

International Labour Organisation

Evaluation Report

Gender Mainstreaming in ILO/Norway Partnership Agreement 2006-2007

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Acronyms and Abbreviations

ACT/EMP	Bureau for Employers' Activities (ILO)
ACTRAV	Bureau for Workers' Activities (ILO)
CL	Child Labour
CSE	Commercial Sex Exploitation
DCOMM	Department of Communication and Public Information
DECLARATION	Programme for the Promotion of the ILO Declaration on Fundamental Principles and Rights at Work
DWCP	Decent Work Country Programme
EMP/POL	Employment Policy Department
GENDER	Bureau for Gender Equality
HQ	Headquarters
ILC	International Labour Conference
ILO	International Labour Organisation
INTEGRATION	Policy Integration Department
IO	Immediate Objective
IOE	International Organization of Employers
IPEC	International Programme on the Elimination of Child Labour (ILO)
LFA	Logical Framework Analysis
LO	Landsorganisasjonen (Norway Confederation of Trade Unions)
MDG	Millennium Development Goals
MIGRANT	International Migration Programme
MULTI	Multinational Enterprises Programme
PARDEV	Partnership and Development Cooperation Department
ROAP	Regional Office for Asia and Pacific (ILO)
RPC	Research and Publications Committee
TA	Technical Assistance
TOR	Terms of Reference
TPR	Technical Progress Report
TRAVAIL	Conditions of Work and Employment Programme
UN	United Nations
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labour

1. Executive Summary

This chapter summarizes the key findings, recommendations and lessons learned of the evaluation of the Gender Mainstreaming in ILO/Norway Partnership Agreement 2006-2007, implemented by the Bureau of Gender Equality at ILO Headquarters, in cooperation first and foremost with other ILO departments.

Performance, achievements and impact

The evaluation has assessed the Project's performance achievement and impact. In so doing, the somewhat complicated nature of the Project, and its interdependency on the other five ILO/Norway projects under the partnership has been duly considered as explained in this report.

Good work has been undertaken by GENDER in terms of promoting gender mainstreaming among the technical units working on *child labour, youth employment, domestic work, research agenda and knowledge development, as well as promoting the visibility of the ILO*.

In some cases collaboration did not fully materialise, or activities were not followed through as anticipated, examples of which are given in the report. The cooperation with the ILO field specialists in different regions was mostly regarded as fruitful, although in this respect there were also some exceptions.

Good impact has been found particularly in the following areas:

- The technical support to ensure prominence and visibility of the girl child in the 2008 World Day Against Child Labour (WDACL) with focus on education for the girl child in particular and work related to girls and women employed in the informal economy and agriculture.
- The work International Agricultural Partnership for Collaboration on Child Labour with five other agencies, which ensured that ILO as the lead technical agency fully mainstreamed its work and visibility with other international agencies;
- The work undertaken on gender and rural employment is another area where impact has been found which has highlighted the importance to a key technical area, which earlier had been neglected within the ILO. It is also a very good example of the "UN working as One".
- The comprehensive mapping of ILO's gender-related research has been important in particular, as it has pointed at gaps and areas of research to follow up in the future. The *areas that required further research were*: Productive (paid or unpaid) work; Globalization and the informal economy; Rights and regulatory frameworks; Improving access to social security; Productivity enhancement through better capabilities and access to resources (including entrepreneurship development); and finally, organisation, representation and social dialogue.
- The Project has *contributed* to making female domestic work more "visible". Among others through contributions to the Governing Body in 2008, and there is a possibility for domestic work to be a "standard-setting item" in 2010. The projects also supported initial research on domestic workers in Ghana with focus on policy and legal frameworks and practice and the conditions of domestic workers.
- The cooperation with ACTRAV in relation to its project in India targeting poor women in the informal economy, which for instance has assisted the Chief Technical Advisor, based at headquarters, to appreciate how to better provide gender-responsive backstopping to the national manager.

Recommendations

The recommendations are based on the main findings of the evaluation, which have been drawn mainly from reviewing documentation, discussions and in-depth interviews with ILO staff of several departments at headquarters as well as gender specialists in some of the regions. They address the following:

The Bureau of Gender Equality should further clarify and explain its role as the evaluation found in interviews that its role is perceived as being unclear - although many have appreciated the technical support received. There seem to be confusion among some officials, both at headquarters as well as in the field, as to whether the Bureau is a department with a mandate to implement activities (in the sense of initiating, “drive its own”, funding) or one which “only” guides others in gender mainstreaming.

The cooperation between GENDER and other units and organisations should continue and be strengthened in order to “keep up the momentum” with closer cooperation with the **management** of other ILO departments to ensure full gender mainstreaming in all technical cooperation within these departments.

Quality assurance need to continue to be an important factor in GENDER’s work as it serves and guides other technical units on how to work on gender mainstreaming, many of which also work in this area (Gender Focal Points at headquarters and Gender Specialists in the field) but are not closely involved in Gender Bureau’s programme, or the ILO Norway project as such.

With a full understanding that flexibility is an important prerequisite for the successful implementation of a project, partnership or any other venture, *the evaluation recommends that GENDER considers using strategic planning and improved monitoring in the future, also in Partnership agreements such as the Norway funded project* (strategic plans can be adjusted as necessary, and should be treated as flexible instruments to assist project management, as intended).

GENDER should develop a strategy to promote gender equality and gender mainstreaming in the ILO in view of the new/up-coming RBSA arrangements. If development partners (donor agencies) increasingly find RBSA to be an efficient and a preferred channel to fund technical cooperation, the Gender Bureau may as a result have less direct “entry” to technical cooperation “on the ground”, as it were, and less available resources to support gender mainstreaming work. Such a strategy would also clarify for other units the role of GENDER, and would also state the level of resources GENDER would require to continue to improve its services within the ILO and its cooperation with other organisations.

Part of this strategy could be to improve ILO’s skills and capability for monitoring and evaluation an example being guidance to projects on *gender specific-indicators* in its Checklists distributed to the field.

Relevance of the Project

The Project has been relevant and well in line with ILO’s policies and commitments to gender equality as being intrinsic to the goals of Decent Work and poverty alleviation and also as an instrument for a more inclusive globalisation. This commitment was reinforced in the organisation’s 2006-07 Programme and Budget by recognising gender mainstreaming as a strategy for which all units of the Office have shared responsibility.

Thus, in March 2005 the ILO Governing Body made the decision that the ILO should work with constituents and donors so that all ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle.

Effectiveness

Effectiveness relates to the extent to which the Project's interventions have achieved its objectives. In order to be able to determine this, the evaluation has systematically looked at the eight outputs in the Revised Concept Note, assessing to which extent these have been achieved (achieved, partially achieved and not achieved), taking into account their relative importance, and if possible quality and quantity depending on available information.

It was found that the Project has been able to reach its objectives and been quite effective as the majority of the outputs were produced satisfactory, with the understanding that some outputs have been more important than others in producing the intended outcomes and being aware of the fact that some activities did not materialize for various reasons which are explained in the report.

Efficiency

The evaluation has briefly reviewed how funds and resources were spent/utilized and assessed that the costs of the Project are justified judging by its results, as revealed in this report. The management expected that all funds would be utilized by the closure of the Project, in February 2009.

Sustainability

Sustainability has been here been interpreted as a measure of whether the benefits of the activities are likely to continue after the Project's completion. There are two key aspects considered, the first is whether, through the adoption and uptake of the gender mainstreaming approaches will be replicated in the ILO and the second whether the partnerships built with other organisations are likely to continue for the foreseeable future. The assessment is that the likelihood of sustainability would be found in:

- Highlighted and *increased availability of information and improved knowledge* on girls and women in agriculture, a previously neglected area, with IPEC, FAO and IFAD as partners, and having broadened GENDER's network and increased visibility of its work both at headquarters and in the regions; and
- Identification of gender related research carried out by the ILO, *with pointers for further research in clearly defined areas*;
- Having addressed women domestic workers, *which ought to contribute* to a Convention on this topic in 2010.

Furthermore, the global awareness-raising campaign "Gender Equality at the Heart of Decent Work" has had a wide audience with several themes also made visible through the Norway gender project, and as such the general discussion of gender equality at the 2009 ILC is likely to *further these issues* in the world of work and receive further attention.

Lessons learned

Some lessons have been drawn for ILO to consider:

- i) The ILO and donor agencies should in the future consider including a full assessment of gender mainstreaming into the overall evaluations of a Partnership Agreement (that includes several departments), instead of evaluating GENDER specifically ("isolated" from the overall evaluation). Perhaps this would give a more holistic overview of what has been accomplished and the responsibilities for the implementation would be clearer.
- ii) Full inter-departmental cooperation on gender mainstreaming activities cannot be expected between GENDER staff and other ILO technical units if principles for gender mainstreaming and

gender equality are not commonly shared. This includes methods for training and empowering women.

iii) The Project has targeted ILO/Norway project managers of ILO departments. A lesson drawn is that full appreciation for gender mainstreaming from Department Heads should be ensured as well.

iv) The mapping and review of ILO's research of gender equality and women empowerment has revealed gaps that need to be followed up as well as lack of coherent and coordinated efforts. For research to be meaningful as a basis for policies and technical cooperation research need to be improved and in so doing the field gender specialists should continue to be actively involved and supported by headquarters. Information sharing between the field and Headquarters on ideas should be further encouraged.

v) At headquarters, most of the interviewed staff including GENDER, has been satisfied with the disbursement of small funds for certain activities in different technical departments in a flexible manner. Some of the field gender specialists have expressed the opinion that the small funds they have received from GENDER is not an approach they value. The RBSA funding has been seen as more attractive, as more in-depth and decentralised gender related interventions could be carried out, implemented by actors in the field. One lesson, which is *yet to be learned*, is how the RBSA arrangements fall out and as much as possible GENDER should monitor and learn from field activities generated through RBSA.

2. Structure of the report

This report starts with an Executive Summary, Chapter 1, followed by an explanation of how the report is structured in Chapter 2. The remainder of the chapters are Background in Chapter 3 which includes an introduction to the 'Gender Mainstreaming in ILO/Norway Partnership Agreement 2006-2007.

Purpose, scope and clients of the evaluation are dealt with in Chapter 4, after which the report explains what methods were used to collect information and data - on which to base findings and conclusions in Chapter 5.

Main findings regarding the Project's relevance and design are presented and discussed in Chapter 6. An assessment of progress and implementation and a time line is found in Chapter 7, followed by Chapter 8, which is an assessment of performance and impact of the Project. Sustainability is discussed in Chapter 9, main conclusions and recommendations in Chapter 10, followed by some Lessons Learned in Chapter 11.

There are five Annexes to the report.

3. Background

3.1. Gender mainstreaming in ILO/Norway Partnership

The Gender Mainstreaming in ILO/Norway Partnership Agreement 2006-2007 is an inter-departmental partnership, which started in July 2006 and was completed at the end of February 2009. Although it is not referred to as a “project” in the traditional sense but as interventions being part of a larger partnership including other actors, it is for all intents and purposes hereafter referred to as a Project.

The Bureau for Gender Equality (hereafter referred to as GENDER) was vested with the responsibility to assist and support five other ILO departments – also having Projects under the ILO/Norway partnership - to technically, and/or financially *mainstream gender within these projects*. GENDER has thus worked in cooperation with the other five projects, assuming a facilitating role vis-à-vis these units. This facilitating role depended, to a rather high extent, on the other units/projects’ initiatives and actions - as this report shows. Some activities were initiated and carried out by GENDER itself, however, still in close cooperation with others.

The collaborating ILO units/offices are DIALOGUE, INTEGRATION, DECLARATION, Employment Sector, Social Security Sector, ACT/EMP, ACTRAV as well as relevant ILO field offices. These units are all supported by the *overall* ILO/Norway Partnership Agreement that focuses on women’s empowerment, child labour, social dialogue, discrimination, youth employment and policy coherence (Source: Technical Progress Report July-Dec 2007).

The activities have had inter-regional coverage. The total budget is \$991,750 (which includes the 2006-07 allocation of USD 700,637 and the additional allocation in 2008 of USD 291,113 (an exchange rate gain).

The Project started in July 2006, expected to be a first phase to end in June 2008, to be followed by a second phase. It was extended on a “no-cost” basis to end February 2009 – with no further extension into a second phase, while the other ILO/Norway projects were granted to extend their activities with new funding from Norway to a second phase.

The Project’s activities have been to develop, and make accessible to ILO staff and constituents through knowledge sharing, a knowledge base of gender equality interventions in the world of work. The work is particularly related to themes such as child domestic work, bonded labour, youth employment, basic education, and social security. The ILO aims to ensure that this knowledge base is managed and made widely accessible to ILO staff and constituents for their benefit. Furthermore, efficient management and expansion of the knowledge base is regarded essential for continuously meeting diverse demands from ILO staff and constituents for guidance on how to design and implement relevant elements of a gender mainstreaming strategies¹ (source: Revised Concept Note).

3.2. The nature of the Project

The thrust of GENDER is gender equality and women’s empowerment. GENDER is officially responsible for the implementation of the Project which aims at ensuring that gender concerns are systematically mainstreamed in the ILO/Norway Partnership Agreement i.e. “actively integrated into the programme of the partner units” (source: Progress report July-Dec 2007).

More specifically, it is intended to integrate (mainstream) the gender dimension in ILO programmes and activities involved in the overall agreement receiving funds from Norway, to

¹ Source: The Project’s Revised Concept Note.

encourage social dialogue, combat child labour and promote social dimensions of globalisation and the declaration on fundamental principles and rights at work (Policy Paper).

The nature and set up of Gender Mainstreaming in ILO/Norway Partnership Agreement hereafter referred to as the Project, has been somewhat complicated - as in many gender mainstreaming projects - in the sense that in “ensuring that gender concerns are systematically mainstreamed²” in the other ILO/Norway projects, it has been quite “dependent” on the other five ILO/Norway projects under the partnership as noted further in this report.

² Source: Progress Report July-Dec 2007.

4. Purpose, scope and clients of the Evaluation

The purpose of the external evaluation is to analyse the role the project has played in promoting gender mainstreaming within the ILO, as well as to identify whether it also has played a role vis-à-vis UN agencies. It should also determine in which ways the Project has facilitated knowledge development and how sustainability of activities has been envisioned by the Project.

