in 2024 encompasses (senior) labour statisticians, 16 percent of (senior) econometricians/economists, and 9 percent of microdata analysts, and statistical knowledge management officers, respectively. Nine percent of the personnel has a specialized role on labour statistics on industrial relations and labour migration.
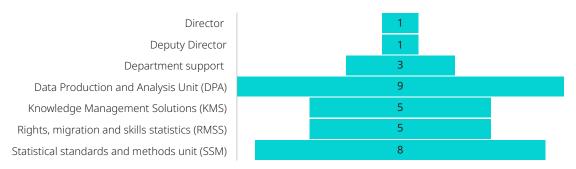
FIGURE 21: POSITIONS IN STATISTICS HEADQUARTERS, 2020 – 2024 (MAY)

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203 For the purpose of this analysis, ILO's statistical function encompasses staff in STATISTICS and specialized staff in the regions and countries.
204 Data available for the evaluation ranged from 2020 to (May) 2024.

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FIGURE 22: STRUCTURE AND STAFFING LEVELS OF STATISTICS, AS OF MAY 2024

Role	Count
Director	1
Deputy Director	1
Department support	3
Data Production and Analysis Unit (DPA)	9
Knowledge Management Solutions (KMS)	5
Rights, migration and skills statistics (RMSS)	5
Statistical standards and methods unit (SSM)	8

At regional and country levels, Africa has had the largest and most consistent workforce dedicated to labour statistics in the period under review. This includes a regional labour statistician in the regional office, and three labour statisticians in country offices across various sub-regions, representing 50 percent of the total dedicated workforce on labour statistics at regional level in 2024. Asia and the Pacific region accounts for 25 percent of the total regional workforce on labour statistics in 2024, with one dedicated regional statistician in the regional office and a specialist in the DWT/CO-New Delhi. Both Latin America and the Caribbean and the Arab States regions each represent 13 percent of dedicated workforce in this area, with two regional statisticians. Europe and Central Asia has no specialized support to labour statistics in the region (Table 25).

TABLE 25: BREAKDOWN OF SUPPORT TO LABOUR STATISTICS IN THE REGIONS, 2020 – 24 (MAY)

REGION	ROLE	2020	2021	2022	2023	2024	% REGIONAL WORKFORCE IN 2024
AFRICA	Regional Labour Statistician (RO-Africa)	1			1	1	50%
	Sr Statistician (DWT/CO-Pretoria)		1	1	1	1	
	Sr Spec, Labour Statistics (DWT/CO-Dakar)	1	1	1	1	1	
	Technical Spec, Labour Migration Statistics (CO-Addis Ababa)				1	1	
AMERICAS	Regional Labour Statistician (DWT/CO-Santiago)	1	1	1	1	1	13%
ARAB STATES	Labour Statistician (RO-Arab States/DWT-Beirut)	1	1			1	13%
ASIA	Regional Labour Statistician RO-Asia and the Pacific	1	1	1	1	1	25%
	Specialist Labour Statistician (DWT/CO-New Delhi)	1	1	1	1	1	
Total		**6**	**6**	**5**	**7**	**8**	

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Despite the figures above provided, the evaluation found limited human resources to be one of the major determinants of efficiency with regards to ILO's delivery of its statistical function. **At the HQ**, the broad range of statistical topics prevents staff from specializing in a single/manageable number of programme policy areas, resulting in multiple areas being under the purview of a single staff member. This situation limits staff's ability to effectively and efficiently support policy departments, regional statisticians, and constituents across all areas of work adequately. Hence, areas identified as priorities based on the P&Bs and ICLS proceedings are given precedence at the risk of deprioritizing others.

For instance, the newly formed Rights, Migration, and Skills Statistics (RMSS) unit has dedicated personnel for the ILO's statistical work on industrial relations, migration, and skills. However, additional topics such as OSH and green job statistics lack dedicated personnel and are managed by existing staff on an ad-hoc basis. To fill crucial staffing gaps, units occasionally rely on short-term consultants and interns for data production needs. However, this approach is deemed inadequate as external collaborators lack sufficient knowledge, particularly in terms of the ILO's work on statistical standard-setting and its wider normative framework. Consequently, units express a preference for permanent or longer-term staff dedicated to statistical activities, but limited financial resources constrain this option.

Furthermore, **lengthy recruitment processes and limited financial resources can also disrupt progress with the departure of staff.** For instance, STATISTICS has faced challenges in advancing its work on data production and supporting member states and constituents on enterprises and cooperatives due to the departure of the staff member dedicated to this area of work. Interviews with policy departments revealed that the focal point on enterprises and cooperatives within STATISTICS departed some time ago. Since then, STATISTICS has not been able to fill this position, essentially stalling progress on its enterprises and cooperatives work.

At the regional level, regional statisticians, based in Decent Work Team (DWTs) across regional and country offices, are at the forefront of providing direct technical assistance and capacity building to constituents. There are a total of seven regional statisticians across four of the five regions that the ILO works in, with: a) three labour statisticians in Africa; b) one in the Latin America and the Caribbean; c) two in Asia and the Pacific, and d) one in the Arab States. These regional statisticians, with some support from HQ staff, provide technical backstopping and assistance with specific requests.

Overall, the Evaluation found that the **regional statisticians are significantly hands-on with evidence of direct collaboration with the NSOs**. For instance, in Viet Nam, the Evaluation found that the regional statistician has been providing almost daily technical backstopping to support the GSO in their work on the implementation of LFS, SDG measurement frameworks, etc. Similarly, the regional statistician based in the DWT in New Delhi also provides hands-on support to the NSOs in the design and review of the LFS questionnaires for the adoption of the 19th ICLS recommendations. However, the statisticians are overstretched in terms of responding to the needs and demands for support, as each regional statistician is responsible for guiding/supporting ILO staff, NSOs, constituents, and partners in upwards of a dozen countries per region on planned or ad-hoc basis. In addition to providing support for standard statistical activities, the regional statisticians also respond to requests across a diverse array of specialized statistical topics such as employment, skills, child labour enterprises, etc. This was observed in the case of Pakistan, where the regional statistician based in New Delhi provided methodological support to child labour surveys and diagnostic studies on home-based and domestic workers.

In addition, **the regional statisticians also support the work of various policy departments**. A relatable example of support to ILO staff is in the area of Social Protection in West Africa, where the regional statistician assisted SOCPRO in aggregating data collected from countries in the region for the World Social Protection Report and also contributed to various capacity-building efforts on social protection statistics by organizing and participating in training sessions for the ad-hoc surveys conducted by SOCPRO.

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Conversely, the extent to which policy departments and country offices can support regional statisticians is dependent on the presence of statistical expertise and capacities within the respective policy department and country office. For instance, statistical support from INWORK enabled the ILO to undertake a mapping study of the informal economy in Senegal by measuring indicators such as volume and status of workers in the informal sector sourced from surveys undertaken by the NSO. Similarly, FUNDAMENTALS also provides direct support to NSOs undertaking child labour surveys, thereby facilitating the work of regional statisticians.

However, **the absence of statistical capacity among staff in ILO country offices especially put a burden on the response-capacity of regional statisticians.** The HLE found that most Country Offices (COs) lack staff with statistical expertise, which limits the extent to which constituents can be supported through COs and perpetuates the reliance on regional statisticians for direct support to constituents. Moreover, the need for capacity building on the analysis, interpretation, and use of labour statistics is also reported by ILO's country office staff who face challenges with understanding and interpreting statistics which hinders their ability to disseminate the findings at the country-level, as was found in Pakistan. With the exception of a recent regional staff training for in Bangkok by STATISTICS, the Evaluation did not find any evidence of the ILO's support towards increasing statistical capacities of country-level staff through training and capacity building activities.

As a result of these limited statistical capacities, the regional statisticians are sometimes even sought for help with interpreting statistical data presented in ILOSTAT or even the ILO flagship reports. Similarly, regional statisticians are also involved in delivering or participating in trainings of constituents. These obligations place additional burdens on regional statisticians' time, which could otherwise be devoted to providing strategic support to constituents in strengthening national statistical systems. Furthermore, **in the face of substantial and diverse demand for support, regional statisticians are often unable to meet all requests received from constituents and policy departments.**

The evaluation determined that the lack of an overarching theory of change or a cohesive **strategy guiding the work of ILO at the regional level results in a highly demand-driven approach which affects strategic response. While the existing strategic frameworks, such as the Programme and Budget (P&B) and Decent Work Country Programmes (DWCPs), provide some direction for the ILO's statistical work, the P&B is too broad to be applied uniformly across diverse regions with varied contexts, and the DWCPs are too specific to individual countries—and not all countries within a region have DWCPs.** The current approach to promoting and supporting LMIS at the regional level is illustrative of this discrepancy, being promoted in Africa and LAC but not in the Asia and the Pacific region. Similarly, despite contributing to substantial gaps in data availability, administrative data does not get uniform ILO support across countries and regions. **This demand-driven mode of operation, led by the pressing need to fulfill as many demands as possible, highlights the necessity for a more strategic and systematic approach to managing the ILO's statistical work at the regional level.**
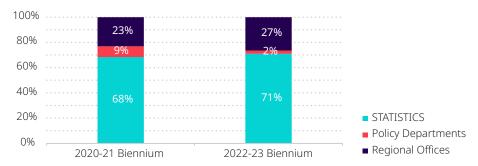
Financial management and resource mobilization

To determine the management of financial and in-kind resources for labour statistics in the ILO, the Evaluation accessed to two data sources fundamentally: the finance data set reflecting ILO's expenditure details for XBDC, RBTC and RBSA provided by the FINANCE Department, and the ILO's official Resource Tracking dashboard consolidating self-reported work hours to specific outcome-related results. Key findings on ILO's expenditure[205] on Output A.1 is presented in section 2.5. To assess the non-staff resource management for labour statistics in the ILO, the Evaluation undertook a detailed analysis of the staff time allocated across the various Outcomes. This has enabled an assessment of the extent to which various departments are involved in the work of Output A.1 as well as the extent to which STATISTICS is involved in the work of policy departments.

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205 The analysis of financial expenditure reflects XBDC, RBTC and RBSA resources, as per the data set provided by the FINANCE Department of the ILO.

The evaluation found that in the 2020-21 biennium, a total of 47,867.5 hours were spent on Output A.1, of which STATISTICS contributed 68 percent, followed by regional offices (23 percent), and policy departments (09 percent). In the 2022-23 biennium, the total number of hours spent on Output A.1 increased by 06 percent to 50,597 hours compared. STATISTICS' contribution to Output A.1 in terms of number of hours also saw an increase (3 percent), bringing its share of the contribution to 71 percent. The share of total time spent by regional offices on Output A.1, increased to 27 percent. However, the number of hours contributed by the policy departments decreased from 4,086 hours in 2020-21 to 1,252 hours in 2022-23, resulting in its overall contribution to Output A.1 declining from 09 percent to 02 percent. The following figure provides a biennium-wise breakdown of the share of contributions towards Output A.1 by different departments/offices.
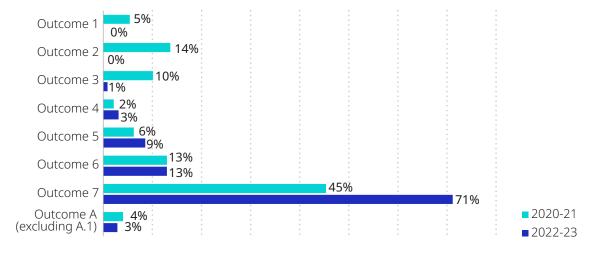
FIGURE 23: CONTRIBUTION OF STATISTICS AND OTHER DEPARTMENTS/OFFICES TOWARDS OUTPUT A.1, 2020-23 BIENNIA

In comparison, **STATISTICS contributed a total of 14,060 hours towards the work of other policy outcomes during the 2020-21 biennium, which represents 30 percent of its total time spent.** STATISTICS' contribution to other policy outcomes saw a slight increase of 02 percent in the 2022-23 biennium, rising to 14,292.5 hours, bring the share of total time spent on other policy outcomes to 32 percent in the 2022-23 biennium.