The evaluation has been undertaken to determine the Project's relevance, effectiveness, efficiency and sustainability according to ILO evaluation standards, also corresponding to the OECD/DAC evaluation criteria. It also assesses the role of the Project in mainstreaming and increasing the "visibility" of gender concerns, particularly in the work of the five ILO departments that are involved in the overall ILO/Norway Partnership and its activities on knowledge development and capacity building.

The clients of the evaluation are the following ILO units³:

- ▶ Bureau for Employers' Activities (ACT/EMP)
- ▶ Bureau for Workers' Activities (ACTRAV)
- ▶ Department of Communication and Public Information (DCOMM)
- ▶ International (IPEC)
- ▶ Employment Sector
- ▶ Policy Integration Department (INTEGRATION)
- ▶ Programme for the Promotion of the ILO Declaration on Fundamental Principles and Rights at Work (DECLARATION),
- ▶ ILO's International Training Centre in Turin (TURIN)

³ These are clients specified in the Terms of Reference of the Evaluation, Annex I.

5. Methodology Employed

Qualitative information and data collection methods were employed throughout the Evaluation, e.g. desk reviews, consultations and interviews. The evaluation has, apart from interviews at headquarters and with social partners in Norway, included contacts with ILO regions in the form of interviews, replies to questionnaires and e-mails. Much of the work of the project was at headquarters level in Geneva with the aim of supporting inter-regional and global level work. The project has had little emphasis on ‘demonstration type’ projects (typical of much technical cooperation) and therefore there was no requirement for the evaluator to make visits at country level, i.e. in countries where ILO units received support through the Project (reference: GENDER).

5.1. Desk Review

The desk review started on December 25th. The main steering documents of the Project under evaluation was reviewed, i.e. the Policy Paper, the revised Concept Note and progress reports.

Concept Notes and some Progress Reports of other departments involved in, and receiving funds from the overall ILO/Norway Partnership Agreement were also made available, as well as the project document of the ongoing Norway-funded ILC campaign (“Gender Equality at the heart of Decent Work”). In addition, a number of related materials were provided by many staff members, e.g. technical reports, mission reports, workshop reports, budgets and financial statements, Power Point presentations, newspaper articles, brochures, posters and videos (for a full list of documentation made available and referred to, see Annex V).

Some e-mail correspondence has also been looked into when this was recommended by the Project manager and/or requested by the evaluator.

5.2. Interviews

5.2.1. Time and location

The interviews were carried out at ILO Headquarters, Geneva. Prior to the interviews, a few briefing sessions were held with the management and concerned staff of GENDER already on 25 November, while the interviews, including those with relevant specialist in the field, were carried out between 1 December 2008 and 7 January 2009.

5.2.2. Questions guiding the interviews

A preliminary checklist with mainly semi-structured, open-ended questions was used to aid the interviews (Annex III).

5.2.3. Interviewees

In total, evaluation interviews were carried out with twenty-four persons, including GENDER staff, to gather information, data and discuss various aspects of the Project (Annex IV):

- Staff members from eleven departments at ILO Headquarters were interviewed; from GENDER, ACTRAV, ACT/EMP, IPEC, DECLARATION, Employment Policy Unit, PARDEV, INTEGRATION, DCOMM, TRAVAIL and TURIN⁴. GENDER staff in charge of the Project was met with several times. In a few instances,

⁴ Information was received from an ILO official formerly based in Turin, now based at ILO Headquarters.

interviews/discussions were held with small groups of 2-3 persons, focusing on specific themes;

- Three ILO Gender Specialists, based in ILO-SRO New Delhi, ILO-SRO San José and ILO-SRO Bangkok, respectively, were interviewed over the phone;
- E-mail contact was established with the ILO Gender Specialist based in ILO-RO Addis Ababa (however it was learned that she had had no involvement in the Project). The Gender Specialist in ILO-RO Beirut replied to the evaluation questionnaire;
- Brief written comments were received from a representative of the employers' organisation, NHO, in Norway, while a telephone interview was held with the representative of LO, the largest workers' organisation in Norway; and
- The evaluator, with the assistance of GENDER, contacted (via e-mail and phone) a representative of the Ministry of Foreign Affairs in Norway. An interview did however, not materialize due to difficulties in finding a mutually suitable time within the evaluation period⁵.

5.3. Evaluation criteria

The evaluation of the Project has applied standard OECD/DAC and standard ILO criteria:

<p>Relevance</p> <p>The extent to which the Project is in line with the ILO's commitment to gender mainstreaming and gender equality at the heart of decent work</p>
<p>Effectiveness</p> <p>The extent to which the Project has achieved its objectives.</p>
<p>Efficiency</p> <p>The extent to which the costs of the Project can be justified by its results</p>
<p>Sustainability</p> <p>The continuation or longevity of benefits from the Project's interventions after the cessation of the project.</p>

⁵ At the time when an interview was suitable for the Ministry representative, the evaluator was on another (field) assignment in Northern Vietnam.

6. Findings on Project Relevance and Design

6.1. Project relevance vis-à-vis ILO policy and commitments

The Project has been relevant and well in line with ILO's policies and commitments to gender equality as being intrinsic to the goals of Decent Work and poverty alleviation and also as an instrument for a more inclusive globalisation.

This commitment to promoting gender equality was reinforced in the organisation's 2006-07 Programme and Budget by recognising **gender mainstreaming as a strategy for which all units of the Office have shared responsibility**. Thus, in March 2005 the ILO Governing Body made the decision that the ILO should work with constituents and donors so that all ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle (see also Excerpt from Minutes of 292nd session of ILO Governing Body, GB292/PV, in Annex II of this report).

The ILO is also piloting new ways of extending its gender equality strategy to the constituents and to incorporate gender equality as a crosscutting theme in ILO/multi-bilateral donor agreements. Gender-specific projects have been undertaken as well as the establishment of gender equality allocations within individual project budgets.

These measures have enabled promotional and advocacy work as well as technical support and advice to ILO constituents on ways to adopt and implement legislation that facilitates ratification of the key equality Conventions: Equal Remuneration Convention (No. 100), Discrimination Convention (No. 111), Workers with Family Responsibilities Convention (No. 156), Maternity Protection Conventions (No. 183) (*source*: Revised Concept Paper).

6.2. Project design

This chapter examines the design of the Project, including the logic that would explain how the Project's objectives are to be achieved. The analysis is primarily based on the steering documents, produced by GENDER and submitted for external funding, entitled "Policy Paper" which covers 2006-2007 and has a budget of USD 700,637 (the original document) and the "Revised Concept Note", which includes the 2008 allocation of USD 291,113, making the total budget of the Project USD 991,750.

The donor agency/development partner did not require ILO to submit a regular Project Document, nor a Summary Project Outline (SPROUT) or Logical Framework Matrix. In the absence of a Logical Framework (LF) for the Project, two Tables have been construed by the evaluator (see below) based on the information in the two steering documents; i) Policy Paper 2006-2007⁶ and ii) Revised Concept Note 2006-2007 with the 2008 allocation⁷.

6.2.1. Policy Paper 2006-2007

Project objective

When attempting to appreciate the logic behind the activities to be implemented by GENDER, it was found that the first document, the Policy Paper on which funding was based, refers only to ILO's overall gender equality objective and only in relation to the Gender Equality Partnership

⁶ "Policy Paper, Gender mainstreaming in ILO/Norway partnership agreement 2006-07"

⁷ "Revised Concept Note, Gender mainstreaming in ILO/Norway partnership agreement 2006-07, and 2008 allocation"

Fund (established by GENDER in 2003⁸). There is no mention of any *specific* objective or goal of the Norway-funded gender mainstreaming activities as such.

Outputs

There are two outputs formulated in this first document (each with a set of activities to reach the outputs): Output 1: ILO/Norway project partners, ILO staff and other stakeholders increase their capacity on promoting gender equality in the world of work by systematically integrating gender concerns in the planning, monitoring and implementation of different project activities; and Output 2: The ILO/Norway programme is gender mainstreamed and the ILO's knowledge base on gender equality is applied as a tool in the ILO's efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.

Activities/activity components

Five specific activities/activity areas are intended to lead to Output 1, and three activity areas would lead to Output 2.

Strategy

The document states that a “two-tier gender equality strategy” was to be applied as follows:

- i) Build capacity on gender mainstreaming to enable project staff to develop and implement a gender mainstreaming strategy for the projects, including gender sensitive planning of the design, implementation and monitoring of the projects; and
- ii) Knowledge management and knowledge sharing on gender equality, considered essential for ILO's continued effort and commitment to expand its knowledge base on gender equality in technical cooperation and to compile and share good practices of gender mainstreaming in the world of work.

It is emphasized that the donor recognises the centrality of gender equality in the attainment of sustainable social and economic development and is committed to the achievement of Millennium Development Goal No. 3, “Gender Equality and the Empowerment of Women”.

The gender mainstreaming promotional/technical cooperation activities were to be primarily directed within the areas in which the Government of Norway has decided to actively support ILO through the ILO/Norway Partnership (the first phase to be provided during 2006-07, and later on extended) namely social dialogue, child labour, social dimensions of globalisation and declaration on fundamental principles and rights at work.

The strategy proposed to strengthen gender mainstreaming in the overall ILO/Norway Partnership is to support capacity building on gender equality for project staff, thus enabling them to design and systematically apply gender mainstreaming strategies in the individual projects.

⁸ The Fund combines ILO regular budget and extra-budgetary resources.

Table 1: Outputs and activities of the first document (Policy Paper)

Outputs	Activities
<p>Output 1: ILO/Norway project partners, ILO staff and other stakeholders increase their capacity on promoting gender equality in the world of work by systematically integrating gender concerns in the planning, monitoring and implementation of different project activities.</p>	1. Identifying needs for capacity building and supporting the design and implementation of appropriate capacity building interventions on gender mainstreaming.
	2. Offering technical support on ways to systematically mainstream gender in the project cycle and assisting in developing strategies for gender mainstreaming within the individual ILO/Norway projects.
	3. Assisting in preparing gender-sensitive indicators for the ILO/Norway programme to measure impact on gender equality during monitoring and evaluation.
	4. Assisting in developing and sharing adapted tools and guidelines for gender mainstreaming project activities.
	5. Offering technical support and advice on adopting and implementing legislation that facilitates ratification of the key equality Conventions.
<p>Output 2: The ILO/Norway programme is gender mainstreamed and the ILO's knowledge base on gender equality is applied as a tool in the ILO's efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.</p>	1. Compiling, analysing and sharing lessons learnt and good practices on gender mainstreaming within ILO/Norway projects.
	2. Establishing collaboration and networking on gender equality initiatives between ILO/Norway projects and other relevant ILO projects, including efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.
	3. Knowledge sharing workshops on gender equality in the world of work to consolidate findings and share experiences on the above. The workshops will involve ILO/Norway project partners and other relevant stakeholders.

6.2.2. Revised Concept Note 2006-2007 with 2008 budget allocation

In the second steering document (revised Concept Note) the “**outputs**” of the first document were redefined as “**objectives**” which clearly improved Project’s framework, with a number of new outputs defined, however with the activity components intact, see the Table 2 below.

Table 2: Revised logic in Revised Concept Note

Objective No. 1:	
ILO/Norway project partners, ILO staff and other stakeholders increase their capacity on promoting gender equality in the world of work by systematically integrating gender concerns in the planning, monitoring and implementation of different project activities.	
Outputs to Objective No. 1	Activities to outputs
1. With IPEC, pilot activities in Malawi and United Republic of Tanzania to implement the Agricultural Partnership agreement with five agencies to combat child labour in agriculture.	1. Identifying needs for capacity building and supporting the design and implementation of appropriate capacity building interventions on gender mainstreaming; 2. Offering technical support on ways to systematically mainstream gender in the project cycle and assisting in developing strategies for gender mainstreaming within the individual ILO/Norway projects; 3. Assisting in preparing gender-sensitive indicators for the ILO/Norway programme to measure impact on gender equality during monitoring and evaluation; 4. Assisting in developing and sharing adapted tools and guidelines for gender mainstreaming project activities; 5. Offering technical support and advice on adopting and implementing legislation that facilitates ratification of the key equality Conventions.
2. With IPEC, technical and advisory support to ensure the prominence and visibility of the girl child in the 2008 World Day Against Child Labour (with the theme education for all).	
3. With ACTRAV support to organising and empowering women workers in the informal economy in India.	
4. With various units, a number of outputs relating to domestic work, in preparation for the 2010 agenda item for a Convention.	
5. With Declaration, the production of advocacy and promotional materials on pay equity.	
6. With various units, including the Department of Communications, promotional and advocacy materials on different themes with the Global Campaign Gender Equality at the Heart of Decent Work.	
7 A number of further outputs are envisaged in partnership with various departments, particularly those supported by the Norwegian partnership programme.	
8. Support to one of the ILO's most highly visible events: International Women's Day, including the production of a short film on women and microfinance in Sri Lanka.	
Objective No. 2:	
The ILO/Norway programme is gender mainstreamed and the ILO's knowledge base on gender equality is applied as a tool in the ILO's efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.	
Outputs to Objective No. 2	Activities to outputs
<i>"Through collaboration with key units at headquarters level and through supporting activities with field level a number of outputs are envisaged including":</i>	

1. With IPEC, research on men and masculinities in the context of the commercial sexual exploitation of children.	<p>1. Compiling, analysing and sharing lessons learnt and good practices on gender mainstreaming within ILO/Norway projects;</p> <p>2. Establishing collaboration and networking on gender equality initiatives between ILO/Norway projects and other relevant ILO projects, including efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures;</p> <p>3. Knowledge sharing workshops on gender equality in the world of work to consolidate findings and share experiences on the above. The workshops will involve ILO/Norway project partners and other relevant stakeholders.</p>
2. With IPEC, research on various themes within the topic of children in armed countries (4-5 countries).	
3. With IPEC, data analysis of working time of the girl children including both paid and unpaid work.	
4. With various departments, data analysis of the gender dimensions of youth employment/unemployment, using 'School-to-Work transition data'.	
5. With various departments and field offices, research outputs on domestic work to support the 2010 ILC agenda item.	
6. With various departments, follow-up support to the 2008 ILC discussion on agriculture, including research and data analysis of women in agriculture.	
7. A number of further outputs are envisaged in partnership with various departments, particularly those supported by the Norwegian partnership programme.	

6.2.3. Observations and reflections on Project Design

Lack of structure of the Project

There are objectives, outputs and activities specified in the steering documents as seen above. However, it is not clear which activities were specifically supposed to lead to which outputs as they are only listed in the documents – not placed *in relation* to each other.

Outputs to Objective No. 1

- There are 5 specified activities to lead to 8 different outputs, however it is not clear which activities “belong” to which outputs as the activities are listed not placed in relation to any specific output.
- These “outputs” are in fact activities: 1, 2 and 3.
- Output No. 4 and 7 are unspecified.

Outputs to Objective No. 2

- Output no. 6 is in fact an activity.
- Output No. 7 is unspecified.
- There are no indicators, or targets specified.
- There is no discussion about risks/assumptions.

7. Progress on Implementation

7.1. Project events and time line

The following is based on the reporting by GENDER (there are four Technical Progress Reports⁹ - TPRs). It explains how initiatives and cooperation between GENDER and the other ILO/Norway funded programmes evolved over time and some of the challenges faced on the way (the numbering of the activities are those of the evaluator).

JULY – DEC 2006

GENDER received funds for implementation in June 2006. The TPR for the period July-December is dated 30th April 2007. This first progress report, apart from reporting on activities undertaken, also mentions issues to be followed up¹⁰. The project manager started developing partnerships with staff of the other departments under the ILO/Norway Partnership. In brief, the following are the main points reported on in the plans and work with the other units:

1. ACTRAV – on social dialogue

Attempts were made to start up cooperation with ACTRAV, however this did not materialize until much later for reasons that were related to circumstances within ACTRAV including its own work programme - and thus beyond the “control” of GENDER.

2. ACT/EMP – on social dialogue

GENDER was involved in a Sub-Regional Workshop for Employers: Sharing Experiences and Lessons Learnt in Combating Child Labour, organized by ACT/EMP, hosted by the Federation of Kenya Employers (FKE) in Nairobi in November 2006¹¹. The objectives were to “share information and experiences on combating child labour in the agricultural sector, where most child labour is found”, and to “ensure that the interests of women and girls are considered parallel to those of men and boys within the child labour projects and the employers’ organizations”.

3. IPEC – on combating child labour

Possible collaboration was identified, such as girls employed in mining industries access to education for the girls and boys and improving child labour statistics, including data on girl child domestic workers and equal pay for work of equal value will have to be undertaken.

4. DECLARATION and INTEGRATION – identifying possible cooperation

Discussions were held about possible cooperation. Planning initiatives were placed under the umbrella of the ILO Research and Publications Committee (RPC), which is chaired by International Institute for Labour Studies (INSTITUTE).

Discussions were also held about bringing together all officials who have conducted gender-sensitive research or specific research on gender equality issues, as well as those that have been involved in research, supervision, policy-development or capacity building on pay equity matters. This would include a preliminary review of research findings and was later on developed into a gender research mapping exercise (see below). (It was proposed that GENDER jointly with these programmes would hold a Headquarters and field meeting in Geneva, 21-25 May 2007.)

⁹ The TPRs are: 1 July – 31 December 2006, 1 January – 30 June 2007, 1 July – 31 December 2007 (Dated: 27 March 2007 (?)) and 1 January – 30 June 2008 (no TPR report has been made available for the period July – to date).

¹⁰ Work plans (for subsequent periods) were not a requirement.

¹¹ This was intended to be the first in a series of workshops reviewing child labour activities in employer organisations from a gender perspective in Ethiopia, Ghana, Kenya, Malawi, Swaziland, United Republic of Tanzania, Uganda and Zambia.

Constraint mentioned

A constraint mentioned during this first work period, was the “lack of capacity among ILO staff in terms of incorporating gender dimensions into the different programmes.”

JAN – JULY 2007

During the second reporting period, the ILO Governing Body made the decision (298th session of March 2007) to place gender equality on the agenda of the 2009 International Labour Conference (ILC) as a general discussion item. The report expresses that the “current achievements of this Norway project will invariably contribute to the overall reporting on progress made on gender equality in 2009”.

The initiatives to collaborate with other units started to take shape. Attempts were made to address specific needs to mainstream gender equality issues, and to generate a longer-term understanding and appreciation for incorporating gender dimensions as a “natural reflex” (among the other units) into the work. Reportedly, the “acceptance” of including gender issues within the work of other units was determined by identifying entry points for gender equality issues.

1. ACTRAV – on social dialogue

Cooperation on employment generation for young women was discussed as a potential entry point for ILO activities in Nepal. Cooperation with ACTRAV had still not materialised.

2. ACT/EMP – on social dialogue

Cooperation was undertaken regarding a Training Manual, “Tackling Youth Unemployment the Employers’ Way”, prepared by the International Training Centre (ITC) in Turin, Italy. Revisions made included the incorporation of gender-sensitive material and examples highlighting employment for young women.

As follow-up of the Sub-Regional Workshop for Employers on Child Labour November 2006, proposals were developed for Africa and for other regions. (Another sub-regional meeting was planned for the first quarter of 2008 in which gender sensitivity training was to be addressed but this did not take place for reasons beyond the control of GENDER.

2. IPEC – on combating child labour

An area of cooperation identified with IPEC was the issue of the girl child in agriculture. Through its collaboration with IPEC, partnerships were developed with the Food and Agriculture Organization (FAO), the International Fund for Agricultural Development (IFAD), the International Food Policy Research Institute (IFPRI) of the Consultative Group on International Agricultural Research (CGIAR), the International Federation of Agricultural Producers (IFAP - representing farmers/employers and their organizations), and the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers’ Associations (IUF - representing workers and their organizations).

A joint mission to Rome was undertaken (GENDER and IPEC) where representatives of FAO and IFAD were met with and discussion held regarding partnership, including planning of the World Day Against Child Labour (WDACL), which took place on June 12, 2007.

GENDER was involved in and attended a training course on Combating Child Labour in Turkey with Gender Sensitive Approaches. The training was held with the objective of building capacity of the Turkish Ministry of Labour, in particular the staff of the Child Labour Unit. The course was held in collaboration with IPEC, IPEC-Turin and ILO-Ankara’s IPEC programme to build the capacity of the Turkish Ministry of Labour and its relevant departments, in particular the Child Labour Unit.

3. Workshop on Gender & rights in the Informal Economies, Arab States

A workshop was held in Tunis in March, in which GENDER participated, on Gender and Rights in the Informal Economies of the Arab States (it also supported publications for the workshop of about \$17,000). The background is that the ILO Regional Office for Arab States (ROAS), together with the Centre for Arab Women Training and Research (CAWTAR) started a regional project on “Gender and Rights in the Informal Economies of the Arab States” in November 2006. GENDER’s involvement included advice on legislation, facilitating “ratification of the key equality Conventions”.

4. InFocus Initiative on the Informal Economy (within EMP/POL), MIGRANT, IPEC, DECLARATION and TRAVAIL – on domestic workers

GENDER led an initiative (“stocktaking exercise”) with the above-mentioned programmes on the issue of female domestic workers¹², defined as those women/girls who are employed in households of others for housework and/or care of the young and elderly.

5. DECLARATION and INTEGRATION – on gender research mapping

As a follow up to earlier plans, GENDER, Declaration and Integration started a comprehensive a mapping exercise of all ILO research on women and gender broadly *covering the last seven years*. The purpose of this was to assess the role and relative importance to ILO’s delivery on research, and thus acquire “an empirical basis for policy advice”. This work involved staff at Headquarters and in the regions.

This joint planning initiative (placed under ILO’s Research and Publications Committee – RPC, as reported earlier) was regarded by GENDER as “key” in terms of its information and knowledge-sharing strategy. This work culminated in a Workshop in Geneva in May 2007, with the participation of ILO Field Gender Specialists from the regions who had “conducted gender-sensitive research or specific research on gender equality issues”.

Constraint mentioned in the report

Other ILO staff members are extremely busy, and faced with reduced assistance and funding in their work.

JULY – DECEMBER 2007

During the third reporting period, an Annual Review Meeting of the ILO/Norway Partnership was held in Geneva (16 November 2007). GENDER presented its progress on gender mainstreaming activities with the other departments. On 10 December 2007 a consultation was held in Norway about past activities and future plans. High-level representatives from relevant government ministries (Labour; Foreign Affairs; and Family and Indigenous Affairs) were present, as were senior representatives of the Norwegian Workers’ and Employers’ organizations (LO and NHO). (A no-cost extension of the partnership was granted, until the end of 2008).

The report expressed that new ideas for cooperation were explored during the period and joint planning with others was strengthened. Other units had started initiating collaboration and sought GENDER’s inputs and the report from this period states that active cooperation was developed with “all the key units participating in the ILO/N Partnership”.

GENDER continued to be “the lead unit” in the follow-up to the gender research mapping on the informal economy reported on above. In other cases, the progress report states, GENDER played a contributing role to mainstream gender concerns into the work of others.

¹² The Fundamental Principles and Rights at Work contained in the ILO Declaration 1998, apply to all categories of workers including those employed in households. As “entry” into the private sphere of the household is restricted, it is particularly difficult for member States to provide adequate protection to domestic workers.

1. ACT/EMP – social dialogue

ACT/EMP initiated cooperation on a Training Manual (“Tackling Youth Unemployment the Employers’ Way”), prepared by ITC and was “piloted” at an ACT/EMP, IOE and GENDER sub-regional pilot workshop in Kathmandu, Nepal, in February 2008, with the active participation of gender specialists, supported by GENDER.

3. ACT/EMP – on child labour

As a follow-up to the "Employers' in the Fight against Child Labour: Inter-Regional Conference on Sharing Experiences and Lessons Learnt in Combating Child Labour” held in Istanbul (27-28 September) the report states that ACT/EMP and GENDER planned to prepare of a simple guideline for Employers on girl child employment in agriculture in Central Asia and Eastern Europe. A checklist/guideline was prepared by the project on gender, agriculture and child labour which was disseminated in an inter-regional workshop in Baku.

3. ACTRAV – on a TC project in India

The cooperation with ACTRAV took shape in the form of supporting the unit in its backstopping/implementation of a Technical Cooperation Project implemented in Madhya Pradesh and Tamil Nadu, in India entitled ‘Organizing and Empowering Women Workers in the Informal Economy’¹³. This project specifically targets women in the informal economy. The report refers to the importance of this cooperation with ACTRAV as discussed in Geneva during the review meeting with the Norwegian development partner (16 November 2007) and that “while gender equality was the ultimate goal, the interim objective of women’s empowerment should also be actively pursued”.

4. IPEC – on children and women in agriculture

A workshop on child labour in agriculture was organized by IPEC in Geneva, 28-29 January 2008. The workshop would include the six agencies involved in the agricultural partnership with support from GENDER. The Project supported the participation of key gender specialists within each of the agencies to attend and also made inputs into the meeting.

GENDER was requested by FAO to review and contribute to a new policy brief from their programme on sustainable agriculture and rural development “the SARD Initiative”. This policy brief, entitled SARD and Women, is one in a series of short 2-4 page policy briefs designed primarily for mid- to senior-level government decision-makers. The briefs are to be used at the Commission on Sustainable Development, to be distributed to FAO Representatives, Permanent Representations, and select Government Ministries.

The TPR states that the policy brief highlights the need to improve gender equality in laws, policies, programmes and institutions, and “now includes reference to ILO key equality conventions as well as the Safety and Health in Agriculture Convention No. 184”. Further reference was also made to women wage workers as well as women’s representation in trade unions.

5. IPEC – on girls in mining

The issue of girls employed in mining industries was reportedly discussed already during the first months of the work of GENDER (in the Norway-funded partnership work, see above). The ILO

¹³ The report states that the “two units agreed to support the ILO/Norway Workers' Education through Social Dialogue project through ACTRAV/GENDER Joint Activities, with ACTRAV as the lead unit”, in which GENDER would ensure that the key equality conventions are included in the capacity building activities in order to strengthen the rights approach already planned in covering C. 87 and C. 98 on Freedom of Association and Protection of the Right to Organise.

saw an opportunity to work on this issue, as there was raised interest through e.g. press documentaries, industry and consumer efforts (e.g. the “Diamond Initiative”), and the high profile “Blood Diamonds” film. Although there is some information on the work, which boys do in mines and in relation to mining work – little was known about the roles and activities of girls in mining areas.

The report states that on this issue, GENDER coordinated the preparation of a report presented at a World Bank Conference on Communities and Artisanal & Small-scale Mining (CASM) held in Ulaanbaatar in September 2007. As a result of a meeting held in Mongolia the ILO Specialist on Mining and Basic Metal Production of the Sectoral Activities Programme received a request from the Ministry of Mines in Ethiopia, for ILO assistance in developing a study on child labour in mining, specifically targeting girls. The ILO Regional Office in Addis Ababa identified a professional to develop the study with contributions from IPEC and GENDER and hold a technical workshop for Ministry of Labour and Ministry of Mines and constituents in 2008.

Girls in mining

There is anecdotal material that girls are engaged in tasks associated with mineral extraction and processing, with housekeeping and support to the miners, and with sexual services, but there is little concrete information on the range of tasks, the amount of time spent in various types of work, what proportion of the workforce they constitute, age, origin, etc. Most of all, there is scarce information on the effect that exposure to the mining industry has on girls’ lives and livelihood, and of the dynamics that brought them to this situation and which will lead them out of it

Research carried out by the ILO Programme on the Elimination of Child Labour (IPEC) in four countries – Ghana, Niger, Peru and United Republic of Tanzania – has shown that girls as well as boys are involved in hazardous work in the small-scale mining industry, more frequently so than was previously recognized.

Girls are not only involved in tasks related to the extraction, transportation and processing stages of mining, they are also upheld to their traditional female responsibilities in the home. In the end, while performing just as hazardous tasks as boys, they work longer hours, have a greater workload and often have a lesser chance of schooling, withdrawal or rehabilitation. The issue of girl child labour in mining is largely unknown, it is often not fully recognized by the law, and missed by the intervention services and the media.

(Source: TPR July – 31 December 2007, dated 27 March 2007 (?), Gender Mainstreaming in ILO/Norway Partnership project.)