Examining the particular policy outcomes supported by the STATISTICS department shows that across both biennia, **the majority of time on other policy outcomes was spent towards Outcome 7, which relates to adequate and effective protection at work for all (Figure 24).** In 2020-21, the share was 45 percent, which increased to 71 percent in 2022-23. Conversely, although STATISTICS spent 05 percent and 14 percent of its total time on policy outcomes in 2020-21 on Outcome 1 and Outcome 2, respectively, no time on these policy outcomes was spent in 2022-23.

FIGURE 24: SHARE OF TIME SPENT BY STATISTICS ACROSS POLICY OUTCOMES, 2020-21 VS 2022-23

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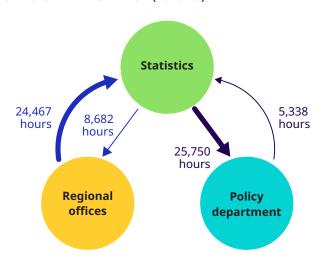
Within Outcome 7, about 81 percent of the time was spent on Output 7.4[206], which relates to formalizing the informal economy and extending worker protection to different forms of work arrangements, including digital platforms, primarily under the purview of the Inclusive Labour Markets, Labour Relations and Working Conditions Branch (INWORK). In 2022-23, STATISTICS spent 41 percent of its time on Output 7.5[207], pertaining to labour migration, mostly under the Labour Migration Branch (MIGRANT).

To conclude, **a sizeable proportion of STATISTICS' total time is spent in supporting the work of other policy outcomes (30 percent in 20202-21; 32 percent in 2022-23). This distribution reflects the dual role of the ILO's statistical function as both an enabling outcome and an integrated component of various policy outcomes. In comparison, although the STATISTICS department receives support on Output A.1, it is mostly from the regional statisticians, with other policy departments accounting for only 09 percent of the time spent on Output A.1 in 2020-21 and 02 percent in 2022-23.**

Collectively across the two biennia (2020-21 and 2022-23), a total of 126,817 hours were contributed towards total statistical work[208], of which STATISTICS contributed 97,013 hours (76 percent). In comparison, the time spent by policy departments on Output A.1 amounted to 5,338 hours (04 percent) whereas the number of hours contributed by Regional Statisticians equaled 24,467 hours (19 percent). The majority of STATISTICS time was spent towards global products under Output A.1 (62,581 hours; 65 percent). However, STATISTICS contributed a total of 8,682 hours (09 percent) to the work of Regional Offices and contributed the remaining 25,750 hours (26 percent) to the work of policy departments. The following diagram (Figure 25) provides a visual depiction of the relationship across the three types of departments/offices in terms of number of hours expended.

FIGURE 25: CONTRIBUTIONS FROM STATISTICS TO POLICY DEPARTMENTS AND REGIONAL OFFICES AND VICE VERSA (2020-23)

The Evaluation found that **the ILO underutilizes development cooperation (DC) as a means of resource mobilization and as an avenue to further its statistical work at the country level. A functional mechanism for linking development cooperation projects to Outcome A/Output A.1 is lacking.** Instead, these linkages are often made in an unstructured manner and as a secondary

206 Output 7.4: Increased capacity of constituents to provide adequate labour protection to workers in diverse forms of work arrangements, including on digital labour platforms, and in informal employment.
207 Output 7.5: Increased capacity of constituents to develop fair and effective labour migration frameworks, institutions and services to protect migrant workers.
208 Total Statistical Work is operationalized as the sum of time spent by STATISTICS on Output A.1, other policy outcomes and enabling outputs, and the time spent by policy departments and regional offices on Output A.1.

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consideration. **Cooperation between STATISTICS and policy departments on DC projects is undertaken on an ad-hoc basis.** Additionally, interviews with numerous staff in STATISTICS at both the HQ and regional levels revealed their lack of involvement in designing DC projects linked to other policy outcomes. This leads to missed opportunities for STATISTICS to incorporate statistical components within these DC projects and also limits the ability of STATISTICS to shape or better align these components with their priorities and the possibility to augment their financial resources.

In addition to weak collaboration with policy departments on integrating statistical work within DC projects linked to policy outcomes, the Evaluation found that **resource mobilization efforts within STATISTICS are limited and un-sustained, despite a few recent successes in soliciting donor funding from organizations** such as the Bill and Melinda Gates Foundation, Ford Foundation, and UNV, etc. A key challenge widely acknowledged and recognized by ILO staff across various departments is the donors' reluctance to fund purely statistical projects. This reinforces the importance of establishing stronger cohesion between the work of STATISTICS and policy outcomes and utilizing DC projects to support countries in implementing statistical standards, pilot testing, capacity building, and strengthening national statistical systems.

TIMELINESS OF ILO'S RESPONSE

As noted in the section on Effectiveness, **recent advancements in data production through the use of microdata from 160 Member States (MS) have facilitated the timely production and dissemination of data on key labour statistics indicators to a large extent.** Nevertheless, various constituents, including ministries of labour, workers' and employers' organizations interviewed across the case study countries, reported challenges in obtaining updated or unavailable data on specific statistical indicators, which directly impact their reliance and usage of ILO-produced labour statistics.

In particular, the findings of the Evaluation revealed that **there is a significant lag period between the adoption of statistical standards at the ICLS, their testing and piloting at national levels, the subsequent implementation and continuous data production aligned with updated statistical standards.** This extensive timeframe affects the accumulation of a 'critical mass' of data to generate regional and global estimates based on the new statistical standards. For instance, only in 2024, significant countries such as India and Pakistan, respectively, are preparing to pilot and undertake their first LFS based on the resolutions of the 19th ICLS held in 2013.

In the context of limited human and financial resources, the spread of statistical standards across an ever-increasing array of labour domains has grave implications for the ILO's efforts to provide relevant, timely, and comparable labour statistics. For instance, the Evaluation found that the ILO still produces regional and global estimates for the various SDG indicators involving employment, as listed in Table 22 above, utilizing the framework of the 13th ICLS standards.[209]

Similarly, the statistics on **child labour** exemplify this issue. Although the 20th ICLS adopted a resolution to amend the 18th ICLS resolution concerning the statistics of child labour to align the statistical measurement framework of child labour with the detailed framework on forms of work set out in the 19th ICLS Resolution[210], the global and regional estimates of child labour published jointly by the ILO and UNICEF in 2021 could not incorporate the new statistical framework. This was due to an insufficient number of countries having conducted surveys using the updated standards.[211]

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209 Ibid.
210 ILO. 2018. *Resolution IV: Resolution to amend the 18th ICLS Resolution concerning statistics of child labour.* 20th International Conference of Labour Statisticians, 10 – 19 October 2018.
211 *Report I. General Report: 21st International Conference of Labour Statisticians.* Geneva: International Labour Office, 2023.

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Moreover, the global and regional estimates on statistics on the **informal economy**, most recently published in 2023 as the fourth edition of '*Women and Men in the Informal Economy: A Statistical Picture'* also used the 13th ICLS standards for employment, unemployment, and underemployment.[212]

In contrast, the ILO demonstrated a timely response to the **COVID-19 pandemic** at both the global and country levels. At the global level, the ILO developed and disseminated the ILO Monitor, just one week after the pandemic was declared, highlighting the swiftness of the ILO's response to the crisis. In addition, the ILO published and disseminated various guidance tools and methodologies aimed at NSOs to help them mitigate challenges brought on by the pandemic. In at least two of the case study countries, Pakistan and Vietnam, constituents appreciated the ILO's rapid response to the COVID-19 pandemic, which included the provision of methodology and technical assistance to the respective NSOs to carry out quarterly LFS without any major interruptions. This enabled Viet Nam to be among the first countries in the regions to publish the LFS estimates in the fourth quarter of 2020, roughly six months after the announcement of the COVID-19 pandemic. While the ILO office in Pakistan was able to develop policy briefs and guidance for employers' and workers' organizations.

In a number of instances, policy departments and constituents also reported that the annual updates to LFS do not meet their demand for regular data. Although, the use of microdata and harmonization techniques have helped ILO overcome these problems to some extent, departments involved in various policy areas such as wages and sectoral policies need data more regularly and have to rely on alternative sources, such as official government websites. Furthermore, the limited ILO support to administrative data results in data gaps for statistics required by various departments, including on OSH, social dialogue and industrial relations, and international labour migration flows and nationals abroad, etc. ILO also generally lacks establishment survey data.

Monitoring, evaluation and reporting

at the highest level, the ILO's work on labour statistics is measured through the P&B results framework, which establishes indicators, baselines, and targets for Outcome A/Output A.1 for each biennium. Progress towards the results achieved on the indicators are reported quantitatively through the biennial Programme Implementation Reports (PIRs).

Analysis of the P&B results frameworks across the three biennia revealed that the associated targets, i.e., the number of Member States (MS) supported against the indicators for Outcome A/ Output A.1, have consistently declined every biennium since the 2018-19. In the **2018-19 biennium**, the ILO's work on labour statistics was reflected under Indicator A2 of Outcome A, with four criteria cumulatively targeting 65 MS.[213]

In the **2020-21 biennium,** the shift in the P&B results framework transitioned Indicator A2 to Output A.1, with two indicators (A.1.1 and A.1.2), reducing the cumulative target to 30 MS, representing a decrease of 54 percent. While the two indicators were retained in the **2022-23 biennium**, Indicator A.1.2 was changed to measuring the *percentage increase* in the annual data reported. With this change, only indicator A.1.1 measured the number of MS supported on labour statistics in the 2022-23 biennium, which reduced the target on number of MS supported to 15 MS, representing a 50 percent decrease from the 2020-21 biennium.

Against this backdrop of persistent decline in the number of MS targeted for support on labour statistics per biennium, the ILO's Programme Implementation Reports (PIRs) show a trend of overachievement of targets since the 2018-19 biennium. In the 2018-19 biennium, the ILO

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212 *Women and men in the informal economy: A statistical update*. English edition. International Labour Office – Geneva: ILO, 2023. ISBN 978-92-2-037547-1 (pdf web).

213 The results framework does not mandate that these 65 targets represent 65 unique Member States, hence in case of duplications, the total number of MS reached would be less than 65.

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achieved 95 percent of the targets set for Indicator A2. In comparison, the ILO reported achieving 167 percent of the targets set for Output A.1 in the 2020-21 biennium and 187 percent of the targets set in the 2022-23 biennium. The overachievement is likely due to the greater reduction in targets compared to the decrease in actual results achieved. For instance, from 2018-19 to 2020-21, the target for Output A.1 decreased by 54 percent (from 65 to 30 MS supported), while the results achieved fell by only 19 percent (from 62 MS supported to 50 MS). Similarly, the target for the 2022-23 biennium fell by 50 percent compared to the preceding biennium (from 30 MS to 15 MS), while the results achieved fell by 44 percent (from 50 MS to 28 MS). The following table 25 summarizes the changes in the target-setting and the associated achievement of results.

TABLE 26: P&B TARGETS (OUTCOME A/OUTPUT A.1) – 2018-2023

P&B YEAR	TARGETED NUMBER OF MS	PERCENTAGE CHANGE FROM PREVIOUS P&B (IN TARGETED NUMBER OF MS)	RESULTS ACHIEVED	PERCENTAGE CHANGE FROM PREVIOUS P&B (IN ACHIEVED NUMBER OF MS)	PERCENTAGE ACHIEVEMENT AGAINST TARGET
2018-2019 (Outcome A; Indicator A2)	65	-	62	-	95%
2020-2021 (Output A.1)	30	-54%	50	-19%	167%
2022-2023 (Output A.1)	15	-50%	28	-44%	187%
Overall Change (2022-23 – 2018-19)	-50	-77%	-34	-54%	-

As the PIRs cover the entirety of the ILO's results framework, detailed information on specific outputs is limited. Alternatively, CPO-level progress and results achieved at the country levels can be tracked through the IRIS (as the internal monitoring system) and the Decent Work Results dashboard (which is publicly accessible). The DW Results Dashboard provides qualitative information on the results achieved and ILO's contribution, along with information on linkages of the results with SDGs, contribution towards gender equality and non-discrimination, disability inclusion, among other cross-cutting markers.