6. InFocus Initiative on the Informal Economy (EMP), MIGRANT, IPEC, DECLARATION and TRAVAIL – on domestic workers

As mentioned in the second progress report, GENDER has been working on research related to ILO work in the field of domestic workers, in cooperation with the above-mentioned ILO units. The Governing Body considered a proposal for a standard-setting item on domestic workers in the November 2007 session. The discussion was carried forward to the March 2008 session of the Governing Body. The Gender Bureau acted as a major catalyst bringing together relevant departments within headquarters to map existing work and propose a way forward on domestic work. It is reported by the Project Manager that the draft paper that was commissioned was used (informally) to support efforts bringing domestic work as an item on the 2010 ILC agenda for possible standard setting.

7. INTEGRATION and DECLARATION – on gender research mapping and a workshop

The workshop on gender research mapping (Geneva May 2007) was a good opportunity for in-depth dialogue and individual follow-up sessions at Headquarters. Executive Directors and senior managers of the Employment Sector were briefed. The Social Protection sector informed about the extent of gender mainstreaming in its work. Furthermore, the research feedback to this sector triggered the updating of the gender mainstreaming component of the Global Employment

Agenda. Individual mapping of gender research for each sector was conducted and presented at these briefings and main findings of the working groups in the workshop were reviewed.

The report states that mapping of research conducted in the each geographic region was also prepared, separately, and sent to the gender specialists in the field. Suggestions for integrated research subjects that could be conducted by different units and field offices were explored.

Furthermore, it was agreed (among the three above-mentioned units) to review ILO research on women, gender and the informal economy. Thus, an assessment of ILO's research in the area was commissioned to two leading gender academics and researchers of the London School of Economics. The purpose was to improve the work to become more consistent, coherent and provide "policy advice to constituents". The focus in the review was on methodologies applied, key findings, and gaps to be concerned about (see http://www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_091605.pdf).

The review carried out has a number of key findings, *among them* is that ILO's research has found that area-based local development is "one of the potentially promising strategies for a comprehensive and multi-faceted approach for up-grading informal economy workers and economic units and improving their access to mainstream services, social protection and markets" has concluded (see the report for other key findings¹⁴). It reinforces the argument that a "holistic and integrated strategy is required to promote gender equality and decent work within informal and formal economies" and that coordinated efforts to address all the important research areas identified are necessary to "ensure that gender-sensitive initiatives have a chance of transforming social and economic exclusion, including gendered inequalities, on the ground" (pp. 28-29).

The *areas that required further research were*: Reproductive/productive (paid or unpaid work); Globalization and the informal economy; Rights and regulatory frameworks; Improving access to social security; Productivity enhancement through better capabilities and access to resources (including entrepreneurship development); and finally, Organisation, representation and social dialogue.

8. Multinational Enterprises Programme (MULTI) – on Gender & Corporate Social Responsibility (CSR)

GENDER and MULTI explored practices undertaken by private sector enterprises in addressing the contributions of women in their workplaces and gender equality and family-friendly policies. In this context, "CSR practices on women's empowerment and gender equality" from over 400 business cases (that MULTI had identified) were looked at and enterprises were contacted for permission to use their cases and request additional interviews/material for follow-up queries. Information sheets were made about flexible working arrangements (Pakistan), occupational desegregation (Chile), provision of childcare (Kenya), employment of older women workers (Argentina), and income generating opportunities for employees' relatives (India).

Constraint mentioned

A reported challenge was "basic work items have to be thoughtfully analyzed before gender issues can be mainstreamed". Problems were reported in getting messages through to others, e.g. the importance of building in gender equality concerns in work and not as "add-ons". It was concluded that in order to have full incorporation (of activities on gender) into regular budget activities "would be the natural evolution of gender equality interventions, but in the meantime the additional boost from technical cooperation is both necessary and appreciated".

¹⁴ Women, Gender and the Informal Economy, an assessment of ILO research and suggested ways forward, Dr. Sylvia Chant and Dr. Carolyn Pedwell, ILO 2008.

JANUARY - JUNE 2008

During the fourth reporting period, it is reported that an increase of \$291,000 was added to the project through exchange rate gains, bringing the full project budget to \$991,750.

1. ACTRAV – on the India Project (women in informal economy)

The working relationship with the project coordinator for ACTRAV (Norwegian Partnership) had evolved as very fruitful which involved joint activities in the India Project (see above) “to organise about 15,000 women in the informal economy into trade unions in two states”. Intensive capacity building (networks of trade unions) within the informal economy was undertaken in the India project, as well as “sensitising” local government and villages to, in turn, organise and train women on their rights as workers.

2. ACTRAV – on informal economy workers in Nepal

ACTRAV and GENDER explored/discussed possible activities to support the organisation of women and improve their working conditions as follow-up to a survey of informal economy workers, predominately women, in Nepal. This would entail capacity building of trade unions e.g. engaging with constitutional reform. (*This did not materialize*).

3. ACT/EMP – on youth employment

The cooperation included a training manual, named ‘Tackling Youth Unemployment the Employers’ Way (prepared with the International Training Centre, Turin).

4. IPEC – on combating Child Labour

Child domestic workers, commercial sexual exploitation of children and children in armed conflict were topics discussed as possible areas cooperation with IPEC. The following is reported:

- ***Inputs to IPEC on research*** on “Men and Masculinities in the Context of the commercial sexual exploitation of children”. A “Toolkit on the commercial sexual exploitation of children” was planned to be compiled and to be disseminated at the World Congress on the sexual exploitation of children, to be held in Brazil in November. (This was an activity dependent on IPEC’s action, and did not materialize during the project period).
- ***Research on children in ‘typical’ situations in armed conflict***, with a bid for proposals to universities and research institutions, including in Norway. For this activity, TORs were drafted, but the research never took off as it was deemed too expensive and the desk officer involved from IPEC’s side left the programme).
- ***World Day Against Child Labour, 12 June***. Financial and even more importantly, technical resources were provided by GENDER for the development of brochures, posters and other advocacy materials, and technical inputs to develop a specific brochure on the gender dimensions of the 2008 theme: Education for All.
- ***International Agricultural Partnership for Cooperation on Child Labour***. GENDER continued to support the agreement (see above) since its inception in 2007. A planning meeting was held in January with the partners involved (IFAP, IUF, IFAD, FAO). The meeting mapped existing work of the agencies and compiled a list of countries where joint activities could be planned to implement that partnership at national level. Malawi, United Republic of Tanzania, Kenya and Ghana were identified as pilot countries for action.

The above agriculture partnership work with IPEC included:

- **A consultative mission in April 2008** - with national representatives of the international partners in Malawi in which areas of work was identified including training, information

materials, media strategy, as well as capacity building of agricultural extension workers, farmers representatives and trade unions; and

- **A national stakeholders workshop was held in United Republic of Tanzania in May 2008** - with broad participation.
- **An ITC training workshop for constituents on child labour in agriculture in June 2008 – with inputs from GENDER**
- **GENDER and FAO designed a webpage** on the gender dimensions of rural employment for the joint ILO-FAO website and discussions for further collaboration, also including IFAD took place.

Other work during the period:

- **For International Women’s Day (IWD) 7 March 2008** – The Project supported the development of a film on microfinance in Sri Lanka to complement the presentation of Ms Rupa Manel De Silva, founder of the Women’s Bank Sri-Lanka. The film was produced in cooperation with ILO Sri Lanka, DCOMM, and featured by CNN.
- Regarding **the gender research mapping mentioned earlier**, this work contributed to increasing ILO’s capacity to research gender issues. Several avenues for follow-up to the workshop were pursued, for instance “unpaid care work”, regarded as one of the most significant gender barriers to women’s labour force participation in every area of decent work. The attention to ‘unpaid work’ (generated from the mapping workshop) was used as inputs to the Aide Memoire developed by the Division for the Advancement of Women (May 2008) in preparation for an experts meeting on the Unpaid Care Economy, in the context of HIV/AIDS held in October 2008.
- The earlier workshop also generated data, which could be used for monitoring implementation of the **ILO Action Plan for Gender Equality 2008-2009**, including “baseline information on gender sensitive research and tools”.

DECLARATION and TRAVAIL – on domestic Work

GENDER brought together a number of different departments within the ILO to commission an **issues paper on domestic work leading to** support for the proposal for ILO to develop “an instrument” in this area. A draft report was produced and regarded as particularly timely (in light of the Governing Body decision to address the issue at the ILC 2010). This draft is being “used by the responsible department, TRAVAIL, in its knowledge gathering efforts to develop the instrument”.

On the same topic (domestic work) GENDER has also provided resources to ILO-SRO New Delhi **to map skills of domestic workers in Delhi**, as part of the Indian Government’s efforts to upgrade skills within the informal economy.

INTEGRATION, DECLARATION – on the informal economy

GENDER provided financial and technical support to ILO-RO Beirut for a sub-regional seminar on the gender dimensions of the informal economy, held in Tunis 2-6 June. Materials provided were translated into Arabic, as part of a wider communications strategy developed by the ILO gender team in Beirut.

DECENT WORK COUNTRY PROGRAMMES (DWCPs)

GENDER has also given technical support to the design of DWCPs. Through the Quality Assurance Mechanism, inputs were in the area of “outcomes, indicators and implementation strategy”.

Constraint reported

The report states that the prolonged absence of the director of GENDER to some extent had an impact on the delivery of the project. A key lesson learned is the necessity to “continuously follow-up with partners, in light of staff members with extremely busy schedules and multiple assignments. Regular meetings with partners are important in order to forge ahead with the mainstreaming agenda”.

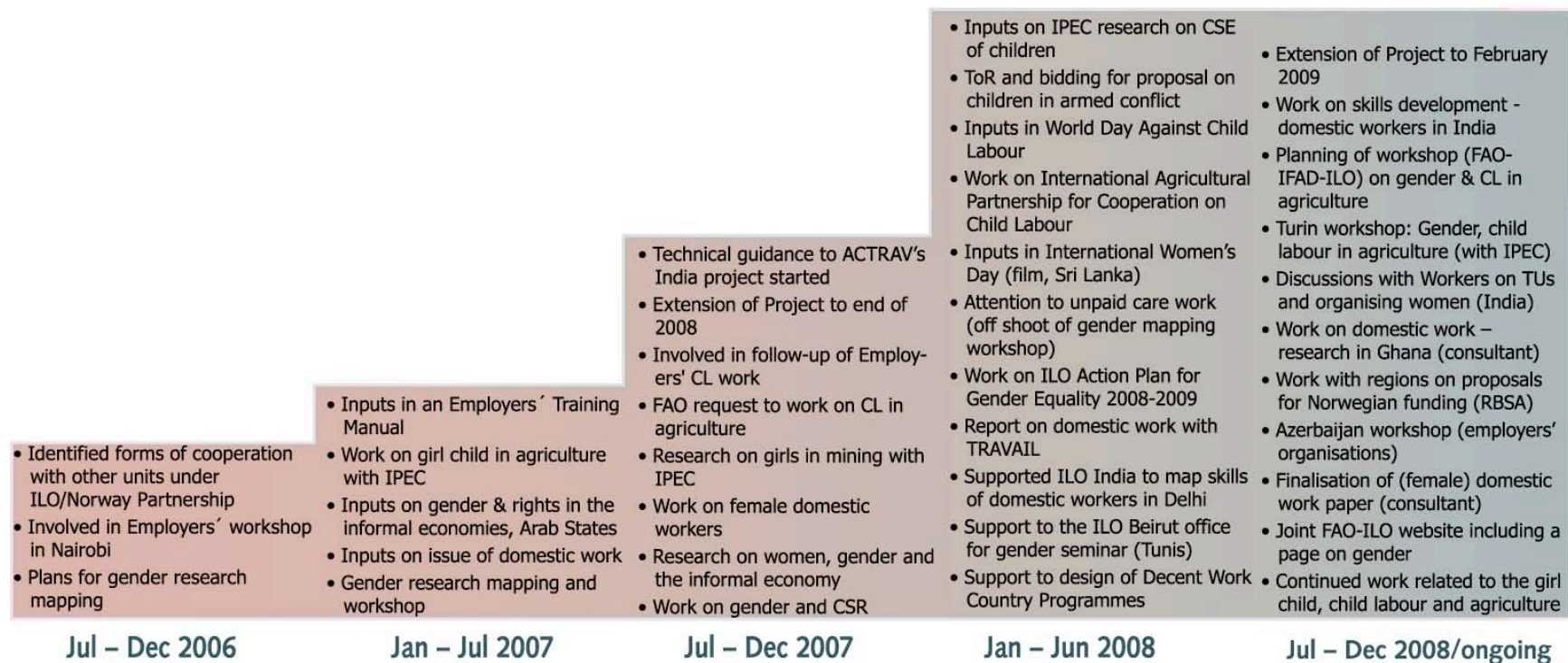
July – December 2008 and ongoing

- GENDER ILO/Norway partnership extended to Feb 2009
- Work on skills development - domestic workers in India
- Planning of workshop (FAO-IFAD- ILO) on gender and rural employment
- Turin workshop: Gender, child labour in agriculture (with IPEC)
- Discussions with ACTRAV on trade unions and organising women (India)
- Work on domestic work – research in Ghana
- Work with regions on proposals for Norwegian funding (RBSA)
- Inter-regional employer’s workshop in Azerbaijan on child labour and agriculture
- Finalisation of paper on domestic workers
- Joint FAO-ILO website including a page on gender equality.

Ongoing: International agricultural partnership for cooperation on child labour

- Design and supervision of research on child labour in contract farming in United Republic of Tanzania.
- Design of activities into 2009 including follow-up in Malawi and United Republic of Tanzania.
- Organising annual review by 6 international partners of the agreement (set for January 2009)
- Organisation of workshop in United Republic of Tanzania for local stakeholders (January 2009)

Gender Mainstreaming in ILO/Norway Partnership



8. Assessment of performance and impact

When assessing the Project's performance and impact it is important to keep in mind the somewhat complicated nature of the Project, and its interdependency on the other five ILO/Norway projects under the partnership. The other departments/actors sometimes did not follow-up on plans or verbal agreements on certain activities. In such cases, GENDER cannot be held solely responsible for gender related activities to be undertaken within these technical units as it was set to provide technical support and guidance. Thus, not having "full control" of the work, as it were, the Gender Project has still been expected to report on the progress of the work done which has added to some of the difficulties in attempting to determine who actually was responsible for getting activities off the ground.