However, the **Evaluation noted challenges with data integrity and completeness of information such as unclear linkages between the 'Results Achieved' and 'ILO's Contributions' and missing information regarding the DC projects linked to the achievement of results. Moreover, the lack of application of unified reporting guidelines results in varying levels of details in the descriptions of the results achieved and ILO's contributions from one CPO to another.** For instance, it was found that specific dates and timeframes were often missing from DW results descriptions. Similarly, **the DW Results Dashboard does not provide information on the challenges faced and mitigation measures employed to address challenges, which presents a missed opportunity to foster a more forward-looking and learning-oriented approach.**

Similarly, with regards to the categorization of DC projects to Output A.1. staff in STATISTICS reported often being unaware of many DC projects linked to Outcome A/Output A.1. Moreover, in a few instances, it was observed that some DC projects were linked to Output A.1 despite lacking any statistical component, such as the "Promotion of Innovative and Formal Entrepreneurship in Senegal and The Gambia" project.[214] Conversely, the FCDO-funded regional programme, Better Regional Migration Management (BRMM) project, is not linked to Output A.1, despite one of the project components focusing on building the capacities of NSOs to collect and disseminate labour migration statistics.[215]

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214 RAF/21/02/ITA, https://webapps.ilo.org/DevelopmentCooperationDashboard/#a1fr76z
215 RAF/21/10/GBR, https://webapps.ilo.org/DevelopmentCooperationDashboard/#btk1f9f

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In the context of the ILO's work on labour statistics, its transversal nature entails its spread across all policy outcomes as demonstrated by the CPO Analysis. Hence, **Output A.1 does not adequately cover the breadth of the ILO's multifaceted work on labour statistics.** To adequately assess the full extent of the work would entail mining through the CPO-level results achieved and ILO's contribution, as undertaken during the CPO Analysis exercise, which is not a readily accessible or efficient solution.

The Evaluation also noted the use of the ICLS forum as a mechanism that promotes monitoring of the ILO's statistical activities. The ILO uses the ICLS as a means to provide detailed information and updates about a wide range of statistics-related activities. These updates range from the ILO's research efforts in advancing understanding of concepts that currently lack statistical standards (e.g., violence and harassment at work), sharing the findings, good practices, case studies and lessons learned from various pilot studies undertaken, awareness-raising of different tools and methodologies developed by the ILO (such as add-on modules, questionnaires and tools, etc.), advancements in data processing capabilities and improvements in data availability at the ILO, to the types of technical assistance and capacity building support provided by the ILO at the national and regional levels, among others. Hence, the ICLS functions as a significant stocktaking exercise that endeavours to cover a large spectrum of ILO's work on labour statistics. However, as previously noted, a major gap in ICLS is the limited representation of statistical activities undertaken in the context of policy outcomes.

Partnerships and coordination[216]

The ILO's unique mandate, extensive experience in statistical standard setting and technical expertise in labour statistics position it as a pivotal player in global efforts to enhance labour statistics. This comparative advantage leads to numerous partnerships with a broad spectrum of organizations, including UN agencies, development banks, national and international development agencies, regional cooperation groups and organizations, projects and initiatives, and national and local level government bodies.

Although project and partnership documentation does not regularly mention specific SDG indicators that partnerships were working towards achieving, all partnerships were found to be well aligned with the **SDGs,** UNDAF, and UNSDCF. Two partnerships in particular stand out in ILO's measurement of SDG indicators 8.7.1, 1.1.1, and 10.7.1. For indicator 8.7.1, which measures the "*proportion and number of children aged 5–17 years engaged in child labour, by sex and age*"[217], ILO collaborates with UNICEF to produce statistics which are published in a jointly produced *Global Estimates of Child Labour*[218] document, the most recent of which was published in 2020. ILO also partners with the World Bank to measure indicators 1.1.1 (*Proportion of the population living below the international poverty line by sex, age, employment status and geographic location (urban/rural)*[219]) and 10.7.1 (*Recruitment cost borne by employee as a proportion of monthly income earned in country of destination*)[220].

Furthermore, ILO works with the United Nations Economic Commission for Europe (UNECE) on the Conference of European Statisticians (CES) to promote the integration of labour statistics into broader statistical systems. Similarly, the ILO works with **regional organizations** such as the African Union (AU), UN ECLAC, Economic Commission of Africa (ECA), and the Association of Southeast Asian Nations (ASEAN) to tailor statistical methodologies and initiatives to regional contexts, ensuring labour statistics are relevant and actionable at the regional level. For instance, the ILO and ECA signed a framework document on the statistical component of the general collaboration agreement between the ILO and the AU. This agreement aligns with the implementation of Strategy for the Harmonisation of Statistics in Africa and defines the areas of

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216 An in-depth assessment of ILO's partnerships in the area of labour statistics is provided in a separate Thematic Case Study associated with this HLE.
217 United Nations Statistics Division, "Metadata for Indicator 8.7.1." Accessed June 2024. <u>Source</u>.
218 UNICEF & ILO, 2020, *Global Estimates for Child Labour*, <u>Source</u>.
219 United Nations Statistics Division, "Metadata for Indicator 1.1.1. Accessed June 2024 <u>Source</u>.
220 United Nations Statistics Division, "Metadata for Indicator 10.7.1. Accessed June 2024 <u>Source</u>.

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collaboration on labour statistics in Africa for the period 2016-2019, which included employment data collection and statistical capacity building. Similarly, ILO's work with regional level partners such as the AU and Statistics Korea (KOSTAT) are focused on promoting NSO collection of migration data. These partnerships respond to various SDGs as well as the Global Compact for Migration (GCM) which calls for countries to *"Collect and utilize accurate and disaggregated data as a basis for evidence-based policies"*[221].

An area that benefits substantially through partnerships with international agencies is the ILO's work on refinement of statistical and data collection methodologies and pilot testing of new methodological tools. The ILO collaborated with the World Bank in developing a methodology to measure SDG Indicator 10.7.1, published draft guidelines and an operational manual in 2019[222], conducted a pilot survey in Vietnam[223], and validated the methodology with countries through a technical meeting, which led to the reclassification of SDG Indicator 10.7.1 from a Tier III indicator to a Tier II indicator. Similarly, the ILO partnered with United Nations Volunteers (UNV) to establish methodologies for measuring volunteer work, titled *Volunteer Work Measurement Guide,*[224] resulting in the development of a new LFS module which was validated through qualitative and quantitative tests undertaken in Senegal and Ukraine.

The ILO also engages in partnerships for **disseminating labour statistics through joint publications.** The ILO's longstanding partnership with the Women in Informal Employment: Globalizing and Organizing (WIEGO[225]) stands out as a strong collaboration aimed at generating statistics on the informal economy, including working conditions of informal women workers, since 2002. Additionally, in 2022, the ILO, Walk Free and the International Organization for Migration (IOM) published the fourth edition of the *Global Estimates of Modern Slavery* report[226] and an accompanying report on the methodology used in the preparation of the estimates. Similarly, ILO partnered with UNICEF to generate the *Global Child Labour Estimates 2020*. While ILO supported the survey methodology and also assisted in implementing ILO's child labour surveys in 16 countries, UNICEF assisted 32 countries in implementing Multiple Indicator Cluster Surveys (MICS).[227]

Partnerships are also prolific at the **country level.** A key example of this is the ILO's engagement with the World Bank in supporting countries undertake LFS that are funded through the World Bank. The World Bank relies on the ILO to provide ad-hoc direct technical assistance to NSOs for undertaking LFS due to its technical expertise in labour statistical standards and strong relationships with NSOs. However, the Evaluation found that despite relying on the ILO to lead the technical assistance to NSOs, there is no provision of funding from the World Bank to compensate the ILO for this support.

Overall, ILO's comparative advantage in labour statistics resulted in most partnerships seeking ILO's support in providing technical inputs to partnership activities such as conducting capacity building sessions or developing labour-statistics related knowledge products, while the partner organizations conducted project/activity management and coordination. Examples of some key partnerships using this modality include partnerships with AU in its labour migration workshops, with UNICEF in the *Global Estimates Report*, with UNV in enabling NSOs to collect volunteer work statistics, and with WIEGO to develop knowledge products on informality in labour, or to provide insights for PDNAs in disaster-struck countries such as Pakistan in 2022 and Vanuatu in 2023.

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221 IOM Regional Office San Jose, Objective 1 – Data, Accessed June 2024 Source.
222 ILO, 2019, *Operational Manual on Recruitment Costs – SDG 10.7.1, Working Paper.* Link to Source.
223 ILO, 2021, *Measuring Sustainable Development Goal indicator 10.7.1 on the recruitment costs of migrant workers: Results of Viet Nam pilot survey 2019,* Link to Source.
224 ILO, 2021, *Volunteer Work Measurement Guide,* Source.
225 WIEGO is a global network focused on empowering the working poor, especially women, in the informal economy to secure their livelihoods.
226 ILO, Walk Free and IOM, Global Estimates of Modern Slavery: Forced Labour and Forced Marriage, 2022.
227 ILO & UNICEF, 2022, *Methodology of Global Estimates,* Source.

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Although, ILO's partnerships can be assessed to be coherent, given that the activities resulting from the partnerships are guided by ILO's mandate, it was found that **there is little cross-organizational or cross-departmental understanding of the breadth and depth of ILO's partnerships, specifically in terms of labour statistics.** This is due to the **lack of a strategic approach and concerted efforts towards partnership formation,** which also **prevents the ILO from fully utilizing the potential of partnerships for leveraging organizational synergies.** Although there are strategy and guidance documents for ILO and its staff overall, there are no specific overarching strategies or plans that guide partnerships focused on statistics, especially if partnership activities do not fall under the umbrella of DC. Similarly, the evaluation found no overarching guidelines or standard practices in terms of partnership development, management and coordination, especially if activities are not funded through typical DC mechanisms.

▶ **Box 3: The alliance between the ILO and the Economic Commission for Latin America and the Caribbean**

The ILO and ECLAC play complementary roles in planning and implementing adjustments to labor statistics across countries in LAC region. The ILO Statistics Department provides leadership and expertise in thematic issues, particularly in defining labor market indicators aligned with ICLS standards and designing household survey questionnaires. Meanwhile, ECLAC's Statistics Division focuses on technical aspects, such as refining expansion factors and defining sampling frames.

Both organizations collaborate on joint missions, offering technical assistance to countries on household surveys and labor market statistics. This support proved especially crucial during the pandemic, when ensuring the reliability and consistency of data was a key concern for many countries.

A central aspect of the ILO's regional strategy in Latin America and the Caribbean is its partnership with ECLAC in the Conference on Statistics, where collaborative working groups help implement the Conference's Strategic Plan. A primary role of the ILO's regional specialist is to adapt ICLS resolutions into harmonized measures suitable for country-level implementation.

The PARTNERSHIPS department at ILO is responsible for developing partnerships between ILO and different organizations with overlapping mandates and for establishing coherence on labour statistics policies between ILO and these organizations. However, this largely includes partnerships that fall under DC or partnerships with funding mechanisms. Specific examples of partnerships between ILO and other organizations that do not seem to fall under the umbrella of the PARTERNSHIPS department include SDMX, WIEGO, and KOSTAT as well as certain activities with UNICEF, and the World Bank. This is evidenced by partnership agreements with KOSTAT, WIEGO, and SDMX not being available on the ILO website titled "ILO cooperation agreements with other international organizations"[228].Instead, these partnerships were generally seen to have been organically initiated after discussions between ILO and its partners or after requests were made to or by the ILO to develop a partnership in a specific focus area.