- As has been shown above, *many planned activities were undertaken*, e.g. follow-up with IPEC on the Agricultural Partnership with five key agencies, including FAO; combating child labour in agriculture; support to the 2008 World Day against Child Labour etc.
- Some planned activities were *not implemented during the Project period*, e.g. support to IPEC on 'children in armed conflict' regarding economic reintegration and research on various dimensions of children in armed conflict in 4-5 countries, and research on men and masculinities in the context of the commercial sexual exploitation of children. As mentioned above, these were activities of IPEC that the gender project was to support technically.
- Some activities were *undertaken although not originally foreseen or planned*, but were regarded as important and within the wider scope of gender mainstreaming and capacity/knowledge development on gender and women's empowerment. Some examples are the extensive work on gender research mapping and the support to IPEC on 'girls in mining'.

Review of the Project's efforts

There has been a high level of effort on the part of GENDER in terms of attempting to work on gender mainstreaming with all the units involved and in contributing to the areas of child labour, youth employment, domestic work, research agenda and knowledge development, as well as promoting the visibility of the ILO.

Technical guidance provided by project staff to other units

Technical guidance has been provided by the Project within a wide range of topics for the "outputs" to be developed by the respective units in the overall ILO/Norway Partnership. Guidance has been directed in many areas and involved anything from demanding that employer organisations (constituents in the field) have a greater number of women in workshops, to advising on more conceptual aspects (such as the distinction of 'gender mainstreaming' and 'women in development' approaches) – to drafting text on promotional materials for the World Day Against Child Labour, and to developing Terms of Reference for research assignments to be commissioned and preparing for workshops.

Appreciative remarks on technical guidance:

Several specialists/officials of other units have, in interviews and replies to questionnaires, expressed appreciation for technical and moral support received from GENDER, both in relation to the evaluated Project and GENDER's role and support in general. Views have been expressed, in interviews and questionnaires, that colleagues have received "great technical support" through GENDER's ILO/Norway Project which has enabled them to "engage with the Geneva point of view", "publish several publications and policy briefs with wide dissemination", "organise

workshops that are likely to contribute to learning on a critical issue”, and “engage in critical cross-fertilization of ideas on cutting edge issues”.

Other appreciative statements are “FAO, IFAD, ILO workshop on gender and rural employment is a timely and critical initiative that ...strategically can have wider impact on the global agenda as it relates to gender, food security and employment in rural settings” and “the people who were covered under this agreement were amazingly resourceful and supportive”.

Regarding the role of GENDER’s ILO/Norway Project, it has also been stated in interviews that the Project has played a part in promoting “good Headquarter and field collaboration” and “good critical issue areas and interventions” and “strengthen voice...of women managers in field”.

The Gender Research Mapping has been given high marks by some officials – in particular because it was comprehensive, revealing important gaps of ILO research that need to be followed up.

Critical remarks on technical guidance:

Some critical remarks were also voiced regarding the quality of GENDER’s technical guidance in the mapping exercise, expressing that it was insufficient and that the exercise itself “lacked clear definitions”.

Another example in which the quality of technical guidance by the Project was deemed insufficient was in relation to the inter-regional conference on combating child labour in Istanbul, organised by ACT/EMP. Yet, another example of a critical view is directed to “the Campaign” stating that this should not have had a new theme every month (“spread thinly”), but rather it should have focused on a few salient themes only.

Gender Research Mapping

A Gender Research Mapping exercise was undertaken by GENDER during 2007, which generated 465 submissions. Data analysis from the survey showed an increase in gender research over the last ten years, primarily through regular budget resources but also through technical cooperation funds. Analysis was also presented on the types of research: action-oriented, applied, and basic research as well as a comparison of primary and secondary research methodologies. Sources of data were also examined.

Discussions in the workshop that followed the mapping exercise highlighted a common concern on the quality of the data available and the setting of a common methodology on gender equity. Participants emphasised that the ILO needs to address data shortcomings and to develop a common set of gender indicators accessible to the whole organisation.

Developing and building on partnerships

Gender mainstreaming issues are not always seen as very interesting (“hot”), easy to deal with, or requiring any specific “outputs”, as such. An important aspect of the work has been developing working relationships with colleagues in other units and regions, bridging gaps and getting something going which is substantial enough to be seen as “outputs” within the time frame given for the Project. The work has required good networking skills, as well as ability to motivate colleagues to work on gender issues. The assessment is that, with few exceptions, the Project has succeeded in building partnerships, extending networks for the Bureau and bridging divides.

The ILO Campaign “Gender Equality at the Heart of Decent Work”

During its 298th session of March 2007, the ILO Governing Body (GB) chose to place gender equality on the agenda of the 2009 International Labour Conference (ILC) as a general discussion item. It has been over twenty years since gender equality has featured as a Conference discussion item, and this decision was welcomed as a significant opportunity to provide an overview of

ILO's past and current work, as well as its future aspirations. GENDER is responsible for the coordination of the Conference Report.

The objectives of the discussion are to i) conduct a comprehensive review of the ILO's progress to date towards assisting constituents in achieving gender equality in the world of work and ii) provide a forum for constituents to help chart a strategic course for future work (the discussion will be based on the above-mentioned Conference Report addressing these objectives).

In addition to having a dedicated agenda item on gender equality for discussion at the ILC, the ILO has launched a global promotional and media campaign to highlight the importance of gender equality in the world of work. The intention is thus to make the substantive issues (to be dealt with during the ILC) the subject of a campaign to heighten awareness at national, regional and global levels. As part of the preparations, GENDER aimed to launch a comprehensive survey so as to base its Report on information gathered from the national constituents¹⁵.

The Project has informed the evaluator that work on the Campaign has, in a sense, been "spawned" by the Gender Project, in that the campaign was able to utilize information, knowledge increased and networks expanded through the Project. Reportedly, a proportion of the 2008 Project allocation has also been used to support preparations for the International Labour Conference discussion on gender equality in 2009 and the 2008 Global Campaign Gender Equality¹⁶. Although the Campaign and the report for the ILC have their own dedicated budgets and are not technically part of the overall ILO/Norway Partnership agreement, they do link up through the report contributions and campaign themes. The Campaign has produced a lot of materials such as brochures, posters, post-cards, video clips, slide shows, and links to other ILO material on the same theme (feature stories etc).

8.1. Project Management

8.1.1. Managerial capacity

Project management capacity has been adequate. The staff member originally responsible for the ILO/Norway Project left the assignment mid-term to work on the campaign on "Gender Equality at the Heart of Decent Work" and the report for the ILC general discussion item. This may have, at first, slowed down the work to in order to later pick up speed. It has been reported that the predecessor provided support to her successor after taking up her new assignment.

8.1.2. Project management effectiveness

The evaluation has attempted to assess the level/rate of effectiveness in monitoring project performance and results. It has looked at quality and timeliness of progress reporting, progress tracking, use/appreciation of work plans, logical framework (including the appreciation of indicators of achievement to measure progress).

Progress reporting

- The reports are for the most part well written and descriptive.
- The reporting in the TPRs do not systematically refer to the outputs and activities as described in the Revised Concept Note and mixes activities that are achieved with activities that are planned, making it difficult to follow-up what happened next.

¹⁵ Source: *Gender Equality at the Heart of Decent Work: Harnessing the Full Potential of the 2009 International Labour Conference. Theme: Gender Equality and Decent Work. Summary Project Outline (SPROUT). Implementing Unit is ILO Bureau for Gender Equality (GENDER). Duration: January 2008 – October 2009. Budget USD 1,023,237.*

¹⁶ Approximately USD\$100,000 of the 2008 allocation to this project has been used for this purpose, in agreement with the donor agency.

Planning, monitoring and reporting

The Project has worked with multiple ILO departments/offices on a number of different issues in a complex environment with divergent needs and priorities. The following comments are related to the management's use of planning, monitoring and evaluation tools and do not reflect the evaluators' assessment of the quality of implementation as such but which are regarded as indispensable for any project endeavour whether or not the Project is undertaken at headquarter or global level – and which also greatly facilitate the work of external evaluations.

The Project seems not to have applied a structured planning and regular/systematic monitoring with clear reflections in the progress reports. The lack of structure has made the evaluation somewhat difficult, in particular to appreciate and follow the process, as some activities have been started by GENDER, or together with other units, but then not continued – but with no sufficient documentation stating clearly what happened. The Project's steering document was at first a 'Policy Paper', later revised with an additional budget allocation in 2008, and renamed as 'Revised Concept Note'. There was no requirement from the part of the donor or the ILO to structure the Project with the help of logical framework analysis (LFA) or similar management tools. One explanation given to the evaluator is that the Project needed to have a flexible and open approach and that a conventional LFA was not suitable to this type of Project.

Further, the involved ILO units at *Headquarters* have not been requested to give any written reports as such to GENDER regarding progress of joint activities, or accounting for funds received from the Project. One reason given by the Project manager is that GENDER did not wish to be perceived by colleagues as demanding ("policing"). For funds spent *in the field*, GENDER did request written reports describing how funds under the Gender project under the ILO/Norway partnership were spent for certain activities (source: e-mail correspondence with the ILO office in Beirut). The Project's Technical Progress Reports (TPRs) mention constraints in vague terms with few explanations as to non-performance. Plans, with time frame, are lacking which would have been helpful in checking which planned activities were started and when they were expected to be completed, as well expected roles/responsibilities of the involved departments.

8.2. Effectiveness

8.2.1. Effectiveness of outputs, producing results and reaching objectives

Effectiveness is here understood as the extent to which the Project intervention has achieved its objectives (taking their relative importance into account). In order to be able to determine this, the evaluation has systematically looked at the eight outputs in the Revised Concept Note, assessing to which extent these have been achieved (achieved, partially achieved and not achieved) taking into account their relative importance, and if possible quality and quantity depending on available information.

Table 1: Planned outputs (as in Revised Concept Note)

OBJECTIVE 1			
ILO/Norway project partners, ILO staff and other stakeholders increase their capacity on promoting gender equality in the world of work by systematically integrating gender concerns in the planning, monitoring and implementation of different project activities.			
Outputs to Objective No. 1	Rating (1-3)¹⁷	Assessment (“evidence”)	Other remarks
1. With IPEC, pilot activities in Malawi and United Republic of Tanzania to implement the Agricultural Partnership agreement with five agencies to combat child labour in agriculture.	1	With IPEC. GENDER support to IPEC was critical, since 2007 (IFAP, IUF, IFAD, IFPRI, FAO).	The Project was instrumental in mainstreaming gender in this partnership.
2. With IPEC, technical and advisory support to ensure the prominence and visibility of the girl child in the 2008 WDACL (World Day Against Child Labour)	1	Strong inputs by Project in WDACL, 12 June 2007 with focus on the girl child and education.	50 % coverage in media, very successful.
3. With ACTRAV support to organising and empowering women workers, informal economy, India.	1		Successful; cooperation mutually satisfactory
4. With various units, a number of outputs relating to domestic work, in preparation for the 2010 ILC agenda item.	1	- “Stock taking” with MIGRANT, IPEC, DECL. & TRAVAIL and reports/papers (GB March 2008) for proposing for standard-setting item (in 2010). Draft report on domestic work in Ghana.	
5. With Declaration, the production of advocacy and promotional materials on pay equity.	1		‘Pay equity’ was a component of the workshop in Geneva on the gender research mapping (re. workshop report).
6. With various units, incl. DCOMM, promotional and advocacy materials on different themes with the Global Campaign Gender Equality at the Heart of Decent Work.	1		The Global Campaign, also funded by Norway, and is an off-shoot of the evaluated partnership project (gender) and has received support from it (2008 allocation).
7. A number of further	---		<i>No rating possible as this</i>

17 Rating of each output, for the extent to which it has been achieved. Rating scale: 1 = Achieved; 2 = Partially achieved; 3 = Not achieved

OBJECTIVE 1			
ILO/Norway project partners, ILO staff and other stakeholders increase their capacity on promoting gender equality in the world of work by systematically integrating gender concerns in the planning, monitoring and implementation of different project activities.			
Outputs to Objective No. 1	Rating (1-3)¹⁷	Assessment (“evidence”)	Other remarks
outputs are envisaged in partnership with various departments, particularly those supported by the ILO/Norway Partnership.			<i>“output” is unspecified.</i>
8. Support to one of the ILO’s most highly visible events: International Women’s Day, including the production of a short film on women and microfinance in Sri Lanka.	1		The film was broadcast by CNN for IWD cooperation with DCOMM.

OBJECTIVE 2			
The ILO/Norway programme is gender mainstreamed and the ILO’s knowledge base on gender equality is applied as a tool in the ILO’s efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.			
Outputs to Objective No. 2	Rating (1-3)¹⁸	Evidence/assessment	Remarks
1. With IPEC, research on “men and masculinities” in the context of the commercial sexual exploitation of children.	3	No evidence of this work/output at the time of the evaluation, or input from GENDER.	It was done late by IPEC and Project could not fund this activity in the end.
2. With IPEC, research on various themes within the topic of children in armed countries (4-5 countries).	3	Did not materialize during the Project period.	IPEC only initiated this until after the Gender Project closed.
3. With IPEC, data analysis of working time of the girl children including both paid and unpaid work.	3	Did not materialize during the Project period.	This would have been undertaken of the Project was extended to a 2 nd phase (<i>source</i> : Project manager ¹⁹). The work was to be undertaken by IPEC, with support from GENDER.
4. With various	3	This work was not	Was to be initiated by

¹⁸ Rating of each output, for the extent to which it has been achieved. Rating scale: 1 = Achieved; 2 = Partially achieved; 3 = Not materialized with GENDER support and within Project period.

¹⁹ There were plans to produce a report on household chores of girls and boys to support IPEC’s work and the ILO’s work on the unpaid care economy.

OBJECTIVE 2			
The ILO/Norway programme is gender mainstreamed and the ILO's knowledge base on gender equality is applied as a tool in the ILO's efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.			
Outputs to Objective No. 2	Rating (1-3)¹⁸	Evidence/assessment	Remarks
departments, data analysis of the gender dimensions of youth employment or unemployment, using 'School-to-Work transition data'.		undertaken.	Employment sector, with support from GENDER (could have materialised if 2 nd phase had taken off as expected).
5. With various departments and field offices, research outputs on domestic work to support the 2010 agenda item.	1	Draft Report on domestic work in Ghana available (consultant report).	The research as supervised/edited by TRAVAIL.
6. With various departments, follow-up support to the 2008 ILC discussion on agriculture, including research and data analysis of women in agriculture.	1	Work on gender and rural employment with ILO-IPEC, FAO and IFAD was a highly visible example of the "UN as One."	GENDER efforts unanimously endorsed including by the other two UN agencies.
7. A number of further outputs are envisaged in partnership with various departments, particularly those supported by the Norwegian partnership programme.	---		<i>No rating given as this "output" is unspecified.</i>

The above Tables 1 and 2, reflect the "outputs" planned at the time of writing the Revised Concept Note. For some work done (not originally planned) it has not been clear under which objectives they fall (objective 1 or objective 2), which explains why they have not been placed in the above tables.

Examples of these are as follows:

- Gender Research Mapping²⁰ and Workshop²¹.
- Workshops on combating child labour with ACT/EMP in Nairobi (November 2006), Istanbul (September 2007), in which GENDER participated and technical inputs (paper) to a workshop in Nepal. (*GENDER's involvement and cost sharing of a workshop in*

²⁰ Its aim was to trace past and ongoing research with a view to identifying major themes, knowledge gaps and future priorities for gendered research work, which in turn could lead to the development of a medium-term research strategy (source: *Report of the Joint Research Workshop, Part I: Towards a Comprehensive Research Strategy 21-23 May, 2007*).

²¹ The objectives of the workshop were to complete a mapping exercise to take stock of existing gendered research, identify gaps and future priorities and enable an exchange views between headquarters and the field as well as from the wider academic community; b) To propose a medium-term research strategy on gender equality issues; and c) To discuss the research on pay equity, present recently developed tools and identify ways to promote them within the regions (*ibid*).

Baku, Azerbaijan, October 2008, about gender and child labour in agriculture did not materialise. This workshop was, reportedly, cost-shared by ACT/EMP and IPEC only as these departments were keen to use their ILO/Norway funds. GENDER suggestion to invite further female participants to the meeting (paid by the Project) - but this was rejected by ACT/EMP.

- CSR case studies/practices in private businesses (women empowerment and equality) in five countries (with MULTI); and
- Support to IPEC, on girls employed in mining (a report which was presented in a World Bank conference in Mongolia, in September 2007).

8.2.2. Successes, results and factors contributing to effectiveness

To reach further in our understanding of the Project's achievement and success, the evaluation has also attempted to determine which the most successful and least successful activities were (see Annex 1. Terms of Reference):

Most successful

- The cooperation with IPEC has been very fruitful, and mutually rewarding, in particular technical and advisory support to ensure the prominence and visibility of the girl child in the 2008 World Day Against Child Labour (WDACL) with focus on education for the girl child in particular, and work related to girls and women employed in the informal economy and agriculture. The financial support from GENDER given at an early planning stage of this important event, "made all the difference", as stated by the responsible IPEC official. It made it easy to attract media coverage (the concerned IPEC desk officer reported that there was a 50 % media coverage).
- Another successful engagement, with IPEC is the on the International Agricultural Partnership for Collaboration on Child Labour with five other agencies, which ensured that ILO as the lead technical agency fully mainstreamed it's work and visibility with other international agencies – and which was a collaboration which has been greatly appreciated by IPEC.
- The work undertaken on gender and rural employment is an example of a highly effective partnership internally, which also has increased the visibility and prominence to a key technical area, which earlier had been neglected within ILO. It is also a very good example of inter-agency collaboration and the "UN working as One".
- The comprehensive gender research mapping has been important in particular as it has pointed at gaps and areas of research to follow up in the future.
- (Female) domestic work having been made more "visible" through work with MIGRANT, IPEC, DECLARATION and TRAVAIL and the regions²². Contributions

²² Within the ILO, the constituents' first Resolution calling for an **ILC discussion on the conditions of employment of domestic workers dates back to 1936**. Resolutions concerning the Conditions of Employment of Domestic Workers were adopted at the International Labour Conference (ILC) in 1948 and in 1965, **and calls for ILO action on this subject have been made regularly at international, regional and national levels since then**. The work in this female-dominated occupation remains invisible, because it is done in homes – often not considered as workplaces –, for private persons – not considered as employers – by domestic workers – not considered as real employees. 'Domestic work in the home of others' is considered as an extension of women's unpaid household and family care duties in their own homes. The occupation has a low status and is undervalued which is linked to the second class status of women in the family, the labour market and society in many countries. As a result, domestic workers are often treated without respect; they are subject to abuse; their employment and working conditions remain mostly unregulated due to the absence of applicable labour legislation and inspections; and sometimes they are denied the right to freedom of association (source: ILO Agenda on Decent Work for Domestic Workers: Rights, Productive Jobs, Social Protection

were made for the Governing Body in 2008, and there is a possibility for domestic work to be a “standard-setting item” in 2010. Furthermore, research has been made on domestic workers in Ghana with focus on policy and legal frameworks and practice and the conditions of domestic workers²³;

- A Workshop organised by ACT/EMP in Nairobi, on combating child labour with in Nairobi in 2006, with innovative and practical involvement from the Gender project manager related to field visits, case studies and good practices;
- Cooperation with ACTRAV on the India project, on support to women in the informal economy. (The support from GENDER was clearly appreciated by the CTA in ACTRAV and could be directly used in the implementation of the project);
- The cooperation ILO is involved in with FAO and IFAD (in which GENDER is involved together with IPEC and the Employment Policy Unit) on gender and rural employment and has been successful so far and a technical meeting is planned to take place in Rome in March-April 2009²⁴ (Background: Rural employment is the subject of discussion in many international policy circles, particularly in the context of the global food crisis, and poverty reduction through the Millennium Development Goals and concerns about climate change. GENDER has lately shown a strong interest to be involved in discussions and work related to girls and women employed in agriculture).

Least successful

- Full and even cooperation with ACT/EMP (not taken off as anticipated by GENDER);
- Work on and children in armed conflicts and research on sexual exploitation of children (did not materialize).
- Data analysis of the gender dimensions of youth employment or unemployment, using ‘School-to-Work transition data’ (did not materialize during the period).
- Data analysis of working time of the girl children including both paid and unpaid work with IPEC (did not materialize during the period).
- One component related to United Republic of Tanzania on the research on girls employed in mining industries (*source*: IPEC staff responsible for this work).

8.2.3. Challenges, obstacles, in reaching objectives

Some of the obstacles that *hindered* effectiveness were:

- Difficulties (particularly during the first year) in identifying, with other units, mutually interesting or important entry points for the work on gender equality.
- With ACT/EMP – different views on gender issues at times, e.g. regarding how to deal with gender balance in certain events, such as workshop events organised by employers.

and Representation in Domestic Service (2006 – 2015) (Final draft version 5 by ILO field gender specialists from Africa, Arab States, Asia and Latin America, 11 July 2006). International Labour Office (ILO).

²³ Domestic Work and Domestic Workers in Ghana: An Overview of Legal Regime and Practice, a draft report (2008) by Dzodzi Tsikata, edited by TRAVAIL. The work was funded under the Project.

²⁴ For this event the ILO paper is being produced by INTERATION. The event is well in line with the Conclusions from the 97th session of the International Labour Conference 2008 discussion on the ‘Promotion of Rural Employment for Poverty Reduction’, which provides guidance on developing gender sensitive agricultural and rural employment policies in the coming years (*source*: Term of Reference for a consultancy on reviewing of literature, trends, good practices and innovative policy solutions on the gender dimensions of rural employment, to support a joint ILO-FAO-IFAD Technical Experts Meeting).

- One obstacle (mentioned in a progress report in 2008), that hindered the work, was the fact that the Director of GENDER was absent for large parts of 2008.
- The role played by GENDER is not always clear in the eyes of other ILO units, or in the eyes of staff or consultants in the field – is it a unit that assists *others* e.g. in gender mainstreaming work? Or, is it *driving* technical cooperation/implementation?
- In a few cases, plans could not be followed e.g. for reasons of lack of sufficient funds, staff turnover, or simply that the relevant technical unit had not initiated the work which was a prerequisite for the cooperation.

8.3. Efficiency

The Project has been sufficiently efficient. Two “no-cost extensions” of the Project were made. At the time of the evaluation, the total expenditure was USD 801,472 (of the total budget: USD 991,750) and commitments of USD 137,251 had been made, leaving a balance of USD 53,026 (*source*: PARDEV’s e-mail on 2/12/08). Full delivery was expected at the closure of the Project in February 2009.

9. Sustainability

The ILO has addressed gender issues, including gender mainstreaming in technical cooperation during several decades. The evaluation has attempted to assess the sustainability of this particular ILO/Norway Project - sustainability here interpreted as a measure of whether the benefits of the activities are likely to continue after the Project's completion.

There are two key aspects considered, the first is whether, through the adoption and uptake of the gender mainstreaming approaches will be replicated in the ILO and the second whether the partnerships built with other organisations are likely to continue for the foreseeable future.

The assessment is that the likelihood of sustainability would be found in:

- Having highlighting and increased information on girls and women in agriculture, with IPEC, FAO and IFAD as partners, and having broadened GENDER's network and increased visibility of its work both at headquarters and in the regions; and
- Having identified (mapped) gender related research needing further work and having
- Having addressed women domestic workers, which may *contribute* to a Convention on this topic in 2010.

Furthermore, the global awareness-raising campaign "Gender Equality at the Heart of Decent Work" has had a wide audience with several themes also made visible through the Norway gender project, and as such the general discussion of gender equality at the 2009 ILC is likely to *further these issues* in the world of work and receive further attention.

10. Conclusions and Recommendations

The following are the main conclusions, based on the findings of the evaluation followed by some specific recommendations:

10.1. Key conclusions

- The Gender Project has generally been effective in raising awareness on gender equality in its endeavours. During its short duration, it has been able to develop successful collaboration with most of the departments involved in the ILO/Norway Partnership Agreement. Through the many interactions and interventions the importance of gender mainstreaming has been highlighted not only in the Norway projects but also in other technical cooperation and research.
- The Project has also been able to have an impact within the overall ILO (beyond the five designated partners) and through its work on gender issues outside the ILO, through joint activities with partners in an expanded network, which includes international organisations, such as FAO and IFAD. It has also contributed to an increased visibility of the work undertaken by the Gender Bureau itself.
- There have been difficulties at times and with some of the units in getting mutually fruitful collaboration off the ground, and shortcomings in carrying out some of the activities that originally were planned. Some of these shortcomings were related to the fact that GENDER has been dependent on the other units actions or willingness to develop common strategies to gender mainstreaming, or to start up and complete certain activities interventions – without which GENDER’s work could not be undertaken.
- The evaluation found that the Project did not follow a strategic plan and did not maintain work plans. GENDER’s position is that the requirement for flexibility for this Project was not quite compatible with a logical framework. Despite the fact that the other projects of the ILO/Norway partnership apparently did not use any Logical Frameworks, or work plans, plus the fact that this was not a requirement by the ILO or the development partner - the evaluation has found that a more strategic approach, and the use of some planning tools would have assisted in streamlining the work, keep focused throughout (not spreading too thinly) and revisit/revise plans as required – as well as document changes made more clearly. The use of some indicators of achievement would have not only assisted the management in its own self-assessment but would have also enabled the evaluation to appreciate how (based on which criteria) the Project assessed its own progress in guiding other units to mainstream gender in technical cooperation.
- The evaluation has also found, in interviews with other ILO officials both at headquarters and in the field that the role of the Gender Bureau in relation to the Project, but also in general, is perceived as being unclear - although many have also appreciated the technical support received. This seems to derive from confusion by some officials both at headquarters as well as in the field as to whether the Bureau is a department with a mandate to implement activities (in the sense of initiating, “drive its own”, funding) or whether it should “only” guide others in gender mainstreaming. GENDER thus needs to further clarify and explain its role in the future.

10.2. Specific conclusions and recommendations

Working with other units in the ILO/Norway Partnership Agreement

Conclusion

- Good work has been undertaken by GENDER in terms of promoting gender mainstreaming among the technical units working on child labour, youth employment, domestic work, research agenda and knowledge development, as well as promoting the visibility of the ILO. Perhaps the most successful and mutually rewarding cooperation has been with IPEC with which a number of joint areas for cooperation were pursued. Cooperation with ACT/TRAV in connection to the India project on women in the informal economy was also mutually rewarding, once it did take off.
- Work with the ACT/EMP Norway Project seemed to at first have taken off with good results (for instance Nairobi workshop) but was not maintained at the level it was envisaged, as reported during the evaluation.
- Work with most regions was mainly mutually fruitful. With some regional offices no cooperation was developed, the reasons for which may have been lack of human and financial resources (it is not clear from the steering documents whether or not cooperation with units that were not involved - were foreseen or planned).

Recommendation

Cooperation between GENDER and other units needs to continue and be strengthened in order to keep up the momentum. Although this was not the mandate of the evaluated Gender Project, GENDER should take the lead in developing common strategies for developing gender mainstreaming including with the *management* of other departments and offices, to ensure that it is fully appreciated (understood) that gender needs to be mainstreamed in all its activities, not specifically related to certain projects.

Strategic planning and monitoring

Conclusion

The Project's steering document was at first a 'Policy Paper', later revised with an additional budget allocation in 2008, and renamed as 'Revised Concept Note'. There was no requirement from the part of the donor or the ILO to structure the Project with the help of logical framework analysis (LFA) or similar management tools (see comments on this in chapter 6).

The steering documents for the Project have been scrutinized and a number of observations are made regarding the logic and framework as to how project objectives would be reached. There has been a lack of structure and clarity, e.g. no clear relationship between activities and outputs ("which activities lead to which outputs?"). Several of the foreseen outputs are unspecified. Furthermore, the fact that the outputs of the first document were transformed into objectives in the revised document (with a number of new outputs) was not recorded in the TPRs and no indicators or targets are defined. Finally, no discussion about risks/assumptions has been found.