Importantly, partnerships varied in terms of whether joint activities were formally agreed upon or simply occurred due to implicit agreements between the two organizations. Even many longstanding partnerships, such as the collaboration between ILO and UNICEF on child labour statistics, is based on an outdated MOU signed in 1997. Interviews with partners revealed a desire by at least some, e.g., UNICEF, for formalizing partnerships through newly signed MOUs. However, significant bureaucratic hurdles at the ILO were reported to have resulted in indefinite delays.

228 ILO, 2024, *ILO Cooperation Agreements with Other International Organizations,* Link.

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Due to the lack of formal agreements, there was also found to be **little to no monitoring or evaluation of partnership activities.** This resulted in a lack of activity reports, documented key findings, and lessons learned from partnership activities.

Overall, the evaluation found that **ILO's extensive use of partnerships enabled leveraging of partner resources and expertise and also allowed ILO to significantly extend its outreach.** However, despite limited resources at ILO, none of the reviewed technical collaborations/ partnerships entail the materialization of financial resources among ILO and partners. Furthermore, ILO does not collaborate with any of its partners to jointly mobilize resources.

EFFICIENCY-RELATED CONCLUSION

The Evaluation reveals that limited human and financial resources are key challenges faced by the ILO, with direct implications on the effectiveness and timely availability of data across various programme areas, such as wages, enterprises, and OSH. Capacity-building support remains highly centralized, which affects the efficiency of the organization's operations.

The ILO's response to data production and dissemination has improved through the use of microdata. However, there remains a significant lag between the adoption of statistical standards and their implementation at the national level. This affects the timely production of regional and global estimates based on new standards.

Regional statisticians play a crucial role in providing technical assistance and capacity building to constituents. However, they are overstretched, responding to demands from multiple countries and specialized statistical topics. The lack of statistical expertise at the country office level further burdens regional statisticians. The existing strategic frameworks, such as the Programme and Budget (P&B) and Decent Work Country Programmes (DWCPs), provide direction but are either too broad or too specific. A more balanced and regionally adaptable strategic framework could enhance the ILO's efficiency.

Development cooperation is underutilized as a means of resource mobilization. The absence of formal mechanisms for collaboration and effective integration of statistical work in DC projects results in missed opportunities. Establishing stronger links and incorporating statistical components within DC projects could enhance resource mobilization efforts.

The ILO demonstrated a timely response to the COVID-19 pandemic by developing and disseminating the ILO Monitor and providing guidance to NSOs. This swift response was appreciated by constituents and helped maintain the continuity of labour statistics during the crisis.

The ILO has extensive partnerships with various organizations, which enhance its labour statistics work. However, there is a lack of strategic approach and formal agreements in some partnerships, leading to inconsistent monitoring and evaluation of partnership activities.

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SUSTAINABILITY AND LIKELIHOOD OF IMPACT

KEY FINDING 13

The need for the ILO's support remains high, as it is the sole organization leading standard-setting, providing technical support for labour statistics, and supplying harmonized statistical data.

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KEY FINDING 14
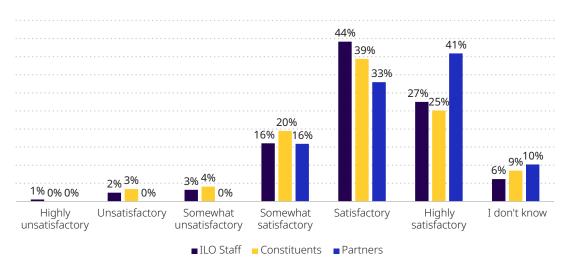
Statistical standards adoption, capacity-building and technical support at country level ensure sustainability. The ILO's statistical work facilitated evidence-based policymaking.

....

KEY FINDING 15

The ILO's actions positively impacted policymaking and capacity-strengthening. However, lack of strategies for comprehensive support to all constituents and human and financial resources at both the ILO and NSOs hinder impact in the context of evolving ICLS standards.

The survey with ILO Staff, constituents, and partners revealed that overall, approximately 71 percent of all respondents found the impact of the ILO's work on labour statistics to be satisfactory or highly satisfactory. Relative to ILO Staff (72 percent) and partners (74 percent), the impact of the ILO's work on labour statistics was rated as satisfactory to highly satisfactory by 65 percent of constituent respondents. Across the various aspects of impact assessed, constituents (73 percent), ILO staff (83 percent), and partners (91 percent) rated the impact of the ILO's support to Member States on the implementation of labour statistics standards highly positively. Conversely, a lesser proportion of constituents (52 percent), partners (55 percent), and ILO staff (60 percent) rated the impact of the ILO's support to Member States in the development of evidence-based policies and strategies as satisfactory to highly satisfactory. The following figure 26 provides a breakdown of the overall ratings on impact by the three different respondent types.

FIGURE 26: RATINGS ON THE IMPACT OF ILO WORK ON LABOUR STATISTICS

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Impact of ILO's actions on policy improvements and other enabling outcomes

in the absence of formal documentation of impact, the evaluation found it challenging to track impact of ILO's statistical activities. Furthermore, since activities related to statistics entail standard setting and adoption and capacity building, the impact may not be directly visible in many instances. Having said that, the evaluation came across several instances where ILO's work in labour statistics has shown direct or indirect effects at a higher level.

The ILO's labour statistics play a crucial role in driving evidence-based policymaking. By generating a robust knowledge base on specific policy areas, statistics provide the essential foundation for delivering technical assistance to Member States. This support aids in the development of national plans, policies, strategies, and legislation. **The Evaluation identified clear causal linkages between data generation and policymaking across Member States, particularly in areas such as the informal economy, employment, social protection, and child labour.**

In the policy area of **child labour**, under the United States Department of Labour (USDOL) funded project, *Global Research on Child Labour Measurement and Policy Development Project (MAP)*, data from national child labour surveys contributed to the development of national action plans or national child labour strategies in Malawi, Armenia, Tanzania, Paraguay, El Salvador, and Tunisia.[229] In the Democratic Republic of Congo, the ILO provided technical assistance for the design of survey tools and analysis of results which led to improvements in the legal and policy frameworks at the central and provincial levels, through the formalization of the Commission for the Fight against Child Labour in Artisanal Mines (CISTEMA) and its decentralization at the provincial levels.[230]

The ILO's statistical work has also led to policy-level impact at the regional level. A key example is the alignment of the Association of the Southeast Asian Nations (ASEAN) International **Labour Migration** Statistics Database with the 20th ICLS guidelines on the statistics of labour migration.[231] In Bangladesh, the ILO provided technical assistance to the Bangladesh Bureau of Statistics (BBS) in undertaking the Cost of Migration National Survey in 2020 on the basis of which the ILO provided technical assistance to support the Ministry of Expatriate Welfare and Overseas Employment (MoEWOE) in identifying specific policy interventions to reduce migration costs. Additionally, the ILO also facilitated the formulation and finalization of the 'Post Pandemic Strategic Roadmap for the Labour Migration Sector', by undertaking a needs assessment survey of the returnees during the COVID-19 pandemic in 2020.[232]

With regards to **employment**, the ILO was found to provide crucial support to MS in developing measures and policies to address and mitigate the negative impacts of the **COVID-19** pandemic. For instance, in Viet Nam, the ILO undertook a study on the impact of the COVID-19 pandemic on the labour market, with a particular focus on vulnerable groups such as women and youth. The results of the study contributed to the support provided to the MOLISA on formulating a COVID-19 response policy and revising the Employment law.[233]

In some cases, the development of evidence-based policymaking on the informal economy has intersected with **employment and social protection**. For instance, the ILO provided technical support to the Ministry of Labour and Social Security (MLSS) through the Central Statistical Office to undertake a diagnostic study on the informal economy in Zambia in 2018, which was utilized by the National Pension Scheme Authority (NAPSA) in the formulation of initiatives and strategies to facilitate extension of social security to the informal sector such as domestic workers, small-scale farmers, and construction workers.[234]

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229 GLO/13/21/USA.
230 COD827 in the 2020-21 biennium; related DC project: COD/18/02/USA.
231 ILO. 2020. ILO programme implementation 2018-19. GB.338/PFA/1.
232 BGD303 in the 2020-21 biennium.
233 Viet Nam Case Study citing VNM/20/01/RBS in the *Cluster evaluation of eight RBSA-funded interventions with ILS focus in the Asia and the Pacific Region.*
234 ZMB134 in the 2018-19 biennium.

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There is also evidence that statistical support from ILO has influenced government policy on workers in the **informal economy**. For instance, in Pakistan, after getting assistance from ILO on the methodology for diagnostic survey for home-based workers and domestic workers, the provincial government of Punjab has enacted laws and developed implementation frameworks for these categories of workers.

The ILO's support on statistics has also led to the development of policies and strategies addressing specific sectors. For example, the ILO supported the development of the Sector **Skills** Strategy of the Beef-production sub-sector in Tanzania in 2022, using its Rapid Skills for trade and Economic Diversification (STED) methodology.[235] Similarly, the STED methodology was also applied in Eswatini in 2022 for the development of a Horticulture Sector Skills Strategy which was adopted by the Ministry of Labour and Social Security.[236]

Hence, while there are notable examples of clear connections between data generation and policymaking at both national and subnational levels, **the evidence remains fragmented and challenging to quantify and consolidate. This is primarily due to the absence of specific indicators that measure the uptake of the ILO's labour statistics for evidence-based policymaking, as discussed in Section 3.3.5 – Effectiveness of the Use of ILO-Produced Labour Statistics for Informed Policymaking.** Nevertheless, the Evaluation noted trends indicating that the translation of the ILO's statistical work into evidence-based policymaking is strongly correlated with the embedding of statistical work into technical assistance development cooperation projects. Additionally, certain policy areas, such as child labour, employment, labour migration, informal economy, and social protection, show clearer linkages between statistical work and evidence-based policymaking.

Impact of ILO's actions on strengthened capacities of constituents

The ILO engages in substantial capacity building, particularly at the global and regional levels, through strong collaboration with the ITC-ILO and regional intergovernmental organizations such as UN ESCAP, ECOWAS, AU, UN ECLAC, and SPC. The capacity building activities are primarily geared towards implementation of statistical standards and strengthening data production based on LFS. These **capacity building initiatives enable NSOs to advance their skills in data collection, statistical analysis, and the use of modern statistical software, which results in the production of higher quality labour statistics at the national levels.** Continual support from ILO also gradually enables NSOs to independently undertake some work instead of having to be completely rely on ILO and regional statisticians.

Furthermore, ILO's support also led to the strengthening of capacities of Ministries of Labour[237]. A remarkable case was found in Paraguay, where the ILO has supported since 2019 the strengthening of analytical capacities to generate statistical data and information derived from the administrative registries from the Ministry. This information serves as an important input into publications from the Ministry, are used to monitor and design public programmes and inform decision-making processes. The ILO also improved the capacities of Government officials in Mozambique to execute the periodic review of employment frameworks and outcomes using improved labour market information and SDG indicators built through the training offered by ILO to two economists from the Ministry of Economy and Finance (MEF). These officials continued building internal capacity of other government officials, with support of ILO in organizing a dissemination event in 2019. Similarly, in Senegal, the Evaluation found that significant capacity building support has also been provided to the Directorate of Labour Statistics and Studies (*Direction des Statistiques du Travail et des Etudes*; DSTE) under the Ministry of Labour, Social Dialogue and Relations with Institutions (*Ministère du Travail, du Dialogue social et des Relations avec les Institutions*; MTDSRI) through training workshops held in Senegal, the subregion, and the ITC-ILO. **On the other hand, compared to the**

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235 TZA103 in the 2022-23 biennium; using resources from the SIFA-Skills Anticipation Project (RAF/19/01/DEU)
236 SWZ101 in the 2022-23 biennium.
237 Ministerio de Trabajo, Empleo y Seguridad Social – Dirección del Observatorio Laboral.

capacity building activities geared towards LFS, relatively less ILO attention is paid towards administrative data and minimal attention towards establishment surveys.