Recommendation

Flexibility is, indeed, a very important prerequisite for the successful implementation of a project, partnership or any other venture. Nevertheless, GENDER should consider using strategic planning in the future, also in Partnership agreements such as the Norway funded project. Strategic plans can be adjusted as necessary, and should be treated as flexible instruments to assist management, as intended.

The Project managers seem not to have applied regular/systematic monitoring with clear reflections in the progress reports. It has thus been difficult to appreciate and follow the process, as some activities have been started by GENDER, or jointly with other units, but then not continued, for reasons not clearly explained.

An operational work plan, with a time frame would have enabled the management to improve its monitoring and reporting, i.e. what progress was made, and when activities could (reasonably) be *expected* to be completed, specifying the outputs. If plans could not be followed, explanations should have been provided in the technical progress reports for the sake of accountability.

Technical guidance by the project

Conclusion

Technical guidance provided by the Project to the respective units involved in the ILO/Norway Partnership has mostly been very appreciated. ILO officials have also expressed somewhat critical views and at times the guidance seems to have been of uneven quality, intensity and depth.

Recommendation

Quality assurance need to continue to be an important factor in GENDER's work as it serves other technical units in how to work on gender mainstreaming, many of which also work in the field of gender mainstreaming, such as Gender Focal Points at headquarters and Gender Specialists in the field, but are closely involved in Gender Bureau's programme, or the ILO Norway project as such.

The role of Gender Bureau in technical cooperation

The ILO/Norway Partnership on gender equality and mainstreaming has now entered a new phase, with decisions made to direct financial support for technical cooperation (including gender mainstreaming and gender equality work) directly to the regions through the Regular Budget Supplementary Account (RBSA). The Norway/ILO PCA for 2008-2009 incorporates a contribution to the RBSA directly targeted towards results-based Decent Work Country outcomes as delineated in the Programme and Budget 2008-09, in particular in the area of gender equality including action against forced labour and trafficking.

This decision was not expected by the GENDER management and project staff who have expressed concern that its plans to continue its Project work in a second phase now would not materialize - and some activities started in the first phase would not be completed. The FAO partnership (in cooperation with IPEC) and the development of a gender-oriented research database are some of the activities that have specifically been mentioned in this respect.

The field offices, in cooperation with GENDER, developed project proposals for RBSA funding during the latter part of 2008 (the gender proposal by ILO-RO Asia and the Pacific has been made available for this evaluation). A number of risks have been put forward related to the RBSA mechanism, as lack of efficiency in delivery, meeting targets etc. Indeed, the efficiency of the new funding mechanism of the ILO in 2009 is yet to be assessed.

Gender's technical support under the Norway funds will now need to be officially requested by the regional offices. This may require a more pronounced role for GENDER to play, vis-à-vis the field, which adequately meets the needs and requirements in countries and regions, and areas of activities within the Decent Work Agenda. The decision should not curtail initiatives by GENDER but be seen as a challenge to find even more innovative ways to promote gender equality in the world of work.

Recommendation

GENDER should develop a strategy to promote gender equality and gender mainstreaming in the ILO in view of the new/up-coming RBSA arrangements. If development partners (donor agencies) increasingly find RBSA to be an efficient and a preferred channel for funds, the Gender Bureau may as a result have less direct “entry” to technical cooperation on the ground, as it were, and less resources to support gender mainstreaming work.

Such a strategy would also clarify for other units the role of GENDER, and would also state the level of resources GENDER would require to continue to improve its services within the ILO and its cooperation with other organisations. Part of this strategy could be to improve ILO’s skills and capability for monitoring and evaluation (one example being guidance to projects on gender specific-indicators in its Checklists distributed to the field).

11. Lessons learned

The Project has achieved a lot as this report has clearly shown. The evaluation has also drawn some lessons for future consideration:

Lesson 1: This evaluation has highlighted a difficulty in assessing this Project's activities, as GENDER has stressed that many, or most, of the activities were dependent on the plans and activities of the other five departments involved – as mentioned in this report. The ILO and donor agencies should in the future consider including a full assessment of gender mainstreaming *into the overall evaluations of a Partnership Agreement* (that includes several departments), instead of evaluating GENDER specifically. Perhaps this would give a more holistic overview of what has been accomplished and the responsibilities would be clearer.

Lesson 2: Full inter-departmental cooperation on gender mainstreaming activities cannot be expected between GENDER staff and other ILO technical units if principles for gender mainstreaming and gender equality are not commonly shared. This includes methods for training and empowering women.

Lesson 3: The Project has targeted ILO/Norway *project managers* of ILO departments. A lesson drawn is that full appreciation for gender mainstreaming from Department *Heads* should be ensured as well.

Lesson 4: The mapping and review of ILO's research of gender equality and women empowerment has revealed gaps that need to be followed up as well as lack of coherent and coordinated efforts. For research to be meaningful as a basis for policies and technical cooperation research need to be improved and in so doing the field gender specialists should continue to be actively involved and supported by headquarters. Information sharing between the field and Headquarters on ideas should be further encouraged.

Lesson 5: At headquarters, most of the staff has been satisfied, including GENDER staff, with the approach of providing small funds to certain activities in different technical departments in a flexible manner. Some of the field gender specialists have expressed the opinion that the small funds they have received have not been fruitful, and therefore the RBSA funding has been seen as more attractive, as more in-depth and decentralised gender related interventions could be carried out, implemented by actors in the field. *A lesson which is yet to be learned is how the RBSA arrangements fall out* and as much as possible GENDER should backstop and monitor field activities that are being started up.

Annexes

Annex I. Terms of Reference

Terms of Reference Independent final evaluation: Gender Mainstreaming in ILO-Norway Partnership Agreement

1. Introduction and rationale for the independent final evaluation

The ILO has long recognized the importance of promoting gender equality as one of the most powerful and effective tools in alleviating poverty. Gender equality therefore has its rightful place at the heart of the decent work agenda, cutting across all four pillars of social dialogue, social protection, rights and employment. Through its technical cooperation work, the ILO has been promoting gender mainstreaming, including gender specific action, as a key means of advancing equality between men and women in the world of work. Following a 2005 Governing Body decision, clear provisions for gender mainstreaming have been mandated in all ILO-donor partnership agreements. Under the Norway Partnership Agreement 2006-2008 specific resources have been allocated to the Gender Bureau to support the mainstreaming efforts of the other departments within the agreement, as well as to highlight issues of concern, which can give greater visibility and prominence to the promotion of equality.

On the part of the donor, the Norwegian government has been very proactive in promoting the centrality of gender equality to attain social and economic development and has channelled significant resources into supporting the achievement of Millennium Development Goal 3 'Gender Equality and the Empowerment of Women' around the world. Against this backdrop, Norway expressed its intentions of systematically mainstreaming gender in its voluntary contributions to the ILO. Its funding during the current phase of the partnership agreement has bolstered the work of IPEC, ACTRAV, ACTEMP, INTEGRATION, DECLARATION and GENDER in areas such as child labour, agriculture, youth employment, domestic work, and the informal economy among others. The gender equality component of the partnership agreement has been responsible for ensuring that these topical issues actively mainstream gender from design through to implementation. Annex 3 compiles a list of key areas of work under the gender mainstreaming component of the partnership agreement.

The Norwegian partnership programme began its first phase in 2006 and had an extension covering 2008. This included additional funding from an exchange rate gain of \$291,000 bringing the full budget to \$991,750. An independent evaluation is required to assess the relevance, impact, sustainability, effectiveness and efficiency of the project. It will be undertaken by an independent external evaluator in line with ILO policies and regulations governing evaluations. The evaluation will assess results and achievements and provide recommendations for follow-up. Since gender mainstreaming requires active collaboration with different partners of varying levels of capacity on capacity and different timeframes, it is suggested that the evaluation assess:

- The project's effectiveness in working with the five partners under the Norwegian Partnership Agreement and

- The project's ability to have an impact beyond these department partners by supporting wider gender mainstreaming efforts within the ILO and giving prominence and visibility to key gender issues in the world of work.

2. Background and Project Context

The project strategy was designed to strengthen gender mainstreaming in the overall ILO/Norway programme by supporting capacity building on gender equality. In particular, the strategy was designed to promote the gender dimension in projects related to the following areas:

- Promoting social dialogue

Projects in the first phase of the ILO/Norway programme have been working closely with the ILO's tripartite constituents to promote youth employment in development policies and poverty reduction strategies in the framework of the Decent Work Agenda. The Gender Bureau has been working closely with the Bureaux for Workers' and Employers' activities respectively to explore how these social dialogue activities can integrate gender equality issues. This collaboration has been essential in order to ensure that achievements under the programme agreement are closely built into and thus sustained in the overall social dialogue and gender equality strategies of the ILO.

- Combating child labour

As a cross-cutting issue, gender equality is a key principle in combating child labour, hence there has been close collaboration between IPEC and the Bureau for Gender Equality to promote gender mainstreaming in all IPEC activities and strengthen the gender dimensions in related training activities for social partners.

- The social dimensions of globalisation

The ILO has made considerable progress in addressing the gender dimension of globalisation processes, and has drawn particular attention to the implications of changing forms of production and reproduction. Whereas such transformation has opened up opportunities for women to enter new areas of paid employment, it has also created new challenges, as much of this employment is informal, with poor working conditions and a lack of labour rights. The ILO/Norway gender mainstreaming strategy has supported the continuation and development of this focus in order to develop measures to counteract the gender inequalities of globalisation.

The following two-tier gender equality strategy was adopted by the project:

- Capacity building on gender mainstreaming

Capacity building on gender mainstreaming has been essential to enable project staff to develop and implement a gender mainstreaming strategy for the projects – including gender sensitive planning of the design, implementation and monitoring of the projects. The strategy has focused not only on “practical gender needs” but also “strategic gender needs” focussing on redressing gender-based inequalities in decision-making processes, access to training and employment, and rights-based issues.

- Knowledge development and knowledge sharing on gender equality

Knowledge development and knowledge sharing have been essential for the ILO's continued effort and commitment to expand its information-base on gender equality in technical cooperation. The increased knowledge-base has been an important tool in the

ILO's efforts to monitor the implementation of the ILO Governing Body decision of March 2005 "to ensure that all ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle" (GB.292/TC/1) as well as in the effort to promote the ILO's key gender equality Conventions (Nos. 100, 111, 156, 183).

Structure of the project

Objective 1:

ILO/Norway project partners, ILO staff and other stakeholders increase their capacity on promoting gender equality in the world of work by systematically integrating gender concerns in the planning, monitoring and implementation of different project activities.

Objective 2:

The ILO/Norway programme is gender mainstreamed and the ILO's knowledge base on gender equality is applied as a tool in the ILO's efforts to promote the key gender equality Conventions and achieve greater gender balance in decision-making structures.

3 Purpose, Scope and Clients of Evaluation

Purpose and Scope

The independent external evaluation will have to look into:

- the strategic role the project has played in promoting gender mainstreaming amongst the five partner departments
- the strategic role the project has played in promoting gender mainstreaming within the wider ILO and beyond, including working with other UN agencies.
- In what ways the project has facilitated knowledge development on key and emerging gender issues in the world of work.
- In what the project has envisioned sustainability of the activities after the project

The evaluation is therefore expected to operate around the following objectives:

1. Evaluate the project according to the overall ILO evaluation fundamentals including project relevance, effectiveness; efficiency and sustainability.
2. Assess the project's role in acting as catalyst for gender mainstreaming of the five other departments involved in the Norwegian partnership programme.
3. Assess the project's role in enhancing the visibility of gender mainstreaming within the ILO including through knowledge development and capacity building.
4. Assess the project's role in supporting gender mainstreaming in the context of support to DWCPs and supporting One UN reform.
5. Review the possible areas where the project and its work can be followed up and consolidated.

Clients of Evaluation

- IPEC
- ACTRAV
- ACTEMP

- DECALRATION
- INTEGRATION
- TURIN
- Employment Sector
- DComm

(Suggested interview list is attached as Annex 2)

4. Suggested Analytical Framework

4.1 Relevance and strategic fit

1. How does the project fit within the ILO's commitment to gender mainstreaming and gender equality at the heart of decent work?
2. Did the project work effectively with its partner departments?
3. Was the timeline for the project's realistic/sufficient for it to fulfil its objectives?

4.2. Design (adequacy and clarity)

- a) Assess whether the project design was logical and coherent in a) taking into account the capacity of its partner departments and b) in realistically achieving the planned outcomes
- b) Did the project objectives correspond to the overall objectives of mainstreaming gender into the work of the ILO

4.3 Implementation (efficiency)

1. Explain how the planned and unplanned activities have been carried out, in terms of expected quality/quantity, timelines and results?
2. Review the project's efforts in terms of its gender mainstreamed contributions to child labour, youth employment, domestic work, research agenda and knowledge development, and promoting visibility of the ILO.
3. In what ways has the project contributed to the ILO Campaign for Gender Equality at the Heart of Decent Work?
4. In any studies conducted/backstopped by the project was the data disaggregated by sex, and were gender analysis conducted?
5. Review the technical guidance provided by the project staff to outputs developed by the five departments
6. Was there adequate technical, programmatic, administrative and financial backstopping from project staff?
7. Did the project develop and build on partnerships?

4.4. Effectiveness

1. What have been the main project outputs? What have been the most successful and least successful outputs? What were the results achieved to deem them successful or not? What contributed to either effectiveness and what was lacking that might have curtailed full effectiveness?
2. On the basis of the project's strategy, the following questions need to be given particular emphasis:

- a) What types of outcomes and impacts can be seen from the work on gender mainstreaming with the other departments in the Partnership Agreement?
- b) To what extent was the project strategy been effective in promoting women worker's issues, gender equality in the world of work and gender mainstreaming within the ILO, and beyond?
- c) To what extent has the project given visibility and prominence to gender equality strategies within the ILO?
- d) To what extent has the knowledge base increased on key gender issues in the world of work?
- e) How effective have any training strategies and workshops with constituents been in promoting gender equality in specific technical issues?

4.5. Efficiency of resource use

- a) Assess the quality and timeliness of input delivery
- b) Have resources (financial, human, institutional, technical) been allocated strategically?
- c) Have the resources been used efficiently? Have activities supporting strategy been cost effective and do results justify the expenses?
- d) Have project funds been delivered timely?