In addition to providing capacity building through workshops and training courses, the ILO's approach to capacity building also entails significant on-the-job training and a 'learning by doing' approach, which ensures that skills learned through practical, hands-on training are absorbed and retained. For instance, in Paraguay, the first statistical bulletins produced by the Labour Observatory from various administrative sources were produced with the support of the ILO, but subsequent bulletins were prepared solely by the Labour Observatory and the relevant MTESS Directorates.

A notable example of the use of regional intergovernmental bodies for the provision of continued technical assistance and capacity building was seen in the LAC region, which was found to go beyond delivering joint training workshops. The ILO has a significant partnership with the Statistics Division of the United Nations Economic Commission for Latin America and the Caribbean (UN ECLAC) under the framework of the Statistical Conference of the Americas (CEA) on the Labour Market Working Group (GTML), which is coordinated by the NSO of Chile (INE) and includes approximately 14 to 15 NSOs in the LAC region.

Since the 2018-19 biennium, the ILO and UN ECLAC have served as members of the Technical Secretariat of the GTML, supporting NSOs in adopting ICLS standards and achieving methodological and statistical harmonization of labour and employment-related statistics, most recently focusing on statistics of the informal economy. This joint role has enabled the ILO and UN ECLAC to leverage synergies, with the ILO contributing its expertise in thematic areas and international labour statistics standards, while UN ECLAC's Statistics Division addresses purely statistical issues, such as adjustments in expansion factors and the definition and design of sampling frames.

Working within the ECLAC framework offers significant advantages to the ILO, allowing for the provision of joint assistance rather than on a country-by-country basis. This approach has facilitated joint technical assistance missions to countries, enhancing their capacities and supporting household surveys and other labour statistics data production. Additionally, the use of the ECLAC forum enables Member States to benefit from shared experiences and results, fostering learning and reducing the time and cost of adaptation.

Internal and external factors constraining impact

The Evaluation found various internal and external factors constraining impact of the ILO's support to Member States and constituents. **A key internal challenge relates to the limited human resources available, particularly at the regional and country-levels**. At the **HQ level**, while STATISTICS comprises of teams dedicated towards various functions such as data production and standard-setting, the current staffing level in STATISTICS constrains the provision of comprehensive support to specific statistical areas such as OSH, enterprises and cooperatives, and green jobs, thereby limiting the extent to which the ILO can advance on both data production and programming and policymaking in these areas. At the **regional level**, the ILO is overwhelmingly reliant on the handful of regional statisticians to support constituents to implement ICLS statistical standards, build capacities, and strengthen national statistical systems while simultaneously also supporting policy departments and country-level statistical activities due to the lack of staff with statistical capacities at the CO.

There is also limited effort made by STATISTICS for resource mobilization to supplement existing RB resources and only a handful of donors, such as the Bill and Melinda Gates Foundation and UNV, etc. are supporting part of their work. The ILO's ability to **leverage development cooperation** for advancing its objectives in labour statistics is also constrained by the lack of involvement from the STATISTICS department and regional statisticians in the design of DC projects. Most DC projects include statistical components as support mechanisms rather

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than as core development goals. This often results in statistical activities that merely support broader project objectives, rather than prioritizing the enhancement of statistical capacities and statistical production at national levels. **The lack of early and active involvement of STATISTICS and regional statisticians in the project design phase leads to missed opportunities for comprehensive and targeted integration of statistical activities in programming.**

Another key internal constraint to impact is a demand-based approach at the ILO. Instead of actively anticipating the needs of member countries and constituents, ILO often waits for countries or constituents to request assistance. This approach leads to missed opportunities for engaging with a broader range of stakeholders. As a result, the involvement of other constituents, such as workers' and employers' organizations, is often limited, and their needs are not adequately addressed due to the predominant focus on NSOs and Ministries of Labour. Consequently, there is significant unmet demand at the country level among workers' and employers' organizations for capacity building geared towards data interpretation and the use of labour statistics.

Among key **external factors** constraining impact are the institutional constraints and challenges at the NSOs, which affect the extent to which the ILO's support can be impactful. These include staff turnover, funding, change in political leadership, and change in government priorities. For instance, in the ILO's support to the establishment of an LMIS, despite the process being country-driven, delays and abandonment of the LMIS establishment process prevented progress in this area. Similarly, adopting the recommendations of 19th ICLS have faced political resistance and NSO capacities.

ILO's approach to ensuring sustainability and oppportunities and challenges to sustainability

the survey with ILO Staff, constituents, and partners revealed that overall, approximately 76 percent of all respondents rated the sustainability of the ILO's work on labour statistics to be likely or highly likely. Relative to ILO Staff (70 percent) and constituents (70 percent), a larger proportion of partners (88 percent) rated the sustainability of the ILO's work on labour statistics more highly. Across the various aspects of sustainability assessed, financial resources were identified by respondents as a risk to sustainability. Only 44 percent of the ILO staff rated the likelihood of sustainability due to the availability of financial resources to sustain/scale up initiatives as likely or highly likely. Similarly, 64 percent of the partners found the likelihood of sustainability due to the financial resources contributed by the ILO to joint initiatives on labour statistics to be likely or highly likely. The following figure 27 provides a breakdown of the overall ratings on sustainability by the three different respondent types.
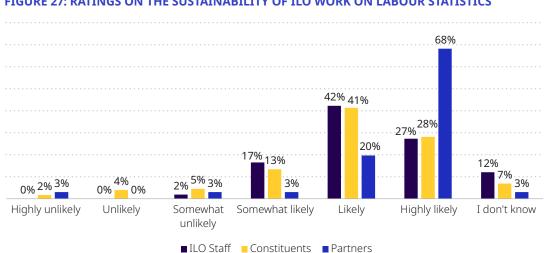
FIGURE 27: RATINGS ON THE SUSTAINABILITY OF ILO WORK ON LABOUR STATISTICS

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The **ILO's approach to ensuring sustainability of its work on labour statistics involves providing ongoing support for the implementation of international statistical standards through a blend of strengthening capacities of data producers, inter-ministerial and inter-institutional partnerships, and advocacy for the importance of reliable and current labour statistics.** The ILO's use of partnerships with international development agencies for pilot testing statistical tools and methodologies based on updated statistical standards as well as with regional intergovernmental bodies for jointly undertaking regional-level capacity building initiatives, present opportunities for increased sustainability through potential leveraging of resources, greater reach, and utilization of comparative advantages.

The recent developments at ILO on approaches to data collection, analysis, and dissemination are also likely to have positive implications for sustainability. For instance, since its revamping, ILOSTAT has seen significant increase in viewers. While the use of microdata is expected to continually improve availability of labour statistics for various programme areas. Similarly, although the ILO Monitor has been discontinued since the subsiding of the COVID-19 pandemic, ILO can now use the nowcasting methodology in the future for provision of labour statistics in crisis and conflict situations, such as its recent utilization for analysis of the regional and global impact of the Ukraine war.

Furthermore, improvements in inter-agency coordination enables greater visibility into the types of data collected by various government departments. The ILO's facilitation of inter-agency coordination through LMIS presents opportunities to contribute towards improvements in data collection practices of other government entities.

On the other hand, the primary solutions being explored by the ILO to bridge data gaps in non-LFS sourced data relate to either the development of add-on modules to LFS or undertaking specialized surveys, with limited attention paid to strengthening the use of administrative records for filling crucial data gaps. For countries, undertaking specialized surveys can have significant cost implications which precludes their regular implementation. Although the use of add-on modules for LFS has certain advantages such as increased flexibility and relative cost-effectiveness compared to standalone surveys, they also pose challenges such as increased questionnaire length and complexity in survey design and sampling frames, which place additional burdens on NSOs and puts the sustainability of data collection at risk.

Similarly, the lack of focus on in-country training through capacity building of local statistical training institutes has implications for sustainability, as it keeps constituents overly reliant on ILO for training and also limits the number and types of constituents that can be trained.

Furthermore, limited uptake by ILO of new approaches to data such as big data and machine learning for the areas currently identified (skills mismatches, anticipation of skills needs, and revision of ISCO) and the lack of a cohesive strategy to do so (for both current and future areas where big data and machine learning techniques could apply), as well as limited attention to emerging topics in the world of work, such as platform economy, can be potential threats to sustainability as they are like to depreciate the utility of ILO's statistical work to constituents and stakeholders.

Among the key **external factors constraining the sustainability** of the ILO's support are various institutional challenges faced by NSOs. One significant issue is frequent staff turnover, which results in the loss of personnel who have received training and capacity building from the ILO. This leads to knowledge and capacity gaps and necessitates additional training. As illustrated by the case studies from Viet Nam and Paraguay, the long-term sustainability of the ILO's support is enhanced by low staff turnover at NSOs. Stable staffing ensures that trained personnel retain and build upon their existing knowledge and experience, requiring only updates on new developments rather than complete re-training.

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As each iteration of the ICLS introduces new or updated statistical standards, there are risks that the ILO may struggle to keep up with supporting their implementation, especially given limited human and financial resources. To sustain the momentum built towards implementing ICLS statistical standards, constant assurance of adequate strategic planning and guidance is needed. The case of the 19th ICLS Guidelines on green jobs illustrates this risk, wherein some pilot testing undertaken soon after adoption did not yield in wide-scale data collection and dissemination of regional and global estimates on prevalence of green jobs as well as listing of indicators associated with green jobs on ILOSTAT.

LIKELIHOOD OF IMPACT AND SUSTAINABILITY-RELATED CONCLUSION

The need for ILO's support in labour statistics remains high, as it is the primary organization leading standard setting and providing technical support for labour statistics.

The ILO's work on labour statistics has a significant and positive impact, particularly in enhancing the capacities of NSOs and supporting evidence-based policymaking. ILO's statistical work has shown direct or indirect impact on policy improvements in various areas such as child labour, informal economy, and employment. Examples include the development of national action plans and policy frameworks in multiple countries. However, the lack of clear strategies and resources hinders the impact, especially given the evolving standards.

The ILO's sustainability approach involves capacity building, technical support, and promoting the adoption of statistical standards. These efforts are crucial for ensuring the long-term sustainability of its initiatives. Challenges include limited attention to administrative data, reliance on specialized surveys, and a lack of focus on in-country training. Additionally, the ILO's approach tends to be reactive rather than proactive, which can limit engagement with a broader range of stakeholders. Similarly, institutional challenges at NSOs, such as staff turnover and changes in political leadership, can constrain the sustainability of ILO's support.

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▶ Conclusions lessons learned, and emerging good practices

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► # 5. CONCLUSIONS LESSONS LEARNED, AND EMERGING GOOD PRACTICES

CONCLUSIONS

Relevance: The ILO's statistical work demonstrates a robust alignment with key global frameworks, particularly the 2030 Agenda. The ILO leverages its extensive expertise in developing internationally-agreed labour statistics standards by serving the 14 SDG indicators that is the custodian or co-custodian of. This alignment is evident through efforts to reclassify Tier III SDG indicators and bolster national statistical capacities to meet the demands of the SDGs. Moreover, the ILO contributes to the Beyond GDP initiative, aiming to position its statistical function as a key platform for advancing social justice via the ILO-led Global Coalition for Social Justice.

Without a formal strategy document, the ILO's statistical activities are directed by the ICLS proceedings and biennial P&B documents. However, the focus has been primarily on National Statistical Offices (NSOs), with limited engagement with Workers' and Employers' Organizations, suggesting a need for broader stakeholder involvement.

Significant progress has been made in focusing on the empowerment of women, youth, and vulnerable groups through enhanced data disaggregation. Social dialogue is also a key component of the ILO's statistical work, both as a measurement topic and through tripartite consultations. The statistical function also aligns with the broader normative framework, ensuring that the measurement of statistical topics is consistent with international labour conventions and recommendations, which mandate that Member States collect and publish relevant statistics.

Coherence: The ILO's statistical work effectively aligns with its organizational frameworks by establishing internationally agreed standards and aiding Member States in data collection to monitor Decent Work indicators and areas of work prioritized in strategic documents like the 2019 Centenary Declaration, which focuses on employment, the informal economy, gender equality, and social protection. Despite this alignment, there are notable gaps in addressing statistics related to just transition to environmental sustainability, social dialogue, industrial relations, and sustainable enterprises. Additionally, the use of big data approaches remains limited, though efforts to measure digital platform employment are increasing.

In terms of management arrangements, STATISTICS leads the ILO's statistical function. While there are also strong working relations between STATISTICS and policy departments such as SOCPRO, EMPLOYMENT, FUNDAMENTALS, and RESEARCH, that are involved in data collection and analysis. The integration of statistical capacities within these departments also enhances coherence by linking data generation with policymaking and reducing overreliance on STATISTICS and regional statisticians. However, the absence of regional-level strategic frameworks hinders the effective guidance of regional statisticians' efforts.

Effectiveness: The Evaluation has highlighted substantial progress made by the ILO in enhancing its data production capabilities. This progress is primarily attributed to a strategic shift towards utilizing microdata, which has expanded the range and depth of the ILO's labour statistics. As a result, the reliability of the data has improved, significantly enhancing the availability of global and regional estimates in areas such as labour migration, the informal economy, disability, forced labour, and trade union density, among others.

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The ILO has shown considerable effectiveness in generating statistics on indicators primarily derived from LFS, as evidenced by its work on international labour migration, OSH, and social dialogue and industrial relations. However, the organization's effectiveness in generating data on indicators sourced from other data types remains limited.

Despite the strengthened ability to produce statistics derived from Labour Force Surveys (LFS) and other household surveys, the ILO continues to rely largely on annual questionnaires for gathering and processing administrative data and establishment survey data. While the ILO supports efforts to bolster the production of administrative data, especially in response to country-specific demands, notable data availability gaps remain in areas like Occupational Safety and Health (OSH) indicators, collective bargaining, and labour migration (flow and nationals abroad). Similarly, establishment survey data continues to be limited and faces numerous challenges at the ILO.

Labour Market Information Systems (LMIS) present a comprehensive framework for integrating data from various producers and sources, including administrative records, establishment survey data, and household surveys (such as LFS and Household Income and Expenditure Surveys - HIES). This integration addresses critical data gaps, enhances accuracy, and improves the timeliness of data availability through better inter-agency coordination at the national level. However, the ILO lacks a cohesive and resourced framework for the roll-out of LMIS.

The ILO is also exploring the potential use of emerging technologies, such as artificial intelligence (AI), machine learning, and big data. However, the adoption of these technologies is still limited and occurs on an ad-hoc basis.

Efforts to support countries in transitioning to the 19th ICLS standards have encountered various challenges, yet significant progress has been made. Although extensive capacity-building activities have been conducted, they have primarily focused on National Statistical Offices (NSOs). Also, capacity building has been centralized, limiting the prospects for reaching broad audiences or developing institutional foundation in Member States. There is also a pressing need to extend this focus to include training for other stakeholders, such as workers' and employers' organizations, on the use and interpretation of labour statistics.

The ILO disseminates labour statistics through various platforms, including the ILOSTAT repository, blogs, flagship reports, and major publications. However, the absence of effective monitoring and tracking mechanisms to evaluate viewership, usage, and cross-references of the ILO's publications presents a significant challenge in assessing their impact.

Efficiency: Although the ILO has improved its response to data production and dissemination through the use of microdata, a significant lag persists between the adoption of statistical standards and their implementation at the national level. This delay hinders the timely production of regional and global estimates based on new standards.

ILO faces significant challenges to meet its constituent demands, mostly due to limited human and financial resources, which directly impact the effectiveness and timely availability of data across various program areas such as wages, enterprises, and Occupational Safety and Health (OSH). The highly centralized nature of capacity-building support further affects the organization's operational efficiency.

Regional statisticians are crucial in providing technical assistance and capacity building to constituents. However, they are overstretched, managing demands from multiple countries and specialized statistical topics. The lack of statistical expertise at the country office level exacerbates their burden. Existing strategic frameworks, such as the Programme and Budget (P&B) and Decent Work Country Programmes (DWCPs), provide direction but are often too broad or too specific. A more balanced and regionally adaptable strategic framework could enhance the ILO's efficiency.

Considering internal human and financial resource constraints in STATISTICS, and the high internal and external demand for technical support, mechanisms to ensure the financial sustainability and resource optimization for the STATISTICS departments are needed. Currently, one such avenue -

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development cooperation - is underutilized as a resource mobilization tool. The absence of formal mechanisms for collaboration and effective integration of statistical work in development cooperation projects leads to missed opportunities. Establishing stronger links and incorporating statistical components within these projects could significantly improve resource mobilization efforts.

The ILO has extensive partnerships with various organizations that enhance its labour statistics work. However, there is often a lack of strategic approach and formal agreements in some partnerships, resulting in inconsistent monitoring and evaluation of partnership activities. Addressing these gaps through improved integration and strategic planning will enhance the coherence and overall impact of the ILO's statistical work.

The ILO demonstrated a timely response to the COVID-19 pandemic by developing and disseminating the ILO Monitor and providing guidance to National Statistical Offices (NSOs). This swift response was appreciated by constituents and helped maintain the continuity of labour statistics during the crisis.

Likelihood of Impact and Sustainability: The need for ILO's support in labour statistics remains high, as it is the primary organization leading standard setting and providing technical support for labour statistics. The ILO's work on labour statistics has shown impact, particularly in enhancing the capacities of NSOs and directly or indirectly supporting evidence-based policymaking in various areas such as child labour, the informal economy, and employment. Examples include the development of national action plans and policy frameworks in multiple countries. However, the lack of clear strategies and resources hinders the impact, especially given the evolving standards.

The ILO's sustainability approach involves capacity building, technical support, and promoting the adoption of statistical standards. These efforts are crucial for ensuring the long-term sustainability of its initiatives. Financial resources have been identified as a significant risk to sustainability. Additionally, challenges include limited attention to administrative data, reliance on specialized surveys, and a lack of focus on in-country training. The ILO's approach tends to be reactive rather than proactive, which can limit engagement with a broader range of stakeholders. Similarly, institutional challenges at NSOs, such as staff turnover and changes in political leadership, can constrain the sustainability of ILO's support.

LESSONS LEARNED

The following key lessons learned emerged through this HLE:

Lesson Learned 1

The absence of a comprehensive strategic framework impedes cohesive planning and implementation, leading to fragmented and demand-based efforts that risks reduced effectiveness and impact towards the achievement of results.

Lesson Learned 2

A balanced approach to supporting the production of labour statistics utilizing multiple data sources, including the LFS, administrative records, and establishment surveys, is crucial to ensuring data availability and addressing critical data gaps.

Lesson Learned 3

Collaborative partnerships are vital for enhancing the effectiveness and reach of the ILO's work on the production and dissemination of labour statistics. In addition, collaborations with international partners provides opportunities for the pooling of resources, knowledge, and expertise, leading to better-coordinated efforts and more comprehensive data collection and analysis.

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Lesson Learned 4

A proactive and structured approach to resource mobilization is essential to ensure the sustainability and expansion of the ILO's labour statistics initiatives, addressing financial constraints and leveraging development cooperation effectively. Additionally, limited human and financial resources constrain the ILO's responsiveness to demands for and timely availability of statistical data.

Lesson Learned 5

When serving diverse constituents and stakeholders, it is important to have a dissemination strategy that guides the tailoring of disseminated information to various audiences in accordance with their needs and capacities.

Lesson Learned 6

In the context of limited financial and human resources, the continuous adoption of new or revised international standards on labour-related statistics poses a risk to sustained support for their implementation.

EMERGING GOOD PRACTICES

The following emerging good practices have been identified and highlighted by the Evaluation:

Good Practice 1. Improvements in data availability and dissemination approaches

The ILO's strategic pivot towards the use of Labour Force Surveys (LFS) and other household-level survey microdata has significantly increased the quantity, timely availability, granularity, and accuracy of labour statistics. This represents a substantial advancement over previously leveraged data collection methods. Simultaneously, the revamping of the ILO's statistical repository, ILOSTAT, has facilitated easier access to the ILO's database for users and expanded the reach to diverse audiences. Leveraging these technological solutions exemplifies a good practice that has enhanced the production and dissemination of labour statistics.

Good Practice 2. Implementation of LMIS

Over the course of the evaluation period, the ILO has begun supporting Member States in the establishment of Labour Market Information Systems (LMIS). LMIS provide a robust framework for integrating data from various producers and multiple data sources, including administrative records, establishment survey data, and household surveys (such as LFS and HIES). This integration fills critical data gaps, enhances data accuracy, and improves the timeliness of data availability. LMIS increase the frequency of labour statistics dissemination at the national level, enabling better and more regular monitoring of labour market trends. By focusing on strengthening inter-agency collaboration and cooperation at the national level, LMIS also present opportunities for the ILO to improve data collection practices within a broader range of government agencies. The versatility of LMIS and their adaptability to specific national contexts are key strengths. As observed in the case of Mozambique, LMIS afford the opportunity to produce and disseminate labour statistics in contexts where Labour Force Surveys are not regularly undertaken. This makes LMIS a valuable tool for enhancing labour market data infrastructure and supporting evidence-based policymaking.

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Good Practice 3. Comprehensive collaboration with regional intergovernmental bodies

The ILO's substantial engagement with UN ECLAC stands out as a noteworthy good practice that leverages the strengths of both organizations, enabling the provision of joint technical assistance to multiple countries rather than a country-by-country approach. This joint approach has facilitated technical assistance missions, enhanced national capacities, and supported the production and dissemination of household surveys and other labour statistics data. Moreover, the collaboration has led to methodological and statistical harmonization of labour and employment-related statistics in the region. The use of the ECLAC forum also allows Member States to benefit from shared experiences and results, fostering a culture of learning and reducing the time and costs associated with adapting statistical practices.

Good Practice 4: Balancing the need for timely data production and availability with adherence to international labour statistics standards

The ILO Monitor stands out as a good practice of how the ILO can generate timely and relevant labour market statistics in tandem with its established role in setting and supporting the implementation of international statistical standards. During the COVID-19 pandemic, the ILO Monitor leveraged nowcasting techniques and big data sources, such as Google Mobility Reports, to provide nearly real-time insights into the effects on hours worked and economic activity. This innovative use of emerging technologies ensured that policymakers had access to current information necessary for responsive decision-making in a rapidly changing context. Simultaneously, the ILO continued its work on developing and promoting international labour statistical standards. This dual approach highlights the ILO's ability to adapt to new challenges and technological advancements while maintaining its core mandate on setting and implementing statistical standards.

Good Practice 5. Integration of Statistical Capacities within Policy Departments

The presence of staff with statistical capacities in some policy departments such as EMPLOYMENT, FUNDAMENTALS, INWORK, among others was seen to complement and support the ILO's statistical function. Simultaneously, the availability of statistical capacities in policy departments also enabled stronger and more coherent linkages between the production of data and their translation into evidence-based policies.

OVERALL ASSESSMENT

Figure 28 depicts the scores attributed to the relevance, coherence, effectiveness, efficiency, impact and sustainability of the ILO's work on the production and use of labour statistics. Ratings comprise the survey results, scores from the Synthesis Review Report, and the assessment of the evaluation team. The evaluation used a six-point scale (also used in the survey) to express these scores, with 1 being the lowest score, indicating highly unsatisfactory, and 6 being the highest, indicating highly satisfactory.