4.6. Effectiveness of management arrangements

- a) Assess managerial and work efficiency, have management capacities been adequate?
- b) How effectively has the project management monitored project performance and results? Have appropriate means of verifications for tracking progress, performance and achievement of indicator values been defined?
- c) Overall has project governance facilitated good results and efficient delivery?
- d) Has there been any additional resources donated to the project. If so how efficiently were these resources administered and managed (financial, human, institutional, technical)?

4.7 Sustainability

- a) To what extent was sustainability considerations taken into account in the execution and conducting of the project's activities? Were exit strategies discussed and actions taken to put them in place?
- b) How effective has the exit strategy been and has the project been gradually and effectively consolidating activities for handover at the end of the project?
- c) How far have the capacity of partner departments been strengthened and what needs to be done to enhance these in the future?
- d) What is the interest, involvement and commitment of local and national stakeholder and other UN agencies to support the activities undertaken during the project?
- e) Have the project inputs during the phase (financial, human, institutional, technical) become sustainable within the wider ILO framework to promote gender equality.
- f) Is there potential for project activities to be replicated in future work?
- g) Has the project made significant contribution to broader and longer term development impact?
- h) Has project successfully built or strengthened an enabling environment (people's attitudes, guidelines, etc?)

5. Main Outputs

An Evaluation Report including;

- a) Methodological approach as developed by the consultant for the evaluation
- b) Major findings of the evaluation on the key issues indicated above
- c) Conclusions based on analysis and findings from the desk review and interviews
- d) A section with recommendations containing practical guidance for future planning
- e) A section on how gender issues can be best mainstreamed into the DWCPs through the new RBSA mechanism based on lessons learned from the first phase of the partnership.
- f) An assessment of how activities in the first phase have been consolidated given the indication that phase two of the project will not commence as expected.
- g) A list of *lessons learnt/ good practices* which includes steps that should be undertaken or avoided to ensure results on approaches, and types of activities undertaken during the project. This will be useful for other/future projects and programmes of ILO and its partnership agreements.

6. Methodology/Approaches to Evaluation

The independent external end of project evaluation will be conducted by an International Evaluation Consultant following the ILO's guidelines and policies on independent evaluations. The evaluation will be conducted with the support of the project manager. The project will be responsible for providing all logistical support. The project evaluation will be headquarters based.

Overall this evaluation will include but will not be restricted to;

- a) A desk review conducted of project documents, materials and publications provided by the project team to the evaluation consultant.
- b) Key interviews with project staff, project partners, and other key project stakeholders.
- c) Phone Interviews and/or email contact with field based activities
- d) Presentation of findings and recommendations and their discussion with the immediate project team and select partners of the project.

7. Management arrangements, work plan and timeframe

The evaluation will be managed by the Evaluation Unit of the ILO. The evaluator will have to report exclusively to the evaluation manager.

The draft evaluation report will be circulated among all relevant partner for their feedback, comments and clarifications and these will be taken into consideration and integrated into the final report and when they could not be integrated the evaluation consultant will be expected to provide rationale as to why these comments could not be included in the final report.

Structure of the final report:

Cover page with key project and evaluation data

- Summary (according to ILO Evaluation Summary template)
- Brief background of project and its logic
- Purpose, scope and clients of evaluation
- Methodology employed
- Review of implementation
- Findings regarding project performance
- Conclusions
- Recommendations
- Lessons learned
- Annexes, including TOR, persons contacted, etc.

Estimated duration

Evaluation planning and desk review: 4 days

Interviews in Geneva: 10 days

Drafting report: 7 days

Integration of comments and final report: 3 days

8. Qualifications

a) **The International Evaluation Consultant** is expected to have the following;

- At least 10 years experience in evaluating development projects, preferably with experience in gender mainstreaming projects
- Fluent in written and spoken English
- Excellent writing skills
- At least 5 years experience with working within the gender and development field
- Acquaintance with the ILO structure and mandate on Decent Work and Gender

9. Payment Schedule

The consultant will receive two payments:

First payment on submission of a draft report for review

Second payment upon submission of the final report to the satisfaction of the ILO.

Annex II: Gender Mainstreaming in Technical Cooperation

Over the past decades the ILO has made considerable progress in promoting gender mainstreaming, through technical cooperation, as a viable strategy for advancing equality between women and men in the world of work. In order to further consolidate this strategy, the ILO Governing Body, at its 292nd session in March 2005, made the following decision.

Governing Body decision²⁵:

223. *The Governing Body requested the Director-General:*

to work with constituents, donors and the beneficiaries so that all future ILO technical cooperation programmes and projects systematically mainstream gender throughout the project cycle. Specifically, this implies the involvement of both women and men in constituents'/beneficiaries' consultations and analysis; the inclusion of data disaggregated by sex and gender in the background analysis and justification of project documents; the formulation of gender-sensitive strategies and objectives and gender-specific indicators, outputs and activities consistent with these; striving for gender balance in the recruitment of project personnel and experts and in representation in institutional structures set up under projects; and, finally, in the terms of reference for evaluations, requiring the inclusion of impact assessment on gender equality and gender expertise in the evaluation team;

to work with donors so that all future ILO technical cooperation partnership agreements make specific provisions to guarantee and support gender mainstreaming in all the programmes included in the agreement;

to increase, through technical cooperation, the capacity of ILO constituents and implementing partners to promote gender equality in the world of work.

The above decision is responsive to the ILO's two-pronged approach to gender mainstreaming. The first is through addressing the specific and often different needs and concerns of both women and men in all policies, strategies and every step of every activity. The second is through gender-specific interventions when analysis shows that one sex – usually women – are socially, politically and/or economically disadvantaged. The decision also promotes a systematic approach to mainstreaming by promoting gender equality provisions, not only at the implementation stage, but also in the overall agreements signed between the ILO and donors. Moreover, the decision promotes sustainability of achievements through building the gender mainstreaming capacity of ILO constituents and implementing partners.

In June 2006 at the 95th session of the International Labour Conference, the Conclusions of the Committee on Technical Cooperation identified gender equality as a cross-cutting issue in all such cooperation. Among other things, the committee said that technical cooperation should “take in account the need for gender analysis of programmes, so as to ensure equal opportunities for women and men to participate in the programmes and provide equal access to the benefits. This will give full weight to equal opportunities and treatment for women and men in training, employment and occupation”.

²⁵ Excerpt from *Minutes of 292nd session of ILO Governing Body*, GB292/PV. The decision was based on the *Thematic evaluation report: Gender issues in technical cooperation*, GB.292/TC/1 (see attached).

Annex III: Questions guiding interviews with ILO staff

The questions below were used to guide the evaluation in the interviews at Headquarters and in the field:

1 What cooperation and/or direct contact have you had with the ILO Gender Bureau related to the Gender Mainstreaming in ILO-Norway Partnership Agreement? (*If cooperation was agreed upon but did not take place - please give the reasons*).

- Please give an account of the cooperation and describe the nature of this cooperation: When did it take place? Who initiated it? What was it about? Did it lead to any specific activity undertaken? Has the activity/ies been completed? Output/s? How has it been followed-up?
- How do you assess the usefulness (value) of this cooperation in relation to gender mainstreaming in your work? In relation to gender concerns and incorporation of gender concerns in Technical Cooperation? Please rank the usefulness using 1-10 points, (10 being the highest) in the areas of planning, monitoring and implementation.

2 What has the cooperation resulted in (achievements, performance)?

3 Have you received funds directly from the above-mentioned Project? If yes, do you know how much and when did you receive it?

- The funds of the ILO/Norway mainstreaming partnership agreement that were used – were they sufficient for the purpose they were intended?
- Have you been to fully utilize the funds? Comments:

4 Are you aware of any challenges (problems, difficulties) in relation to the Project? Please explain:

- In connection with implementing the agreed upon activity/activities?
- In connection with TC projects (project design, time frame, funding)?
- In connection with follow-up of initiated activities?
- In connection with your Department/Programme?
- In connection with the Gender Bureau and/or the ILO?
- Other challenges?

5 What are, in your view, the consequences (if any) of the above challenge/s?

- At Headquarter level?
- At field level (regional, sub-regional, country level)?
- Any other consequences?

6 How do you view the sustainability, or the likelihood of sustainability of the activities generated as a result of the cooperation under the Gender Mainstreaming in ILO-Norway Partnership Agreement?

7 What role would you say the ILO/Norway project has played in achieving greater gender balance in decision-making structures?

8 Any other comments?

Annex IV: Meeting and Interview Schedule 25/11/2008 – 07/01/2009

Date/Time	Unit	Name	Designation	E-mail & Ph. No.
Tues 25/11 10:30	Bureau of Gender Equality	Sriani Ameratunga Kring	Expert	ameratunga@ilo.org Tel: 7637
Tues 25/11 11:00	Bureau of Gender Equality	Jane Hodges & Sriani	Director	hodges@ilo.org Tel: 7147
Tues 25/11 11:30	Bureau of Gender Equality	Susan Maybud	Senior Project Coordinator	maybud@ilo.org Tel: 78.83
Mon 1/12 09:30	IPEC	Patrick Quinn	Specialist Education	quinn@ilo.org Tel : 6164
Mon 1/12 10:30	ACTRAV	Magnus Berge	CTA, ILO/ACTRAV/ Norway Programmes on Social Dialogue & Child Labour	berge@ilo.org Tel: 7505
Mon 1/12 12:00	Bureau of Gender Equality	Geir Tonstol	Project Coordinator	tonstol@ilo.org Tel: 6171
Mon 1/12 15:00 Office 5:132	DECLARATION	Lisa Wong	Technical Cooperation Officer	wong@ilo.org Tel: 6206
Tues 2/12 09.30	Bureau of Gender Equality	Sriani Ameratunga Kring	Expert	ameratunga@ilo.org Tel: 7637
Tues 2/12 14:00	ACT/EMP	Anne-Brit Nippierd & Alf Age Lonne	Programme Manager Employers Activities and Technical Officer	Nippierd@ilo.org lonne@ilo.org Tel: 6625
Tues 2/12 15:00	EMPLOYMENT POLICY UNIT Employment Policy Department	Mary Kawar	Sr. Employment Specialist & Gender Coordinator	kawar@ilo.org Tel: 6502
Tues 2/12	PARDEV	Atsushi Nagata	Senior Development Cooperation Officer	nagata@ilo.org Tel: 6692
Wed 3/12 12:00 Ph. interview	ACTRAV Norway Workers' Education Project: Social Dialogue INT/04/M09/NOR (correct name?)	Susamma Varghese	National Project Coordinator	susamma@ilo.org Tel: +919840356542 or: +911124602101-02
Thurs 4/12	INTEGRATION/POLICY	Amelita King-	Senior	King-dejardin@ilo.org

Date/Time	Unit	Name	Designation	E-mail & Ph. No.
09:30	COHERENCE GROUP	Dejardin	Technical Adviser	Tel: 6509
Thurs 4/12 10.30	Bureau of Gender Equality	Susan Maybud		
Thurs 4/12 14:00	IPEC	Peter Hurst	Technical Specialist	hurst@ilo.org Tel: 8274
Fri 5/12 10:30 Ph. interview	ILO New Delhi	Reiko Tsushima	Gender Specialist	tsushima@ilo.org Tel: 91112460 2101 ext 258
Fri 5/12 18:00 Ph. interview	ILO San Jose (former IPEC staff member)	Maria Jose Chamorro	Gender Specialist, Central America	chamorro@sjlo.ilo.org Tel:+50622078700
Mon 8/12 10.45	Bureau of Gender Equality	Sriani Ameratunga Kring	Expert	
Mon 8/12 11:00	DCOMM	Karen Naets	Chief, TV and radio	Naets-sekiguchi@ilo.org Tel : 7935
Mon 8/12 13.45	Bureau of Gender Equality	Susan Maybud and Githa Roelens	(Githa) Senior Communication & Information Officer	roelans@ilo.org Tel: 6930
Tues 9/12 Reply to questionnaire	ILO Beirut	Simel Esim	Specialist, Gender and Women Workers	esim@ilo.org Tel: +961.1.75.24.00
Tues 9/12 E-mail contact	ILO Addis Ababa	Mwila Chigaga	Senior Specialist, Gender	chigaga@ilo.org
Wed 10/12 phone interview	IPEC (Formerly based at TURIN Centre)	Jose Ramirez	Specialist	ramirez@itcilo.org
Fri 12/12 09:30	TRAVAIL	Manuela Tomei	Branch Chief	tomei@ilo.org Tel: 6931
Sun 14/12 Reply to a questionnaire	ILO Beirut office	Simel Esim	Gender Specialist	esim@ilo.org
Thurs 18/12 Interview	IPEC Technical Products and Networks (TPN)	Susan Gunn	Technical Expert	gunn@ilo.org
Tues 06/01/09 17:00 Ph. interview	LO, Norway Confederation of Trade Unions	Ms. Karin Beate Theodorsen		karin.beate.theodorsen@lo.no +47 91 10 14 71 (mobile) +47 2306 1709
Wedn 07/01/09 Ph. Interview	ROAP, Bangkok	Nelien Haspels	Gender Specialist	haspels@ilo.org

Annex V: Documentation and references

Gender mainstreaming in ILO/Norway partnership agreement 2006-07, Policy Paper, INT/06/59/NOR. Inter-regional (global), Bureau of Gender Equality, ILO. Collaborating units/Offices: DIALOGUE, INTEGRATION, DECLARATION, Employment Sector, Social Security Sector, ACT/EMP, ACTRAV, relevant ILO field offices.

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Gender Equality and Decent Work, Joint Research Workshop, Part I: Towards a Comprehensive Research Strategy and an integrated strategy of pay equity, 21-23 May, 2007. Report of the workshop, GENDER/DECLARATION/INTEGRATION

Office procedure, IGDS Number 12 (Version 1), 23 April 2008, Procedures for the use of the Regular Budget, Supplementary Account (RBSA)

Gender Equality and Decent Work: Towards a Comprehensive Research Strategy and an Integrated Strategy for Pay Equity, Geneva 21 - 25 May 2007

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5 TPRs of INT/06/59/NOR Partnership Agreement: 1 July – 31 December 2006, 1 January – 30 June 2007, 1 July – 31 December 2007, 1 January – 30 June 2008.

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