FIGURE 28: EVALUATION OF THE ILO'S STRATEGIES AND APPROACHES FOR THE PRODUCTION AND USE OF LABOUR STATISTICS - RATINGS BY CRITERION

Overall Assessment Ratings. Relevance: 4.3; Coherence and Design: 4.0; Effectiveness: 4.5; Efficiency: 3.7; Sustainability: 3.7; Impact: 4.1; Overall: 4.1

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▶ Recommendations and office response

6. RECOMMENDATIONS AND OFFICE RESPONSE

RECOMMENDATIONS

Recommendation 1

The ILO needs to develop an Organization-wide strategy for the ILO's statistical function. Aimed at strengthening the coherence among the statistical work across policy outcomes, the strategy should support prioritizing activities to ensure a more comprehensive response to constituents' evolving needs, and integrate different data sources and changing concepts in the world of work, such as the platform economy. To enhance timely availability of data, the ILO should consider developing a framework to guide its approach to alternative data collection sources and analysis techniques – such as big data and machine learning – for example, for identifying and anticipating skills needs, updating ISCO-08, and measuring skills mismatches.

Responsible units	Priority	Time implication	Resource implication
▶ Deputy Director General (DDG): STATISTICS ▶ Corporate Services (ADG/CS): Strategic Programming and Management (PROGRAM)	(H)	Immediate and long-term	High

Recommendation 2

Considering internal human and financial resource constraints in STATISTICS, and the high internal and external demand for technical support, the ILO needs to identify opportunities for internal cost recovery to ensure financial sustainability and resource optimization for STATISTICS. This could entail leveraging development cooperation projects to enhance internal capacities and sustain statistical support services. This approach will ensure the availability of dedicated resources for critical areas such as OSH, care work, enterprises and green jobs.

Responsible units	Priority	Time implication	Resource implication
▶ DDG: STATISTICS ▶ Corporate Services (ADG/CS): Financial Management (FINANCE) ▶ External and Corporate Relations (ADG/ECR): Multilateral Partnerships and Development Cooperation (PARTNERSHIPS)	(H)	Immediate and long-term	High

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Recommendation 3

The ILO needs to enhance its resource mobilization strategy for labour statistics as limited Regular Budget resources is a major constraint, making it essential to mobilize additional resources to support constituents and stakeholders. Recent experience with partners like the Bill and Melinda Gates Foundation demonstrated donor interest in statistics. The ILO could implement dedicated resource mobilization drives to address such gaps by engaging with partners and strengthening partnerships through joint funding proposals, especially in policy areas of mutual interest.

Responsible units	Priority	Time implication	Resource implication
▶ DDG: STATISTICS ▶ ADG/ECR: PARTNERSHIPS	(H)	Immediate and long-term	High

Recommendation 4

To ensure ready accessibility, the ILO needs to decentralize statistical capacity-building to the country and/or subregional levels, including strengthening labour/statistics institutions for sustained impact. In addition, training programmes must be developed for users of ILO statistics – including ILO staff, constituents and other national stakeholders – to ensure utilization by broader audiences. The ILO should develop a communications strategy to ensure tailored information to audiences, especially at the country level. Furthermore, there is a need to improve user interface of ILOSTAT.

Responsible units	Priority	Time implication	Resource implication
▶ DDG: STATISTICS	(H)	Immediate and long-term	Mediium

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OFFICE RESPONSE

On **Recommendation 1**, the Office will develop a strategy for strengthening labour statistics, aligned with the UN Secretary-General's Data Strategy, to support the implementation of the statistical activities throughout the Organization. Given increasing needs of constituents, prioritization is essential. STATISTICS proposes establishing a Statistical Data Coordination Group, led by the Chief Statistician, and involving relevant departments – both producers and users of statistical data. This group will assist in defining stages to develop the strategy, focusing on promoting regional coherence, establishing quality assurance mechanisms, supporting production and collection of statistical indicators, and addressing new domains and priorities identified by the ICLS. It will also address the major existing gaps and explore potential innovative solutions, presenting possible courses of action to address these gaps, subject to resource availability. The strategy will be presented to the ILO Governing Body in 2026.

On **Recommendation 2**, the Office will explore different options to tackle resource constraints for STATISTICS through cost recovery or cost-sharing of statistical activities with the regions and departments. It will identify ways of allocating adequate resources from concrete outputs throughout policy outcomes to strengthen statistical support in critical areas that are currently lacking, particularly in providing technical assistance to constituents at the country level. With the support of PARTNERSHIPS and FINANCE, special attention will be given to the development cooperation projects, ensuring that dedicated resources are explicitly included in work plans when statistical inputs are required. A statistical assessment of the various development cooperation projects is proposed to be implemented and included systematically in the design phase.

On **Recommendation 3**, while the Office acknowledges the need for a robust resource mobilization strategy for labour statistics, it recognizes that activities like standard setting and technical support should be funded through stable mechanisms independent of donor-driven orientation. Although development cooperation projects complement Regular Budget funds, many funding partners avoid financing core functions. Therefore, the Office emphasizes that while development cooperation supports the process, it should not be seen as an unlimited resource. To implement key ICLS resolutions effectively, securing sustainable funding would be beneficial, particularly to assist countries that are struggling. The Office will need to explore the possibility of establishing trust funds with potential funding partners, including through South–South cooperation, focusing on underfunded areas like the care economy, OSH and establishment surveys.

On **Recommendation 4**, the Office has been organizing capacity-building activities in partnership with ITC–ILO in certain regions. However, there is a need to expand these activities to regions currently not covered, offering them in various languages and extending them to all ILO constituents to better communicate labour statistics. While activities could be intensified, they will require additional resources, which are currently unavailable. The Office is working on developing a training programme on labour statistics specific to the needs of social partners, and will assess the need for targeted courses for the other audience. It will explore the feasibility of developing self-administered online courses covering the basics of labour statistics. Communications will be improved through the enhancement of the ILOSTAT interface, and through blogs and statistical guides and manuals.

Annexes

▶ ANNEX 1: LIST OF DOCUMENTS REVIEWED

ANNEX 1: LIST OF DOCUMENTS REVIEWED

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ANNEX 2: LIST OF PERSONS INTERVIEWED

#	GENDER	NAME	TITLE	DEPARTMENT
1.	Female	Celeste Drake	Deputy-Director General	DDG
2.	Female	Hitomi Nakagome	Sr Advisor	Cabinet
3.	Female	Eleonore D'Achon	Team Leader, Enabling Environment for Sustainable Enterprises	Enterprises
4.	Female	Sara Elder	Head, Employment Analyses & Economic Policies Unit	Employment
5.	Female	Dorothea Schmidt-Klau	Branch Chief, EMPLAB	Employment
6.	Female	Christine Hofman	Specialist, Skills and Employability	Employment
7.	Female	Sandra Yu	Technical Specialist, SME Enabling Environment	Enterprises
8.	Female	Simel Esim	Unit Head, Cooperatives	Enterprises
9.	Female	Michaelle De Cock	Head, Research and Evaluation Unit	Fundamentals
10.	Female	Chidi King	Branch Chief	GEDI
11.	Female	Vera Paquete-Perdigao	Department Director	Governance
12.	Female	Anita Amorim	Unit Head, Emerging Partnerships	Partnerships
13.	Female	Yoshie Ichinohe	Programme Analyst	Program
14.	Female	Chantal Amine	Programme Analyst	Program
15.	Female	Shahrashoub Razavi	Department Director	SOCPRO
16.	Female	Valeria Nesterenko	Specialist, Social Protection Statistics	SOCPRO
17.	Female	Elisa Benes	Sr Labour Migration Statistician	Statistics
18.	Female	Marie-Claire Sodergren	Senior Economist (Quantitative Analyst)	Statistics
19.	Female	Dora Sari	Specialist on Industrial Relations Indicators	Statistics
20.	Female	Valentina Stoevska	Senior Statistician	Statistics
21.	Female	Rosalia Vazquez-Alvarez	Econometrician, Wage Specialist	WORKQUALITY
22.	Female	Sukti Dasgupta	Department Director	WORKQUALITY
23.	Female	Maria Borsos	Senior Administrator	WORKQUALITY
24.	Male	Samuel Asfaha	Principal Officer - Relations/TC (Africa)	ACT/EMP
25.	Male	Michael Watt	Technical Officer	ACTRAV
26.	Male	Khalid Maman Waziri	Technical Officer	ACTRAV
27.	Male	(Bai) Na Pahimi Baizebbe	Chief ROAF RPU	RO-Africa
28.	Male	David Mosler	Policy and Data Analyst	AP/Crisis
29.	Male	James Howard	Sr Advisor	Cabinet
30.	Male	Sher Verick	Adviser to the Deputy Director-General	DDG
31.	Male	Drew Gardiner	Employment Policy Specialist	Employment
32.	Male	Takaaki Kizu	Officer, Skills Development	Employment
33.	Male	Mario Berrios	Specialist, Enabling Environment	Enterprises
34.	Male	Federico Blanco	Sr Research Officer	Fundamentals
35.	Male	Pierre Vincensini	Senior Adviser	IOE

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#	GENDER	NAME	TITLE	DEPARTMENT
36.	Male	Amadou Sako	Adviser and Project Officer for Africa	IOE
37.	Male	Mostafa Mohamed	Programme Officer – Labour Statistics & Analysis Portfolio Manager	ITC-ILO
38.	Male	Balint Nafradi	Technical Officer on OSH Data	LabAdmin/OSH
39.	Male	Peter Van Rooij	Department Director	Partnerships
40.	Male	Massimiliano La Marca	Senior Technical Specialist	Partnerships
41.	Male	Yacouba Diallo	Senior Specialist, Labour Statistics	DWT/CO-Dakar
42.	Male	Tite Habiyakare	Regional Labour Statistician	RO-Asia and the Pacific
43.	Male	Peter Buwembo	Specialist Labour Statistician	DWT/CO-New Delhi
44.	Male	Miguel Sanchez Martinez	Economist	Research
45.	Male	Lawrence Jeff Johnson	Deputy Department Director	Research
46.	Male	Oliver Liang	Unit Head, Public and Private Services	Sector
47.	Male	Helmut Schwarzer	Head PFACTS Unit	SOCPRO
48.	Male	Umberto Cattaneo	Public Finance Economist	SOCPRO
49.	Male	Ritash Sarna	Deputy Director/Evaluand Focal Point	Statistics
50.	Male	Rafael Diez de Medina	Chief Statistician/Department Director	Statistics
51.	Male	Roger Gomis	Senior Economist	Statistics
52.	Male	Kieran Walsh	Senior Statistician (Chief of Unit)	Statistics
53.	Male	Yves Perardel	Senior Econometrician	Statistics
54.	Male	Steven Kapsos	Head, Data Production and Analysis Unit	Statistics
55.	Male	Edgardo Greising	Head, Microdata and Knowledge Management Unit	Statistics
56.	Female	Richelle Van Snellenberg	Unit Head, Library Services	LIBRARY
57.	Male	Martin Murphy	Director of Communications and Public Information	COMMS
58.	Male	Daniel Kostzer	Chief Economist	ITUC
INTERVIEWS FOR THE INFORMALITY CASE STUDY				
59.	Male	Patrick Belser	Senior Economist, Wage Specialist	WORKQUALITY
60.	Male	Frederic Lapeyre	Director, AP/Formalization	AP/Formalization
61.	Female	Florence Bonnet	Labour Market Specialist	WORKQUALITY
62.	Female	Dr. Joann Vanek	Senior Advisor, Statistics Programme	WOMEN IN INFORMAL EMPLOYMENT: GLOBALIZING AND ORGANIZING (WIEGO)
63.	Male	Juan Chacaltana	Senior Employment Policies Specialist	ILO
64.	Male	Philippe Marcadent	Chief of the Conditions of Work and Employment Branch	ILO
65.	Male	David Niculcar Castillo	International Officer	Australian Council of Trade Unions
66.	Male	Michael Frosch	Senior Statistician	ILO

#	GENDER	NAME	TITLE	DEPARTMENT
INTERVIEWS FOR THE PAKISTAN CASE STUDY				
67.	Male	Ali Kemaal	Chief	SDG Section, Ministry of Planning
68.	Male	Iftikhar Ahmed	Founder , Center for Labour Research	Center for Labour Research
69.	Male	Syed Nazar Ali	Secretary General	Employers Federation of Pakistan
70.	Male	Geir Tonstol	Country Director	ILO Pakistan Team
71.	Male	Saghir Bukhari	Sr Programme Officer	ILO Pakistan Team
72.	Female	Rabia Razzaque	Sr Programme Officer	ILO Pakistan Team
73.	Male	Ch. Muhammad Saad/ Ch. Nasim	General Secretary PWF Punjab	Pakistan Workers Federation
74.	Male	Shah Nasir	Head of RCO	UNRCO
75.	Male	Gulfam Memon	former director labour	Department of Labour Sindh
76.	Male	Shaukat Khan	Director LFS	Pakistan Bureau of Statistics
77.	Male	Najeeb Ullah	Stats Officer	Pakistan Bureau of Statistics
78.	Female	Sadia Hameed	Sr project officer, ILES	ILO Pakistan Team
79.	Male	Ch Sajid Rasul	Director General	Bureau of Stats Punjab
80.	Male	Azhar Malik	Section Staff	SDG Section, Ministry of Planning
81.	Male	Zeeshan Mangi	Section Staff	SDG Section, Ministry of Planning
82.	Female	Rida	Section Staff	SDG Section, Ministry of Planning
83.	Male	Raja Faiz ul Hassan Faiz	Labour Law Expert	Center for Labour Research
84.	Female	Zahra Bukhari	Stats Officer	Pakistan Bureau of Statistics
85.	Male	Rao Zahid	Deputy Director	Labour Department Punjab
INTERVIEWS FOR THE PARAGUAY CASE STUDY				
86.	Male	Fabio Bertranou	DWT/CO Director	DWT/CO-Santiago
87.	Male	Juan Jose Guilarte-Villalobos	Specialist, Workers' Activities	DWT/CO-Santiago
88.	Female	Karen Rosales	Senior Specialist, Employers' Activities	DWT/CO-Santiago
89.	Male	Gerhard Reinecke	Senior Specialist, Employment Development	DWT/CO-Santiago
90.	Male	Aram Cunego	National Program Officer	DWT/CO-Santiago
91.	Female	Claudia Ruiz	Chief, Regional Programming Services	RO-Latin America and the Caribbean
92.	Male	Jacobo Velasco	Sr Programme Officer	DWT/CO-Santiago
93.	Female	Maria Carmen Bueno Pareja	Specialist, OSH	ILO
94.	Male	Guillermo Montt Armanet	Specialist, Social Protection	ILO
95.	Male	Sergio Paixao Pardo	International Labour Standards and Labour Law Specialist	ILO
96.	Male	Andrés Yuren	Senior Specialist, Employers' Activities	ILO
97.	Female	Verónica Herken	Natinal Project Coordinator	ILO
98.	Female	Marcela Cabezas	Regional statistician	ILO

#	GENDER	NAME	TITLE	DEPARTMENT
99.	Male	Bolívar Pino	Ex Director de SIALC	ILO
100.	Female	Camila Candia	Responsable Cooperación Internacional	UIP
101.	Male	Roberto Recalde	Jefe de Gabinete	UIP
102.	Male	Julio Viveros	Miembro Comisión Asuntos Legales y Estatutarios. Directivo	ARP
103.	Female	Cristina Rolón	Abogada	ARP
104.	Male	Jorge Figueredo	Asesor jurídico	FEDEMIPYME
105.	Male	Luis Tavella	Presidente	FEDEMIPYME
106.	Male	Cesar Pimentel	Asesor y Consejero	FEDEMIPYME
107.	Male	Ramón Avalos	Secretario General	CNT
108.	Female	Laura Díaz Grütter	Jefe Dirección General Protección de la niñez y Adolescencia	MTESS
109.	Female	Basilia	Jefa de Denuncias y Seguimiento Dirección General Protección de la niñez y Adolescencia	MTESS
110.	Female	Silvia	Técnica Dirección General Protección de la niñez y Adolescencia	MTESS
111.	Female	Verónica López	Vice Ministra de Empleo y Seguridad Social (antes Dirección Normas Internacionales)	MTESS
112.	Male	Wilberto Otazú	Dirección General de Empleo	MTESS
113.	Female	Mónica Recalde	Ministra (antes Dirección General de Seguridad Social)	MTESS
114.	Male	Jorge Barboza Franco	Juez de Primera Instancia en lo Laboral	Corte Suprema de Justicia
115.	Female	Teodora Recalde	Gerencia de Gestión Financiera del Estado	Ministerio de Hacienda
116.	Male	Óscar Barrios	Director General - Dirección General de Innovación Estadística y Coordinación del Sistema Estadístico Nacional - SISEN	Instituto Nacional de Estadística
117.	Male	Iván Ojeda	Director Nacional Instituto Estadísticas	Instituto Nacional de Estadística
118.	Female	Norma Medina	Directora General de Producción Estadística	Instituto Nacional de Estadística
119.	Male	Gustavo Rojas	Oficial de Políticas Sociales	UNICEF
120.	Male	Mario Samaja	Coordinador Residente	ONU
121.	Male	Matteo Sirtori	Jefe Cooperación	Unión Europea
122.	Female	Vera Valente	Especialista	Unión Europea
123.	Female	Silvia Morimoto	Representante Residente	PNUD
124.	Male	Xavier Mancero	CEA/CEPAL	CEPAL
125.	Male	Fabricio Franco Mayorga		FLACSO Chile
126.	Male	David Niculcar	Jefe Dpto Estudios Laborales.	INE Chile
INTERVIEWS FOR THE SENEGAL CASE STUDY				
127.	Female	Seynabou THIAM	Chef	Ministère du Travail et de l'Emploi
128.	Male	Djibril NDOYE	Economist	World Bank
129.	Male	Mballo Dia Thiam	Secrétaire général	FGTS (Fédération Générale des Travailleurs du Sénégal)
130.	Female	Julie Kazagui	Senior Specialist	ACTEMP

#	GENDER	NAME	TITLE	DEPARTMENT
131.	Male	Elimane Diouf	Secrétaire général	CSA (Confédération des Syndicats Autonomes)
132.	Male	Frédéric Bandon	Technical Specialist, EII	ILO
133.	Male	Dominique Diousse	Directeur	Ministère du Travail et de l'Emploi
134.	Male	Yacouba Diallo	Statisticien régional	ILO
135.	Female	Mme Fatimatou SY	Chef de la Division Coordination Statistique	ANSD (Agence Nationale de la Statistique et de Démographie)
136.	Male	Serge Manel	Chef du Bureau des Statistiques Sociales	ANSD (Agence Nationale de la Statistique et de Démographie)
137.	Male	Aristide Djossou	Economiste	RCO
138.	Male	Moussa Dieng	Technical specialist	ILO
139.	Male	Sylvere Arnaud Houenou (en ligne)	Statisticien	CEDEAO
140.	Female	Mme Julie Kazagui (en ligne)	Technical specialist	ILO
141.	Male	Rencontre avec le Directeur du BIT	Technical specialist	ILO
142.	Male	Nougbodohoue Samson Bel-Aube (en ligne)	Statisticien	Africa Union
143.	Male	Pape Diallo	Adjoint au Secrétaire général	Syndicat UNSA
144.	Male	Jean Ndenzako BIT (en ligne)	Technical specialist	ILO
INTERVIEWS FOR THE VIET NAM CASE STUDY				
145.	Male	Wade Jonathon BROMLEY	Sr Spec, Employers' Activities	RESA ROAP Bangkok
146.	Female	Yuki Otsuji	Spec, Workers' Activities	RESA ROAP Bangkok
147.	Female	Thanh Mai	Deputy Director	Labour and Population Department
148.	Female	Ms. Hằng	Deputy Director of the International Relations Department	Vietnam Cooperative Alliance (VCA) International Cooperation Department
149.	Female	Ms. Trần Hồng Liên	Deputy Director	Vietnam Chamber of Commerce and Industry (VCCI)
150.	Female	Ingrid Christensen	Country Director	CO-Hanoi
151.	Male	Nguyen Huy Minh	Deputy Director	General Statistical Office
152.	Female	Nguyen Thu Dung	Specialist of the Department	General Statistical Office
153.	Female	Nham Thi Thu Ha	Specialist of the Department	General Statistical Office
154.	Female	Bui Thi Thu Phuong	Specialist of the Department	General Statistical Office
155.	Male	Luu Quang Tuan	Director-General of the International Cooperation Department	Ministry of Labour, Invalids and Social Affairs (MOLISA)
156.	Female	Pham Lan Huong	Expert of the Department	Ministry of Labour, Invalids and Social Affairs (MOLISA)
157.	Female	Trinh Thu Nga	Deputy Director of the MOLISA Institute of Labour Science and Social Affairs	Ministry of Labour, Invalids and Social Affairs (MOLISA)

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#	GENDER	NAME	TITLE	DEPARTMENT
158.	Male	Pham Thi Thu Lan	Deputy Director	Viet Nam General Confederation of Labour (VGCL)
159.	Male	Nguyen Thanh Tung	Deputy Head of the Scientific Research Unit	Viet Nam General Confederation of Labour (VGCL)
160.	Female	Tran Hong Lien	Deputy Director of the Bureau for Employers' Activities	Vietnam Chamber of Commerce and Industry (VCCI)
161.	Female	Pham Thi Phuong Thao	Expert in the Bureau	Vietnam Chamber of Commerce and Industry (VCCI)
162.	Female	Nguyen Le Hang	Deputy Director, International Relations Department	Viet Nam Cooperative Alliance (VCA)
163.	Female	Nguyen Thi Thu Hao	Expert of the Department	Viet Nam Cooperative Alliance (VCA)
164.	Female	Nguen Bui Linh	Data Management, Results Monitoring and Reporting Officer	United Nations Resident Coordinator's Office
165.	Male	Kongchheng Poch	Economist	United Nations Resident Coordinator's Office
166.	Male	Nguyen Hoang Ha	Sr. Programme Officer	ILO Country Office Viet Nam
167.	Male	Nguyen Ngoc Trieu	Sr. Programme Officer	ILO Country Office Viet Nam
168.	Male	Nguyen Son Ngoc	Programme Officer	ILO Country Office Viet Nam
169.	Male	Felix Weidenkaff	Employment and Labour Market Policy Specialist	ILO Country Office Viet Nam
170.	Female	Gulmira Asanbaeva	Productivity Eco-system Project Manager	ILO Country Office Viet Nam
171.	Female	Nguyen Le Van	Project Officer	ILO Country Office Viet Nam
172.	Male	Carlos Andre Gama	Social Protection Programme Manager	ILO Country Office Viet Nam
173.	Female	Nguyen Mai Thuy	Migration Project Coordinator	ILO Country Office Viet Nam
174.	Female	Nguyen Thi Huyen	Formality Project Coordinator	ILO Country Office Viet Nam
175.	Female	Nguyen Ngoc Duyen	Skills Project Coordinator	ILO Country Office Viet Nam
176.	Female	Le Khanh Van	Child Labour Project Coordinator	ILO Country Office Viet Nam
177.	Female	Racha Elassy	Industrial Relations (IR) Project Manage	ILO Country Office Viet Nam
178.	Female	Ngo Thi Loan	IR Project Coordinator	ILO Country Office Viet Nam
179.	Female	Pham Thanh Huyen	IR Project Officer	ILO Country Office Viet Nam
180.	Female	Dang Ngoc Diep	Project Coordinator	ILO Country Office Viet Nam
181.	Female	Vu Kim Hue	Adequate Wages Project Coordinator	ILO Country Office Viet Nam
INTERVIEWS WITH EXTERNAL PARTNERS				
182.	Male	Grant Belchamber	Economist	Australian Council of Trade Unions
183.	Male	David Niculcar Castillo	Jefe departamento de estadísticas del trabajo	Instituto Nacional de Estadísticas
184.	Female	Dr. Amparo Palacios Lopez	Senior Economist for the Living Standards Measurement Study	World Bank
185.	Female	Claudia Cappa	Chief and Senior Adviser at UNICEF	UNICEF